

Fire Program Analysis

Charter

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1. Executive Summary

This Charter establishes an Oversight Group (OG), inclusive of a Board of Directors (Board), to provide leadership for the Fire Program Analysis (FPA) program. This Charter supports the transition of FPA from a development project to Operation and Maintenance and a sustained program while recognizing there are ongoing system improvements and will likely be desired future enhancements. It ensures its integration into departmental practices and policies for the purposes of achieving a common efficient and effective budgeting process and using corporate data systems that support land management goals and objectives for wildland fire management. This Charter establishes a governing body and advisory teams representing the five federal fire agencies / bureaus (the USDA Forest Service and the Department of the Interior's Bureau of Indian Affairs, Bureau of Land Management, Fish and Wildlife Service, and National Park Service), here after referred to as "the agencies", and defines their roles and responsibilities.

The Agencies' implementation of FPA through this Charter will represent a significant business transformation in Wildland Fire Management budgeting policies and procedures that will require proactive change management actions. This transformation will provide for the discussion of potential budget and program strategies, that consider trade-offs and consequences, through an interactive process engaging agencies' national and field offices. FPA's implementation will provide useful information that supports the formulation and allocation of Wildland Fire Management budgets and programs across unit and agency boundaries while providing opportunities to document and improve local and national performance. The program will also have key linkages to other interagency objectives and efforts, such as the Cohesive Strategy. The Oversight Group, as established through this Charter, will have a principle role in facilitating the success of the program including its integration with other agency programs, identifying and addressing cultural changes, and ensuring leadership engagement.

2. Overview - Fire Program Analysis Program

2.1 Mission - The purpose of the Fire Program Analysis system is to provide managers with a common interagency process for strategic fire management planning and budgeting. It will be used to evaluate the effectiveness of alternative fire management strategies to support land management goals and objectives. In FPA "effectiveness" is assessed in terms of multiple performance measures that are consistent with these land management goals and objectives. The performance measures broadly address reducing the probability of occurrence of costly fires, reducing the probability of occurrence of fire in the Wildland/Urban Interface (WUI), increasing lands meeting or trending towards the attainment of land management objectives including protecting highly valued resources, and maintaining a high initial attack success rate. These current measures will be revalidated for future analyses, at which time they could be modified or replaced by new measures based on agencies' goals and policies.

2.2 History - In the early 2000's, Congress and OMB directed the agencies to design and develop an automated system for common interagency fire management planning and budgeting. The 2001 report *Developing an Interagency, Landscape-scale Fire Planning Analysis and Budget Tool* found that a comprehensive interagency process for fire planning and budget analysis, identifying cost-effective programs to achieve the full range of fire management goals and objectives, was feasible and desirable. Development, and implementation, of the FPA program will support interagency federal wildland fire program policy and direction. FPA will provide for consistent, comprehensive and cost effective landscape analyses and allows participation by State and local governments and consideration of their resources.

FPA was initiated in 2002 to develop a comprehensive system to replace the different legacy systems in use by the agencies. An interagency Steering Committee guided FPA's initial development. The Preparedness Module was completed and released in 2005. However, review of the system indicated adjustments were warranted and desired. In 2006, the governance structure for FPA was revised to establish an Executive Oversight Group (EOG) which was tasked to provide oversight for continued development of the comprehensive program. The EOG, in turn, established management and science advisory teams to support FPA's development and deployment. The current program was prototyped in 2007 and released in the summer of 2008. The first initial outputs were available for analysis in 2009, which prompted several corrections to the model software and direction to the field for data management. The 2009 review of FPA's performance and costs also suggested a significant realignment was advisable in the programs governance. Accordingly, through this Charter, the Executive Oversight Group will be replaced by a broad-based Oversight Group, inclusive of a Board of Directors, to oversee the completion and transition of the FPA program.

2.3 Design – The web-based FPA program models the effects of fuel treatments¹, preparedness organizations and prevention programs on initial response effectiveness and large fire consequences through a software application that consists of three primary modules; an Initial Response Simulator, a Large Fire Model, and a National Goal Programming application. The program relies on corporate data layers when available and useful, such as LANDFIRE, for national consistency. However, many data inputs are based on local information and entered by the interagency field units. These local units, referred to as Fire Planning Units, submit investment alternatives for national analysis, the results of which are available to decision-makers to assess trade-offs between investment alternatives based on performance measures in a goal programming application. The national analysis may be constrained, or unconstrained, for consideration of efficiencies to be gained by allocating or reallocating resources between programs and/or the agencies.

2.4 Outcomes – Goal programming identifies an efficient distribution of budgets and programs based on specific performance and budget constraints and priorities. The FY 2009 goal programming analysis provided insights into the types of data that will be available in future analyses to support fire planning and budgeting. The FY 2009 analysis conceptually demonstrated efficiencies, and inefficiencies, of the current preparedness and fuels budgets and programs and how performance could be increased by allocating or re-allocating resources differently. Additionally, it provided insights into the consequences of increased and decreased budgets within, and between, programs and agencies. Protocols and processes for using future analyses to support out-year and current-year budgeting processes will need to be developed.

2.5 Implementation - The implementation of the Fire Program Analysis program, and its incorporation into the agencies' planning and budget development and execution processes represents a fundamental shift for Wildland Fire Management. Its adoption will fundamentally restructure the different agency and departmental budgeting processes currently in use into a single collaborative interagency process. This transition will necessarily occur over several years and will need to be coordinated with internal and external stakeholders. A three-phased transition is envisioned to reach full implementation of the program and its associated business processes.

Phase 1, ongoing learning and calibration: This is the current phase with teams working to gain insights into FPA analyses outputs, as well as reviewing technical processes.

¹ Modeling the effects of fuel treatments has not fully matured in the program, work is ongoing to enhance the spatial functionality of this component, additional enhancements may be desired in the future.

Phase 2, establish confidence: In the spring of 2011, an external independent review of technical and business processes will be initiated to guide further program management. The Interagency Analysis Team will validate and report confidence in the results of fire planning unit analysis and again following the results of goal programming and trade-off analysis. Ongoing feedback from the Interagency Analysis Team, the planned external science review, and the Phase 1 and 2 milestones will provide the opportunity for the Oversight Group to confirm confidence in the results and recommend status and course of the program.

Phase 3, establish ownership and full implementation: As confidence is established in outputs and implications of those outputs are validated, the agencies will consider program and funding shifts to increase efficiencies and better meet goals and objectives.

2.6 Interagency Guidance – Annually, the Oversight Group will issue strategic guidance, referred to as *FPA Interagency Guidance*, for developing analysis alternatives that reflect agency priorities. The primary objective of the *Guidance* is to promote consistency and quality of the analyses. The *Guidance* will typically include direction on performance measures, analysis parameters for the Preparedness and Hazardous Fuels programs, the number and range of alternatives, use of cooperator resources, broad review guidelines, and due dates.

2.7 Decision Timeline – There are numerous decisions and timelines associated with units completing analyses and implementing the system. A portion of these are specifically associated with Line Officers and are key to ensuring quality and timely analysis. It is essential that Line Officers at all levels of the agencies are engaged in the process at the appropriate times.

3. Governance

This Charter establishes a governance structure with six primary components. An executive Board of Directors, who are also members of a broad-based Oversight Group (OG) comprised of senior leadership empowered to provide leadership and oversight for the Fire Program Analysis program and its implementation. The third essential component of the governance structure is an Executive Director who serves as the full time senior administrator for the OG, working closely with FPA stakeholder groups to monitor FPA development and implementation issues, and keep the OG and FPA stakeholder groups informed. The remaining three components are comprised of management, science and analysis advisory teams.

Decision Making – The Executive Director informs the Oversight Group of items requiring a decision and presents supporting information from the advisory and analysis teams and the program manager in advance of the required decision. The Oversight Group’s goal is to obtain a consensus decision whenever possible. In the event that consensus cannot be reached, the decision will be elevated to the Board of Directors. In the event that consensus cannot be reached within the Board of Directors, the Board will elevate the decision to the Fire Policy Council.

Meeting Frequency – The Oversight Group will meet a minimum of once quarterly. This meeting may be conducted remotely via video or phone conferencing as deemed appropriate. In addition, the Board may call ad-hoc meetings of the Oversight Group, or the Board, to address issues or to facilitate decisions. If a member is not available to participate, they may designate an acting. The acting must be adequately briefed by the member and authorized to act on the member’s behalf to facilitate Oversight Group discussions and decisions. It will be the responsibility of the absent member to ensure that pertinent information, including the designated acting, and input is conveyed to the Executive Director prior to the meeting.

3.1 Board of Directors

Purpose –The Board of Directors (Board) provides executive leadership and guidance for the Oversight Group and the program. This includes incorporating the program and its associated business processes into the agencies’ planning and budget systems and procedures.

Membership – The Board is comprised of up to six executives . Membership will be evenly balanced between the Department of the Interior and the U.S. Forest Service. A consensus model will be utilized and no co-chairs, or chair, will be designated. *Reference Appendix 8.1 for current Board members.*

Roles –In addition to the roles of the Oversight Group (*Section 3.2*), the Board’s specific roles include:

- Provide executive leadership within the Oversight Group
- Facilitate consensus for Oversight Group decisions whenever possible
- Approve funding for program operation and development
- Keep the interagency Fire Policy Council informed of strategic issues
- Present program alternatives, implications and recommendations to agency leadership; brief Departmental, Administration, and Congressional entities
- Provide guidance and oversight for the Executive Director and the Program Manager

3.2 Oversight Group

Purpose –The Oversight Group provides leadership and guidance for the Fire Program Analysis program including its operation, continued development, implementation, and integration into operational and business processes. This includes incorporating the program and its associated business processes into the agencies’ planning and budget systems and procedures.

Membership – The Oversight Group will be comprised of up to fourteen interdisciplinary agency personnel, inclusive of the Board. Membership will be representative of the Department of the Interior and the U.S. Forest Service as identified in Appendix 8.1. One member must have current standing in the science community and be representative of the research and science community. Individuals from cooperating entities may be designated by the Board to serve in a consultation role.

Roles – The Oversight Group’s specific roles include:

- Provide strategic direction, oversight, and advocacy for the program
- Serve as a focal point for strategic issue resolution
- Recommend funding proposals for program operation and development
- Promote interagency coordination, inclusive of non-federal cooperators
- Develop and issue annual strategic analysis guidance
- Identify and address cultural changes needed to facilitate success
- Develop fire management program alternatives, implications and recommendations for agency leadership consideration

3.3 Executive Director

Purpose – The Executive Director will work with the Oversight Group as an ex officio member of the Board of Directors, with the interdepartmental agencies, and with program stakeholder groups such as the National Wildfire Coordinating Group, advisory and analysis teams, business leads, and program management.

Roles – The Executive Director’s roles includes (*additional roles are identified in the PD*):

- Serve as a full time executive director for the Board and broader Oversight Group
- Monitor system development and implementation issues and keeping the Board and Oversight Group informed
- Manage all aspects of Board and Oversight Group meetings
- Facilitate interactions and serve as liaison between the Board and advisory/ analysis teams representatives, the Program Manager, Business Leads, and other stakeholder groups
- Facilitate key reviews, such as the planned external review
- Work with the Program Manager, Business Leads, and agency budget staff in developing and presenting the program’s budget
- Monitor execution of this Charter and recommend changes to the Board and broader Oversight Group

3.4 Business Organization Overview – The Executive Director will report to the Board of Directors. The normal protocol for representatives of advisory or analysis teams and the Program Manager to bring topics, or issues, before the Oversight Group will be through the Executive Director. In situations where the Executive Director is not available in a reasonable timeframe, the representative will interact directly with the Board of Directors.

4. Advisory Teams

4.1 Management Advisory Team - The Management Advisory Team will help ensure a strong linkage between implementation of the program and the field, and provide business process advice. The Team should be self directed and strive for consensus. In the event that consensus cannot be reached, issues should be conveyed to the Oversight Group. The Team will have a designated Chair person, the Chair will represent the Advisory Team on the Oversight Group. The Team may designate members to serve as liaisons to other groups such as the Interagency Analysis and Interagency Science teams, or Geographic Area groups. The Team may include up to eight members with similar membership between the DOI and USFS and may include a representative from a cooperating entity such as an advisor, or as a member. A key focus of the Team is to represent line officers, it may also be inclusive of other members such as fire management leadership. The Team’s key roles are to offer input relative to issues or concerns regarding the program’s implementation and to share information.

4.2 Interagency Science Advisory Team – The Interagency Science Team will provide science advice, support and guidance for FPA. The Team will have a designated lead, the lead will represent the Advisory Team on the Oversight Group. Team members will be representative of the DOI and USFS science and research community. The Team will be comprised of scientists designated as primary members with other scientists as ad hoc members, as needed, to address specific issues or topics. The Team may interact with the Program Manager, the Executive Director, and/or the Board. The Team’s key roles are to develop, review, evaluate and/or recommend conceptual designs, architectures, data sources, data definitions, and/or analysis techniques.

5. Analysis Team

5.1 Interagency Analysis Team – An Interagency Analysis Team will work with FPA’s national goal programming process and advise the Oversight Group on aspects of system outputs and their implementation relative to planning and budget formulation and allocation processes. The Team will include up to six members and have designated DOI and USFS co-leads. One co-lead will be designated to represent the Analysis Team on the Oversight Group, if the designated co-lead is not available, the alternate co-lead will represent the Team. The Interagency Analysis Team will include at least one member of the Management Advisory Team as well as representatives of the agencies’ planning and budget processes, in addition to wildland fire program representatives. The Interagency Science Team and agency national fire budget officers will provide support to the Team as needed. The Team may assign specific supporting tasks such as executing and analyzing specific goal programming analyses to other agency staff or specialists. The Team’s primary roles are: 1) to validate confidence in the results and provide advice and recommendations to the Oversight Group relative to those findings to allow the Oversight Group to confirm confidence in the results and thereby recommend status and course of the program; and, 2) to provide analysis, advice and recommendations to the Oversight Group relative to various program and budget alternatives analyzed in the goal programming process.

6. System Management

6.1 Program Manager – A Program Manager will provide leadership and direct supervision for the ongoing operation, maintenance, and development of the FPA program. The Program Manager will be responsible to the Board. The Program Managers’ specific roles include: management and development of the systems in collaboration with the Business Lead/s within the guidance of the Board; organizing, leading, and directing assigned program personnel; coordinating with the Business Lead/s to ensure stakeholder needs are considered; developing, maintaining, and managing Operation and Maintenance that meets NWCG and agency Chief Information Officer guidelines; drafting a program budget; controlling and tracking project expenditures; and, keeping the Board, via the Executive Director, apprised of the program’s status and potential or emerging issues.

6.2 Business Lead/s - Two Business Leads, one each from the Department of the Interior and the U.S. Forest Service, will provide a linkage between system operation and development and field implementation. The Business Leads will report to their respective agencies, but will work as full partners with the Program Manager. The Business Leads’ specific roles include: providing counsel to the Program Manager relative to business requirements and stakeholder expectations; identifying budget needs in collaboration with the Program Manager and the Executive Director; representing the systems to stakeholders; coordinating with staff units in the Washington Office; supporting the field during deployment of the system; supporting the identification and resolution of issues affecting the implementation of the system; and, responding to inquiries from the user community.

6.3 System Operation and Maintenance – System enhancements, routine program work, and management of the system will be conducted as identified in the programs’ Enhancement and Operation and Maintenance Plan currently under development. The Plan will address the programs’ short and long term enhancement, operation and maintenance needs. The program will be managed in cooperation and collaboration with other NWCG projects, other partners, and in conformance with enterprise architecture, data, and repository principles. The system will follow guidance and standards provided by the Chief Information Officer of the Departments.

6.4 *Sponsorship and Funding* - FPA is sponsored and funded by the U.S. Forest Service and the Department of the Interior. The U.S. Forest Service is the managing partner and owner of the FPA program for the purpose of Office of Management and Budget business cases and agency Information Technology oversight. On site system operation and development funding needs will be shared equally.


7. Approval:

This Charter replaces the Fire Program Analysis Charter approved in December 2007 and remains in effect until superseded or canceled by agreement of signatories.

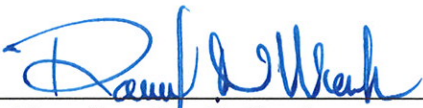


Approved by: Thomas L. Tidwell
Chief, U.S. Forest Service


10/12/10
Date

for 
Approved by: Michael S. Black
Director, Bureau of Indian Affairs


10/13/2010
Date

for 
Approved by: Jonathan B. Jarvis
Director, National Park Service

10/14/2010
Date

for 
Approved by: Rowan W. Gould
Acting Director, Fish and Wildlife Service

10/14/10
Date


Approved by: Robert V. Abbey
Director, Bureau of Land Management

10-12-10
Date

8. Appendices (*Updated Annually*):

8.1 Oversight Group and Board of Directors Membership

8.2 Advisory and Analysis Teams Membership

Appendix 8.1 - Fire Program Analysis Oversight Group Membership

A. Oversight Group Membership by Title

DOI	USFS
Board of Directors	
Director of OWFC	Associate Deputy Chief SPF
IFEC Representative	FAM Director or Designee
Fire Director Representative <i>(Executive Director - FS/DOI Ex Officio Member)</i>	
Associate Members by Agency	
Senior Budget Analyst	FAM Branch Chief P&B
Budget Bureau Lead	National Program/Budget Representative
National Planner	
Associate Members by Role	
Program Manager	
Designated Management Advisory Team Chair	
Designated Interagency Science Team Lead	
Designated Interagency Analysis Team Co-lead (1 of the co-leads)	
Consulting Members	
Representative/s for Cooperating Entities	

B. Oversight Group Members by Designation

DOI	USFS ²
Board of Directors	
Kirk Rowdabaugh	John Phipps
Tim Murphy	Tom Harbour
Brian McManus	
<i>Executive Director Recruitment Ongoing</i>	
Associate Members by Agency	
Louis Mauney	To be named
Jeff Scott	Vicki Christiansen
Bodie Shaw	
Associate Members by Role	
Vacant	
Marty Dumpis	
Danny Lee	
Tate Fischer (DOI) / Vacant (USFS) - 1 Representative	
Consulting Members	
To Be Determined	
<i>Date: October, 2010</i>	

² Key Forest Service Washington Office Fire and Aviation Management positions are in various stages of recruitment, additional associate members will be named in the coming months.

Appendix 8.2 - Fire Program Analysis Oversight Advisory Team Membership

Member / Agency	Member / Agency
Management Advisory Team	
Martin Dumpis / USFS	Scott Bradshaw / BIA
Kathy Davis / NPS	Nancy Rose / USFS
Rob Macwhorter / USFS	Keith Smith / NASF
Lori Armstrong / BLM	To Be Named / FWS
Interagency Science Team	
<i>Core Members</i>	<i>Consulting Members</i>
Danny Lee / USFS	John Sessions / Oregon State University
Mike Bevers / USFS	Jeremy Fried / USFS
Mark Finney / USFS	Anne Wein / USGS
Tom Quigley / METI Incorporated	Dave Calkin / USFS
	Karen Abt / USFS
Interagency Analysis Team³	
Tate Fischer / BLM	To be named / USFS
Grant Beebe / BLM	To be named / USFS
Andy Kirsch / NPS	Rob Macwhorter / MAT Representative
<i>Date: October, 2010</i>	

³ Key Forest Service Washington Office Fire and Aviation Management positions are in various stages of recruitment, Forest Service members will be named in the coming months.