



BUDGET The United States
Department of the Interior
JUSTIFICATIONS

and Performance Information
Fiscal Year 2017

**WILDLAND FIRE
MANAGEMENT**

NOTICE: These budget justifications are prepared for the Interior, Environment and Related Agencies Appropriations Subcommittees.

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Overview of the FY 2017 Budget

WILDLAND FIRE MANAGEMENT

Overview of the 2017 President's Budget

Total 2017 Budget Request

(Dollars in Thousands)

Budget Authority	2015 Actual	2016 Enacted	2017 Request	Changes from the 2016 (+/-)
Discretionary	900,581	993,745	824,624	-169,121
Mandatory	0	0	0	0
Total Appropriation	900,581	993,745	824,624	-169,121
<i>FTE</i>	<i>3,659</i>	<i>3,659</i>	<i>3,659</i>	<i>+0</i>
Wildland Fire Management Cap Adjustment	0	+0	+290,000	+290,000
TOTAL with CAP ADJUSTMENT	900,581	993,745	1,114,624	+120,879

Note: the FTE amounts in this table include reimbursable FTE, which explains the difference from the FTE displayed in the WFM Summary of Requirements table..

The 2017 Budget proposes to amend the Balanced Budget and Emergency Deficit Control Act of 1985, as amended, to establish a new budget framework for the Wildland Fire Management (WFM) program that is designed to provide stable funding for fire suppression, while minimizing the adverse impacts of fire transfers on the budgets of other fire and non-fire programs. Under this proposed budget framework, a portion of the funding need for suppression operations is funded within the discretionary spending limits and a portion is funded as an adjustment above those limits. Specifically, 70 percent of the 10-year suppression average is requested within the discretionary budget caps. The remaining identified suppression funding need is provided in the requested budget cap adjustment. This request does not increase overall discretionary spending, as it would reduce the ceiling for the existing disaster relief cap adjustment by an equivalent amount as is provided for wildfire suppression operations.

The 2017 President's budget for the discretionary Department-wide WFM program is \$824.6 million. This is a decrease of \$169.1 million from the FY 2016 Enacted level. As reflected in the table above, after factoring in the requested \$290 million under the proposed budget cap adjustment, the WFM net request is \$1,114.6 million, reflecting an increase of \$120.9 million over the 2016 Enacted level.

In previous years, the budget request for suppression funding has been based on the 10-year average of inflation-adjusted suppression obligations, with the total funding split between the FLAME Wildfire Suppression Reserve Fund and the program's direct discretionary appropriation. The 2017 budget's

proposed cap adjustment will minimize the risk of fire transfers and provide more stability and certainty of funding to other programs to invest in critical forest and rangeland management needs. The base level of funds (i.e., 70 percent of the 10-year average of suppression costs) ensures that the cap adjustment is only used for the most severe fire activity since it is two percent of the fires that results in 30 percent of the costs. In 2017, 70 percent of the 10-year average is \$276.3 million.

The requested cap adjustment equals the difference between the total amount of suppression expenditures projected for the fiscal year, based on the Outyear Forecast developed by the U.S. Forest Service's Southern Research Station, and the 70 percent of the 10-year suppression average that is requested within the discretionary budget caps. The budget discontinues use of the FLAME Wildfire Suppression Reserve Fund.

The DOI and Forest Service wildland fire management programs will continue to strengthen oversight and accountability of suppression spending and use risk management principles to guide decision-making at the strategic, program, and operational levels.

The 2017 request funds fire prevention, readiness, wildfire response, fuels management, fire resilient landscapes, post-fire rehabilitation, policy, planning, and oversight activities performed by the Department's land management agencies [the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), the National Park Service (NPS), and the Bureau of Indian Affairs (BIA)] and the Office of Wildland Fire (OWF).

The program strives to achieve a cost-effective, technically efficient, and scientifically grounded fire management program that safely meets resource management goals. In doing so, every effort is made to minimize the total cost of wildfire response and damage to or loss of property and natural and cultural resources in accordance with the Department's strategic goals.

The guiding principles and priorities of the WFM program, in line with the intergovernmental National Cohesive Wildland Fire Management Strategy, are to provide safe and effective response to wildfires, promote fire-adapted communities, and create fire-resilient landscapes through direct program activities and strong Federal, State, Tribal and local collaboration. The WFM program will incorporate the goals of the Cohesive Strategy and the National Action Plan into the implementation of the preparedness, fuels management, suppression, and resilient landscapes programs. The specific implementation techniques are now under development. In addition to the goals outlined in the Cohesive Strategy, the Integrated Rangeland Fire Management Strategy includes the coordination and integration of wildland fire management funding and programs with bureau land and resource management activities, as well as activities in other Federal, non-Federal and non-governmental organizations. While not foreign concepts in the WFM program, these strategies present renewed opportunities to capitalize on coordinated funding approaches to landscape and program goals.



Other funding changes within the FY 2017 WFM budget include:

- Preparedness – a program increase of \$2 thousand to cover Oil and Gas special pay, a program increase of \$2.8 million for Rural Fire Readiness, a program increase of \$1.0 million to implement a contracted resources obligation solution, a program increase of \$1.5 million to fund new utility costs at the Alaska Fire Service facility, and a one-time increase of \$1.6 million for the Bureau of Indian Affairs to purchase crew vehicles;
- Fire Risk Management activity –
 - Fuels Management – a realignment of \$21.7 million to the complementary Resilient Landscapes program; of which \$10.0 million was provided for resilient landscapes activities within the Fuels Management subactivity by Congress in 2015 and 2016.
 - Resilient Landscapes – program established at a total of \$30.0 million; \$21.7 million, of which \$10 million was provided specifically for resilient landscapes activities by Congress in 2015 and 2016, is a transfer from the Fuels Management subactivity with an additional \$8.3 million program change.
- Burned Area Rehabilitation (BAR) – a program increase of \$1.5 million;
- Facilities Construction and Maintenance – a program increase of \$3.6 million; and
- Fixed Costs Increases –fixed cost increases of \$3.0 million.

The Wildland Fire Management program and the 2017 budget request support the following Departmental and Administration priorities:

Secretarial Initiatives

Building a Landscape-Level Understanding of Our Resources

Science and Data – The use of best science and data is a fundamental principle under broad areas of the WFM program. The Joint Fire Science Program (JFSP) within the WFM account is a key source for science delivery in support of the Secretarial Initiative. The JFSP lines of work include fuels treatment effectiveness, smoke management and science delivery via a national knowledge exchange, to name a few areas that contribute to a landscape-level understanding.

Wildland Fire Resilient Landscapes (WFRL) investments are pro-active to address the growing impact of wildland fire on communities and Federal lands. The WFRL program improves the integrity and resilience of forests and rangelands by restoring natural vegetation landscapes to specific fire-resilient conditions. Importantly, the WFRL program is coordinated with and supported by the resource management programs of the four Interior bureaus that participate in the WFM program. The WFRL program leverages other bureau resource funds to restore and maintain fire-resilient landscapes. A funding level of \$30 million for the Resilient Landscapes program is included in the 2017 request. The pilot phase of the WFRL program, which began in 2015 and was continued in 2016, and employed an evaluation process to identify the priority projects which met the program objectives. Funded projects had the following characteristics:

- made a significant difference in desired landscape characteristic(s) to improve fire resilience;
- were responsive to Sage-steppe ecosystem priorities;
- were collaborative, with resource program funding match or in-kind support;
- were likely to make substantial, measurable progress toward fire-resiliency in five or ten years.

The pilot projects include monitoring methods that will demonstrate success toward meeting stated goals and objectives. These outcomes will assist in the development of performance measures. The Wildland Fire and Resource Management Executive Committee, a senior-level executive advisory committee, provides recommendations about the WFRL program and will develop performance measures through a collaborative, interagency process. A key defining principle of the Resilient Landscapes program is its landscape level planning and management approach between all stake holders.

Secretarial Order 3336 Rangeland Fire Prevention, Management and Restoration - The Final Report to the Secretary of the Interior, 'An Integrated Rangeland Fire Management Strategy,' (the Strategy) includes fundamental principles of promoting “All Hands, All Lands” Management, employing a risk-based approach, improving the application of science and technology and monitoring and adapting for success. The WFM program plays an essential role in implementation of these principles. The Resilient Landscapes and Fuels Management programs support a landscape scale approach identified as essential in the Strategy. The Strategy identifies several long-term action items specific to the WFM program. The broad categories include integrated response plans, prioritization and allocation of resources, integration

of science, fuels management, post-fire restoration, seed strategies, and large scale activities to remove invasive non-native grasses. Actions identified in the report are specific to the categories outlined in the Secretarial Order and are planned for continuing implementation prior to the onset of the 2016 western wildfire seasons, with activities continuing into 2017 and beyond. The Strategy included 81 action items with 26 in the initial report that are targeted for completion in 2016. Coordination efforts are on-going between all partners to successfully meet the targeted completion timeframes for all action items.

The WFM program is uniquely positioned to further this Secretarial priority given that the WFM programs, policies, and budget are coordinated through an existing cohesive, interagency governance structure. For example, the WFM program is already organized around interagency business practices; has well-distributed resources that often function across jurisdictional boundaries; has interagency capacity to operationalize landscape approaches; has a budget and performance reporting system managed at the departmental-level; and has collaborative partnerships with external stakeholders at every level. In this way, the WFM program is capable of helping model landscape-scale assessment, planning, and coordinated implementation for the broader DOI, Federal government, and by extension our partners. The WFM program will continue to identify opportunities to enhance these synergistic relationships.

Strengthening Tribal Nations – As in 2016, the WFM program will continue to dedicate \$10 million of Fuels Management base funding to strengthen the Tribal resource management landscape restoration efforts on reserved treaty rights lands, and dedicate \$15.0 million of Preparedness base funding for Tribal-managed firefighting organizations and Tribal workforce development. These BIA-related increases were first requested and appropriated in 2015.

President's Management Agenda

Management Effectiveness – On-going and new initiatives for management effectiveness in the WFM program include:

- Federal Information Technology Acquisition Reform Act (FITARA) certification incorporates qualifying inter-departmental and interagency managed Wildland Fire Information Technology portfolios and associated funding reviews. The Departmental portfolio includes the Integrated Reporting and Wildland Fire Information (IRWIN) system. IRWIN is an inter-agency project managed by the DOI to develop an end-to-end fire reporting capability that provides an integrated and coordinated process for collecting and reporting incident/event data. Additionally the National Fire Plan Operations and Reporting System (NFPORS) will also be included in the FITARA certification.
- Emerging Departmental cyber security requirements will identify a plan to protect systems and information, becoming the compliance standard for WFM systems.

Additional principles that served as a framework for the WFM program:

- sustaining or enhancing human capital and core capabilities, and preserving of a highly qualified and trained workforce;
- maintaining or enhancing a wildfire response organization that may also plan, implement and evaluate fuels management projects;
- preparing to manage greater risk and increasingly complex wildfire incidents, larger and longer duration wildfires, and fuels that have the potential to threaten communities and community values, such as: municipal watersheds, transportation corridors, utilities, nationally significant natural and cultural resources, and resource-based economies;
- maintaining or enhancing capabilities within the program to foster fire-adapted communities;
- maintaining the JFSP research capability.

Strengthening the overall capacity of the WFM program is critical to addressing increasing risks posed to communities, drinking water supplies, utilities, and valuable public resources posed by wildfire, and changing environments. The 2017 budget protects the critical core program while identifying ways to leverage funds through the Rural Fire Readiness plan identified in the Preparedness program and the WFRL program.

Government Performance and Results Act

FY 2014-2018 Department of the Interior Strategic Plan

The Department of the Interior FY 2014-2018 Strategic Plan provides the framework for the programs and activities that are performed by 10 bureaus and multiple offices, in approximately 2,400 locations throughout the nation. The Strategic Plan facilitates the integration of programs, the allocation and alignment of resources, and collaboration and coordination with stakeholders to achieve key goals. The plan identifies Departmental mission areas, goals, strategic objectives, and performance measures. It provides strategic direction for the Department and the WFM program.

The WFM program is within Mission Area 1 of the Strategic Plan: “Celebrating and Enhancing America’s Great Outdoors.” The DOI bureaus implement strategies to mitigate the effects of wildfire and restore burned acres damaged by fire, support communities that are at high risk from wildfire by assisting in the development of wildfire action plans, and effectively use capabilities to respond quickly when fire strikes. The DOI program strives to achieve an effective WFM program that meets resource and safety objectives, while minimizing the cost of suppression and damage to resources.

Ensuring resilient landscapes and fire-adapted communities depends on the implementation of a broad-based, intergovernmental, collaborative, and national cohesive strategy to better address the mounting challenges of escalating fire complexity, increased risk to responders, greater home and property losses, and increased threats to communities.

The Strategic Plan identifies three supporting performance measures to demonstrate and evaluate progress in achieving the national goals to restore and maintain resilient landscapes, promote fire-adapted communities, and respond to wildfires.

2017 Performance Summary

The DOI WFM program has been aligning programs and budgets to implement the intergovernmental National Cohesive Wildland Fire Management Strategy, a science-based, innovative, and collaborative approach to mitigating wildfire risk. The Strategy was developed in 2014 by Federal, State, Tribal and non-governmental partners. Three supporting performance measures were developed to demonstrate and evaluate progress in achieving the national goals to restore and maintain resilient landscapes, promote fire-adapted communities, and respond to wildfires.

In addition to the performance measures identified in the Strategic Plan, additional supporting indicators are maintained by the WFM program and are also shown on the following pages.

Goal Performance Table

Goal #1: Protect America's Landscapes

Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
<i>Strategy #3: Manage wildland fire for landscape resiliency, strengthen the ability of communities to protect against fire, and provide for public and firefighter safety in wildfire response.</i>									
Percent of DOI-managed landscape areas that are in a desired condition as a result of fire management objectives. (SP)	A	36.1% (161,820,333/ 447,806,489)	35.7% (160,066,449/ 447,806,489)	36.0% (161,237,140/ 447,806,489)	36.2% (161,982,762/ 447,806,489)	35.9% (160,912,775/ 447,806,489)	36.1% (161,562,350/ 447,806,489)	+0.2%	38.3% (171,310,000/ 447,806,489)
Percent of DOI-managed treatments that reduce risk to communities that have a wildland fire mitigation plan. (SP)	A	93.9% (2,736/ 2,914)	75.6% (1,597/ 2,113)	68.47% (1,655/ 2,417)	88.6% (1,979/ 2,234)	89.3% (2,090/ 2,340)	88.9% (2,005/ 2,255)	-0.4%	95.8% (2875/ 3000)
Percent of wildfires on DOI-managed landscapes where the initial strategy (ies) fully succeeded during the initial response phase. (SP)	A	97% (9,175/9,454)	98% (6,330/6,482)	97% (5,593/5,757)	97% (6,182/6,362)	97% (6,910/7,110)	97% (7,283/7,490)	0%	99% (6,525/6,600)
<i>* New performance measures were established in 2014. Implementation of these measures in 2015 a baseline was extrapolated from historical data.</i>									

<i>Other Significant Fire Program Measures</i>									
Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
Number of high-priority acres treated in the WUI	A	733,871	471,866	688,742	714,206	673,250	564,300	-108,950	600,000
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class (WUI & Non-WUI)	A	WUI 231,795 Non-WUI 102,344 Total 334,139	WUI 191,780 Non-WUI 74,139 Total 265,919	WUI 276,020 Non-WUI 78,390 Total 354,410	WUI 219,822 Non-WUI 83,323 Total 303,145	WUI 222,342 Non-WUI 92,214 Total 314,556	WUI 203,500 Non-WUI 79,600 Total 283,100	Total -31,456	WUI 215,000 Non-WUI 83,000 Total 298,000
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 571 Non-WUI 179 Total 750	WUI 1,393 Non-WUI 583 Total 1,931	WUI 1,903 Non-WUI 541 Total 2,444	WUI 1,350 Non-WUI 512 Total 1,862	WUI 1,308 Non-WUI 542 Total 1,850	WUI 1,138 Non-WUI 445 Total 1,583	Total -267	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 23% Non-WUI 10% Total 33%	WUI 41%, Non-WUI 43%, Total 41%	WUI 31%, Non-WUI 9%, Total 40%	WUI 23%, Non-WUI 9%, Total 32%	WUI 26%, Non-WUI 11%, Total 37%	WUI 25%, Non-WUI 10%, Total 35%	Total -2%	TBD
Percentage of all fires not contained in initial attack that exceed a stratified cost index(BUR)	A	9%	9%	10%	15%	9%	8%	-1%	5%

Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
Percent change from the 10-year average in the number of acres burned by unplanned and unwanted wildland fires on Interior lands(BUR)	A	37% (865,740/ 2,321,087)	-36% (-897,056/ 2,467,773)	-75% (-1,672,110/ 2,215,775)	77% (1,529,639/ 1,989,330)	3% (51,000/ 1,984,000)	17% (285,088/ 1,647,745)	+14%	-12% (-264,932/ 2,257,373)
Number of treated acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans(BUR)	A	725,154	368,701	472,009	651,874	628,409	493,000	-135,409	576,000
Percent of treated acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (BUR)	A	99% (725,154/ 733,871)	83% (389,919/ 471,866)	69% (472,009/ 688,742)	91% (651,874/ 714,206)	93% (628,410/ 673,250)	87% (493,000/ 564,300)	-6%	96% (576,000/ 600,000)
Number of acres in WUI treated per million dollars gross investment(BUR)	A	733,871/ \$132.34 M = 5,545	471,866/ \$130.09 M = 3,627	688,742 / \$127.48 M =5,403	714,206 / \$133.96 M = 5,332	673,250 / \$121.00 M = 5,564	564,300 / \$122.00 M = 4,625	-939	TBD
Number of treated burned acres that achieve the desired condition(BUR)	A	902,060	4,549,230	1,762,666	2,135,965	2,109,000	2,246,900	+137,900	TBD
Percent of treated burned acres that have achieved the desired condition (BUR)	A	88% (1,798,822/ 2,053,270)	87% (4,549,230/ 5,249,050)	90% (1,762,666/ 1,878,026)	91% (2,135,965/ 2,351,515)	87% (2,109,000/ 2,424,000)	89% (2,246,900/ 2,520,000)	2%	TBD

Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
Percent of DOI and USDA acres in good condition (defined as condition class 1)	F	UNK	UNK	UNK	TBD	TBD	TBD	TBD	TBD

Target Codes: SP = Strategic Plan Measure, BUR = Fire Program Specific Measure, HPG = High Performance Goal, NA = Long-Term Targets Inappropriate to Determine At This Time, UNK = Prior Data Not Available

Type Codes: C = Cumulative Measure, A = Annual Measure, F = Future Measure

Cohesive Strategy and Wildland Fire Program Matrix

Department of the Interior Wildland Fire Management Crosswalk of the Cohesive Strategy Goals to DOI WFM Subactivities and Programs

Cohesive Strategy Goal	Contributing WFM Subactivity	Description of Contributing Programs
<p>Respond to Wildfire</p>	<p>Preparedness</p>	<p>Prevention and Education - Proactive analysis of wildfire causes and the administrative, engineering, and enforcement actions taken to reduce the number of human-caused wildfires. Limiting the number of human-caused fires reduces the overall number of wildfires requiring a response.</p>
		<p>Fire Management Planning - Fire Management Plans are created to outline fire management strategies to meet resources goals and objectives of the land and resource management plans and to protect values. This analysis and planning process allows fire managers to pre-plan wildfire response and provide the most effective and cost efficient response in a timely manner that meets protection and resource management objectives. This process helps fire managers clearly define in advance those areas that require full protection to safeguard values at risk as well as define areas where managing fires for multiple objectives provides an effective strategic wildfire response that meets land management objectives and the goals of the Cohesive Strategy.</p>
		<p>Readiness - The actions taken to ensure a well-equipped, trained and qualified firefighting organization is in place and prepared to respond to wildfires in a timely, effective, and cost efficient manner. Includes the purchase or lease of firefighting equipment, aircraft, and the hiring, training, and qualification of firefighters, fire line supervisors, fire dispatch personnel, logistical support personnel, and fire managers. In addition, this program provides technical staff such as Predictive Services staff that assists in forecasting fire activity changes across the Nation based on fuels, weather trends, and burning indices trends.</p>
	<p>Suppression</p>	<p>Initial and Extended Attack – Wildfire suppression response emphasizes risk-informed wildfire response that takes aggressive suppression actions when required to protect life, property, and other assets at risk. Strategic wildfire response actions may be taken in areas where risks are reduced and benefits can be derived from managing wildfires to: (1) reduce fuels and future wildfire potential, (2) meet natural and cultural resource management objectives, and/or (3) increase safety by reducing firefighter exposure. Includes the use of government owned equipment and personnel, as well as the mobilization of State and county cooperators, contract personnel, national guard organizations, DOD military personnel, and foreign assistance firefighters.</p>

Department of the Interior Wildland Fire Management Crosswalk of the Cohesive Strategy Goals to DOI WFM Subactivities and Programs

Cohesive Strategy Goal	Contributing WFM Subactivity	Description of Contributing Programs
Respond to Wildfire	Suppression	Fire Severity - The mobilization and pre-positioning of additional firefighting assets in advance of wildfire activity, due to above normal burning conditions or for burning condition outside the normal fire readiness season.
		Emergency Stabilization - This is post-fire response necessary to prevent threats to life and property damage associated with post-fire erosion, flash floods, and debris flows.
	Fire Facilities	Deferred Maintenance and Construction - This program provides the necessary facilities to house firefighters and provide operational centers for wildfire response crews in close proximity to those areas where wildfire activity occurs. This allows timely response to reduce the potential of fires becoming large and expensive.
	Fuels Management	Fuels Treatments – Fuels treatments and activities are designed to improve the integrity and resilience of our forests and rangelands; contribute to community adaptation to fire; and/or improve the ability to safely and appropriately respond to wildfire. Fuels treatments contribute to wildfire response by reducing fuels to change fire behavior characteristics, which may increase wildfire management options.
Fire Adapted Communities	Fuels Management	Mitigation and Education - Educates homeowners and communities about practices that make their homes more fire resistant and fire safe. Promotes a shared responsibility through the creation of defensible space around homes from which firefighters can safely fight wildfires.
		Community Wildfire Protection Plans - Provides assistance to communities to develop Community Wildfire Protection Plans or equivalent plans that make their communities more resistant to and defensible against wildfires. These plans identify treatment actions to reduce wildfire threats and plan important information such as wildfire evacuation routes in advance of wildfires occurring.

		Fuels Treatments - Provides for specific treatment of fuels adjacent to and within communities to reduce wildfire ignitions, spread, and fire intensity.
Department of the Interior Wildland Fire Management Crosswalk of the Cohesive Strategy Goals to DOI WFM Sub activities and Programs		
Cohesive Strategy Goal	Contributing WFM Subactivity	Description of Contributing Programs
Fire Adapted Communities	Joint Fire Science Program (JFSP)	Joint Fire Science Program - Focuses on questions of high priority to fire and fuels managers by conducting roundtables to identify critical issues, and developing science plans to guide integrated research leading to significant deliverables. Research conducted by JFSP has contributed to knowledge in managing fire, fuels and community assistance.
Restore and Maintain Resilient Landscapes	Resilient Landscapes	Landscape Restoration – Resilient Landscape treatments are used to restore ecological health and vigor to areas that have seen an ecological decline due to altered fire regimes, other ecological disturbances, or environmental impacts that have disrupted the ecosystem health. These treatments may change species composition, stocking, levels, and reduce the presence of invasive, non-native species. Restoration activities of these areas often make them more resilient to the impacts of wildfires in the future.
	Burned Area Rehabilitation	Post-fire Rehabilitation - Post-fire rehabilitation activities strive to rehabilitate areas damaged by fire by stabilizing ecosystems and providing the proper conditions for natural re-vegetation and/or providing the necessary re-vegetation resources so that an ecosystem can progress toward recovery before noxious weeds and introduced species become established. Often introduced species are more flammable and may contribute to future wildfire spread and severity. By creating an environment favorable to rehabilitation this program enhances ecosystem health and makes areas more resilient to future wildfires.

Department of the Interior Wildland Fire Management Crosswalk of the Cohesive Strategy Goals to DOI WFM Sub activities and Programs

Cohesive Strategy Goal	Contributing WFM Subactivity	Description of Contributing Programs
<p align="center">Restore and Maintain Resilient Landscapes</p>	<p align="center">Fuels Management</p>	<p>Mitigation and Education – Provides funding and assistance to communities to mitigate the threat and impact of wildfire. Educates homeowners and communities about practices that make their homes more fire resistant and fire safe. Promotes creation of defensible space around homes from which firefighters can safely fight wildfires.</p>
		<p>Community Wildfire Protection Plans - Provides assistance to communities to develop Community Wildfire Protection Plans that make their communities more resistant to and defensible against wildfires. These plans identify treatment actions to reduce wildfire threats and plan important information such as wildfire evacuation routes and emergency shelter locations when a fire occurs.</p>
		<p>Fuels Treatments - Fuels treatments and activities are designed to improve the integrity and resilience of our forests and rangelands; contribute to community adaptation to fire; and/or improve the ability to safely and appropriately respond to wildfire. Fuels treatments adjacent to and within communities are implemented to reduce wildfire spread, fire intensity and damage to communities and their values.</p>

Budget Tables

**Department-Wide Wildland Fire Management
2017 Budgetary Changes at a Glance**

(Dollars in Thousands)

Appropriation: Wildland Fire Management 14X1125	2015 Actual	2016 Enacted	Fixed Costs	Internal Transfers	Program Changes	2017 President's Budget
Preparedness	318,970	323,685	2,186	-	6,913	332,784
<i>Fixed Costs</i>			[+2,186]			
<i>Special Pay - Bakken Region</i>					[+2]	
<i>Rural Fire Readiness</i>					[+2,800]	
<i>Implement Contracted Resource Obligation Solution</i>					[+1,000]	
<i>Alaska Fire Service Utility Cost Increase</i>					[+1,500]	
<i>BIA Vehicles (WCF)</i>					[+1,611]	
Suppression Operations	291,657	291,673	-	-	(15,382)	276,291
<i>2015 FLAME Transfer</i>	63,000	-	-		-	-
<i>Adjustment for change in 10-Year Suppression Average</i>					[-15,382]	
Fire Risk Management	164,000	170,000	810	-	8,279	179,089
Fuels Management	164,000	170,000	810	(21,721)	-	149,089
<i>Fixed Costs</i>			[+810]			
<i>Transfer to New Resilient Landscapes subactivity</i>				[-21,721]		
Resilient Landscapes	[10,000]	[10,000]	-	21,721	8,279	30,000
<i>Increase Projects</i>					[+8,279]	
<i>Transfer from Fuels Management subactivity</i>				[21,721]		
Other Operations	30,152	31,387	-	-	5,073	36,460
Burned Area Rehabilitation (BAR)	18,035	18,970	-	-	1,500	20,470
<i>Enhance Capacity</i>					[+1,500]	
Facilities Construction and Maintenance	6,127	6,427	-	-	3,573	10,000
<i>Address More Projects</i>					[+3,573]	
Joint Fire Science Program	5,990	5,990	-	-	-	5,990
TOTAL, WILDLAND FIRE APPROPRIATION (Without Section 102 Transfers)	867,779	816,745	2,996	-	4,883	824,624
Net Other Transfers	3,802	-	-	-	-	-
TOTAL, WILDLAND FIRE APPROPRIATION (With Transfers)	871,581	816,745	2,996	-	4,883	824,624

Appropriation: FLAME Wildfire Suppression Reserve 14X1127	2015 Actual	2016 Enacted	Fixed Costs	Internal Transfers	Program Changes	2017 President's Budget
Suppression Operations	92,000	177,000	-	-	(177,000)	-
FLAME Transfer to Suppression	(63,000)	-	-	-	-	-
<i>Program Decrease</i>					[-177,000]	
TOTAL, FLAME WILDFIRE SUPPRESSION RESERVE FUND	29,000	177,000	-	-	(177,000)	-
TOTAL, ALL DEPARTMENT WIDE WILDLAND MANAGEMENT (without Cap Adjustment)	900,581	993,745	2,996	-	(172,117)	824,624
Wildland Fire Management Cap Adjustment	-	-	-	-	290,000	290,000
TOTAL, WILDLAND FIRE MANAGEMENT WITH CAP ADJUSTMENT	900,581	993,745	2,996	-	117,883	1,114,624

Summary of Requirements for Wildland Fire Management Program
(Dollars in Thousands)

	2015	2016		Fixed Costs & Related (+/-)	Internal Transfers (+/-)	Program Changes (+/-)		2017		Change from 2016 (+/-)	
	Amount	Total FTE	Amount			FTE	Amount	FTE	Amount	FTE	Amount
Wildland Fire Management											
Preparedness	318,970	2,247	323,685	+2,186	+0	+0	+6,913	2,247	332,784	+0	9,099
Suppression Operations	291,657	359	291,673	+0	+0	+0	(15,382)	359	276,291	+0	(15,382)
FLAME Transfer	63,000	-	-	+0	+0	+0	+0	-	-	+0	-
Fire Risk Management											
Fuels Management	164,000	834	170,000	+810	-21,721	+0	+0	834	149,089	+0	(20,911)
Resilient Landscapes	[10,000]	-	[10,000]	+0	+21,721	+0	+8,279	-	30,000	+0	30,000
Total, Fire Risk Management	164,000	834	170,000	+810	+0	+0	+8,279	834	+179,089	+0	9,089
Other Operations											
Burned Area Rehabilitation	18,035	48	18,970	+0	+0	+0	+1,500	48	20,470	+0	1,500
Facilities Construction and Maintenance	6,127	3	6,427	+0	+0	+0	+3,573	3	10,000	+0	3,573
Joint Fire Science	5,990	2	5,990	+0	+0	+0	+0	2	5,990	+0	-
Total, Other Operations	30,152	53	31,387	+0	+0	+0	+5,073	53	+36,460	+0	5,073
Subtotal, without Transfers	867,779	3,493	816,745	+2,996	+0	+0	4,883	3,493	824,624	+0	7,879
<i>Net Other Transfers</i>	3,802	-	-	-	+0	+0	-	-	-	+0	-
Total Wildland Fire Appropriation	871,581	3,493	816,745	+2,996	+0	+0	4,883	3,493	824,624	+0	7,879
FLAME Wildland Fire Suppression Operations	92,000	-	177,000	+0	+0	+0	(177,000)	-	-	+0	(177,000)
<i>Transfer to Suppression Operations</i>	(63,000)	-	-	+0	+0	+0	-	-	-	+0	-
Total All Department Wide Wildland Fire Management (without Cap Adjustment)	900,581	3,493	993,745	+2,996	-	+0	(172,117)	3,493	824,624	+0	(169,121)
Wildland Fire Management Cap Adjustment	-	-	-	-	-	-	290,000	-	290,000	-	290,000

Wildland Fire Management
Justification of Fixed Costs and Internal Realignments
(Dollars In Thousands)

Fixed Cost Changes and Projections	2016 Total or Change	2016 to 2017 Change
Change in Number of Paid Days This column reflects changes in pay associated with the change in the number of paid days between 2016 and 2017.	+1,542	-3,132
Pay Raise The change reflects the salary impact of the 1.6% programmed pay raise increases as provided in the June 2015, Circular A-11.	+5,069	+6,168
Departmental Working Capital Fund The change reflects expected changes in the charges for centrally billed Department services and other services through the Working Capital Fund. These charges are detailed in the Budget Justification for Department Management.	+96	+15
Worker's Compensation Payments The amounts reflect projected changes in the costs of compensating injured employees and dependents of employees who suffer accidental deaths while on duty. Costs for the BY will reimburse the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.	+0	+0
Unemployment Compensation Payments The amounts reflect projected changes in the costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account, in the Unemployment Trust Fund, pursuant to Public Law 96-499.	+0	+0
Rental Payments The amounts reflect changes in the costs payable to General Services Administration (GSA) and others 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 Department of Homeland Security (DHS). Costs of mandatory office relocations, i.e. relocations in cases where due to external events there is no alternative but to vacate the currently occupied space, are also included.	+0	-55
Baseline Adjustments for O&M Increases In accordance with space maximization efforts across the Federal Government, this adjustment captures the associated increase to baseline operations and maintenance requirements resulting from movement out of GSA or direct-leased (commercial) space and into Bureau-owned space. While the GSA portion of fixed costs will go down as a result of these moves, Bureaus often encounter an increase to baseline O&M costs not otherwise captured in fixed costs. This category of funding properly adjusts the baseline fixed cost amount to maintain steady-state funding for these requirements.	+0	+0

Appropriation: Wildland Fire Management

DEPARTMENT OF THE INTERIOR
DEPARTMENT WIDE PROGRAMS
Appropriation Language Sheet

WILDLAND FIRE MANAGEMENT

(INCLUDING TRANSFERS OF FUNDS)

For necessary expenses for fire preparedness, fire suppression operations, fire science and research, emergency rehabilitation, [hazardous] fuels management activities, *resilient landscapes activities*, and rural fire assistance by the Department of the Interior, [\$816,745,000] \$824,624,000 to remain available until expended, of which not to exceed [\$6,427,000] \$10,000,000 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 of the funds provided \$170,000,000 is for hazardous fuels management activities: *Provided further*, That of the funds provided \$18,970,000 is for burned area rehabilitation:] *Provided further*, That of the funds provided, \$276,291,000 is an amount for wildfire suppression operations to meet the terms of section 251(b)(2) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended, and \$290,000,000 is additional new budget authority for wildfire suppression operations specified for purposes of section 251(b)(2) of such Act: *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 management and resilient landscapes activities, and for training and monitoring associated with such [hazardous] fuels management and resilient landscapes 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 management and resilient landscapes 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 nonprofit 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 heading 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 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. (*Department of the Interior, Environment, and Related Agencies Appropriations Act, 2016.*)

DEPARTMENT OF THE INTERIOR
DEPARTMENT WIDE PROGRAMS
Justification of Proposed Language Changes

Appropriation: Wildland Fire Management (Including Transfers of Funds)

1. Deletion of the following wording:

[hazardous]

The change to the appropriation language removes the word “hazardous” from the program.

2. Add the following wording:

resilient landscapes activities

Resilient landscapes activities wording was added to be consistent throughout the narrative in referring to fuels management and resilient landscapes together. This reflects their grouping under one activity.

3. Addition of the following wording:

[Provided further, That of the funds provided \$170,000,000 is for hazardous fuels reduction activities, of which \$10,000,000 is for resilient landscapes activities: Provided further, That of the funds provided \$18,970,000 is for burned area rehabilitation:]

The language applied to 2016, and does not carry forward in 2017. The proposed change provides more flexibility to the Department in the management of WFM resources.

4. Add the following wording:

Provided further, That of the funds provided, \$276,291,000 is an amount for wildfire suppression operations to meet the terms of section 251(b)(2) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended, and \$290,000,000 is additional new budget authority for wildfire suppression operations specified for purposes of section 251(b)(2) of such Act:

The Budget amends the Balance Budget and Emergency Deficit Control Act to add an adjustment to the discretionary spending limits for wildfire suppression operations. The 2017 budget proposes a new framework for budgeting for wildfire suppression needs in which a portion of the funding need for suppression response is funded within the discretionary spending caps (\$276,291,000) and a portion is funded in a budget cap adjustment (\$290,000,000).

5. Add the following wording:

jointly funded

The change to the appropriation language adds the words “jointly funded” to the program.

**DEPARTMENT OF THE INTERIOR
DEPARTMENT WIDE PROGRAMS
Appropriations Language Citations**

Appropriation: Wildland Fire Management (Including Transfers of Funds)

Appropriations language and citations:

1. For necessary expenses for fire preparedness, suppression operations, fire science and research, emergency rehabilitation, [hazardous] fuels management activities, *resilient landscapes activities*, and rural fire assistance by the Department of the Interior, [\$816,745,000] \$824,624,000 to remain available until expended, of which not to exceed [\$6,427,000] \$10,000,000 shall be for the renovation or construction of fire facilities:

This language provides funding for fire preparedness, suppression operations, fire science and research, emergency rehabilitation, fuels management, resilient landscapes and rural fire assistance. \$10,000,000 is the maximum for the construction and maintenance of fire facilities.

2. *Provided*, That such funds are also available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes:

This language authorizes appropriations to be used to repay treasury accounts and transfers for previous fires and incidents.

3. *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:

This language allows the Department to feed and house firefighters with this appropriation.

4. *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:

This language provides a no-year appropriation authority for funding targeted for firefighting and mitigation efforts.

5. *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 management and resilient landscapes activities, and for training and monitoring associated with such [hazardous] fuels management and resilient landscapes activities, on Federal land, or on adjacent non-Federal land for activities that benefit resources on Federal land:

This language allows the Department to enter into procurement mechanisms (contracts, grants, and/or cooperative agreements) for firefighting, fuels management, resilient landscapes activities and training for the benefit of federally held or adjacent lands.

6. *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:

This language allows the Department to utilize cost-shared cooperative agreements.

7. *Provided further*, That notwithstanding requirements of the Competition in Contracting Act, the Secretary, for purposes of [hazardous] fuels management and resilient landscapes 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 nonprofit 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:

This language indicates the Secretary may utilize contracting arrangements with the Youth Conservation Corp., local/private/non-profit entities, small businesses or any other entity that may hire or train a significant percentage (50%) of the project workforce to complete projects.

8. *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:

This language directs the Department to formulate and distribute guidance in order for field staff to utilize these contracts.

9. *Provided further*, That funds appropriated under this heading 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:

This language allows the Department to use appropriated funds to reimburse the U.S. Fish and Wildlife Service and the National Marine Fisheries Service for consultation services necessary for compliance to the Endangered Species Act.

10. *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:

This language allows the Department the ability to enter into leases with local governments for properties necessary to provide firefighting facilities and to provide payment in advance for any construction activities if necessary.

11. *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:

This language allows the Departments of the Interior and Agriculture to transfer funds up to \$50,000,000 annually between agencies to expedite joint wildland fire management programs or projects.

12. *Provided further*, That funds provided for wildfire suppression shall be available for support of Federal emergency response actions:

This language allows the Departmental wildland fire management personnel and services to be used in support of Federal emergency responses.

13. *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.

This language allows the Department's wildland fire management personnel and services to be used to assist foreign countries with the concurrence of the Secretary of State, in support of forestry, wildland fire management, and related natural resource activities, including technical assistance, education, training and cooperation outside the United States.

Activity: Wildland Fire Preparedness

Preparedness

Activity: Preparedness						
Subactivity: Preparedness						
			2017			Change from 2016 (+/-)
			Fixed Costs & Related Changes	Program Changes (+/-)	Request	
\$000	2015 Actual	2016 Enacted				
Preparedness	318,970	323,685	+2,186	+6,913	332,784	+9,099
FTE	2,247	2,247		+0	2,247	+0

Summary of 2017 Program Changes for Preparedness

Request Component	(\$000)	FTE
• Oil & Gas Special Pay	+2	0
• Rural Fire Readiness	+2,800	0
• Implement Contracted Resource Obligation Solution	+1,000	0
• Alaska Fire Service Utility Cost Increase	+1,500	0
• BIA Vehicles (WCF)	+1,611	0
TOTAL Program Changes	+6,913	0

Justification of 2017 Program Changes

The 2017 budget for the Preparedness program within the WFM program is \$332.8 million with 2,247 FTE. This amount includes \$2.2 million for fixed costs. The request includes five program changes totaling to \$6.9 million.

Oil & Gas Special Pay (+\$2/ 0 FTE) – Additional funding is needed to address increased pay requirements for certain oil and gas related occupations in certain locations. The Department is working with the Office of Personnel Management to establish and implement appropriate pay schedules for these occupations to attract and retain highly qualified employees into these mission critical positions. The increase supports revised pay rates providing for an increase in current locality pay rates to 35 percent for each occupation/location identified in the special pay request. This small request in the WFM budget is necessary to cover the higher pay costs associated with WFM-funded FTE who hold the relevant oil and gas related job series.

Rural Fire Readiness (+\$2,800/ 0 FTE) – This request is to assist local cooperators including Rural Fire Departments (RFDs) and Rural Fire Protection Associations (RFPAs). Funding would improve the safety, capacity and capabilities of rural and volunteer cooperators that protect remote communities and natural resources and play a substantial cooperative role in the suppression of wildland fires within or in the vicinity of DOI lands. This assistance is also anticipated to increase the likelihood of success in mitigating wildfire damage to the Sagebrush Steppe landscape, and is, therefore, one of the recommended action items included in Secretarial Order 3336 on Rangeland Fire Prevention, Management, and

Restoration.

Implement Contracted Resource Obligation System (+\$1,000/ +0 FTE) – In FY 2016 the WFM program began the first phase of identifying solutions for meeting the requirements of the Federal Acquisition Requirements for posting an obligation for the commitment of funds in relation to emergency ground-based acquisitions.

The 2017 request is for the second phase, implementation of the solutions identified in 2016. The goal is to use existing systems which can be interfaced for an elegant solution requiring minimal or transparent work to the existing staff.

Alaska Fire Service (AFS) Utility Cost Increase (+\$1,500/ 0 FTE) – AFS’s utility costs for the facility at Ft. Wainwright in Fairbanks, Alaska, was handled as a part of an offset agreement with the Department of the Defense (DOD) until 2015. Both parties to the agreement will begin paying full costs for services beginning in FY 2016. AFS does not have sufficient Preparedness base funding to take on the expense of its utility bill. To absorb these new costs would erode overall Preparedness capacity.

Bureau of Indian Affairs Vehicles (+\$1,611/ 0 FTE) – A one-time increase of \$1.6 will be used to purchase approximately 12 Helitack and HotShot interagency replacement vehicles for the BIA wildfire program. To improve management of the WFM program’s fleet, the new vehicles will be managed under BLM’s working capital fund. This proposal expands the interagency WCF efficiency that currently exists between BLM, NPS, and FWS wildfire management programs.

Program Overview

The Preparedness program contributes toward the DOI Strategic Plan’s Mission Area #1, Goal #1, and Strategy #3 by managing fire to provide for public and firefighter safety in wildfire response. “*Respond to Wildfires*” is one of three goals identified in the National Cohesive Wildland Fire Management Strategy (Cohesive Strategy). The other two goals are to “*Maintain Resilient Landscapes*” and “*Creating Fire-Adapted Communities*”. The WFM Preparedness program provides the capability to effectively and cost-efficiently respond to wildfires to meet protection objectives, and provide for firefighter and public safety.

The WFM mission includes protecting property and natural and cultural resources from the detrimental effects of wildfires while providing for firefighter and public safety. The WFM program funds Preparedness activities on more than 500 million acres of public lands. The Interior bureaus carry out wildfire response in national parks, wildlife refuges and preserves, Indian reservations and Tribal lands, and on other 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, readiness, and wildfire response programs are implemented by Federal fire crews, or through cooperative protection agreements with other Federal and State agencies, through self-governing Tribes, and through contracts with private firms and vendors. The bureaus enter into cooperative agreements with other Federal agencies as well as State, Tribal, and local governments to leverage

resources and gain efficiency and reduce duplicative efforts. Under these arrangements, protection responsibilities are exchanged and resources are shared. These cooperative agreements help minimize overall protection costs for all parties and build relationships that are essential to development of a cohesive and coordinated response to manage wildfires, which is especially important when fires burn across land ownerships and multiple jurisdictional wildfire response agencies' administrative boundaries.

Wildland fire management activities within the Department are guided by fire management plans. Fire management plans identify the workload associated with responding to wildfires and the values to be protected, and provide the basis for wildland fire Preparedness staffing and equipment. In the planning process, consideration is given to planned contributions from interagency-shared resources, required training, wildfire prevention and detection, as well as land use guidance on appropriate response to wildfires to meet management and protection objectives. Deployment of the Department's wildfire prevention and wildfire response resources are based on these fire management plans, considering current year predicted fire activity, and in coordination with interagency fire cooperators, and State and local wildfire protection authorities.

The WFM program enhances the economic efficiency of managing preparedness resources by pooling DOI's financial resources to provide national-shared fire management resources that are collectively identified through national interagency coordination and collaboration. Such resources include retardant delivering air tankers, retardant bases, lead planes, helicopters, interagency hotshot crews, smokejumpers, large transport planes, and technical predictive services and meteorological support staffs. In addition to the program's permanent, career-seasonal, and temporary firefighting positions, program management resources include permanent and career-seasonal professional staffs that provide leadership, coordination, program planning, dispatch, warehouse, and other support and logistical functions along with technical and administrative support for fire and aviation management activities. Personnel funded from non-Preparedness programs (such as Fuels Management and other WFM programs) also support fire suppression activities and, together with Preparedness employees, comprise the Department's core firefighting resources. In addition to the core firefighting resources, other non-WFM funded employees throughout the Department maintain fire qualifications and support firefighting operations on an as-needed basis.

The BLM, in cooperation with the other Interior wildland fire bureaus, the USFS, and the National Weather Service, hosts the National Interagency Fire Center (NIFC) in Boise, Idaho. The NIFC is not an organization, but is a physical location at which a number of coordinated WFM activities take place. The Interior's wildland fire bureaus' program offices reside at NIFC, along with the National Incident Coordination Center (NICC) and certain operational elements. The NICC is an interagency organization providing long and short-term fire outlook assessments; managing and coordinating national-level firefighting resource mobilization; and tracking and reporting daily wildland fire activity. The NIFC hosts one of 10 national fire caches for supplies and equipment along with the National Incident Radio Cache. Interagency organizations at NIFC coordinate and develop programs and capabilities in support of the WFM program, including communications, remote sensing, wildland fire information technology, and training courses in wildfire suppression and prescribed fire management.

Preparedness program resources include unit-level assets, plus regional and national shared resources such as interagency hotshot crews that are available to fight fires on Federal and non-Federal lands protected under exchange and cooperative agreements. When Federal assistance is requested, these resources may also be used to assist local communities and states on a reimbursable basis. Wildland firefighting resources are mobile and may be moved locally, regionally, or nationally to respond to wildfires. As conditions change during a fire season, or as activity increases in specific locations, mobile firefighting resources are moved to those locations that have the greatest risk and protection needs. Wildfires know no boundaries and frequently involve Federal, State, Tribal and local jurisdictions. Interagency cooperation and coordination are essential to effective and efficient wildfire response.

The movement of wildland firefighting resources is coordinated through the National Multi-Agency Coordination group (NMAC) at the NIFC. The NMAC includes representatives from the five Federal wildland fire firefighting agencies, the National Association of State Foresters, and the U.S. Fire Administration. The NMAC utilizes wildfire activity intelligence information collected from 11 Geographic Area Coordination Centers (GACCs) and their associated Geographic Multi-Agency Coordination Group (GMAC) representatives. The GACCs collect and consolidate intelligence information on local wildfire activity and response details from local wildfire dispatch centers. If firefighting resources are depleted in a particular local or geographic area, then firefighting units may be mobilized from the next closest local or geographic area or other parts of the country to assist and to meet those wildfire management needs. This mobility of wildland firefighting resources reduces costs and maximizes utilization of valuable firefighting assets. During national wildfire Preparedness Levels 4 and 5, the highest levels of wildfire activity, competition for firefighting resources may occur. During these periods the NMAC evaluates risks and protection needs to prioritize and allocate resources across the nation.

Through the use of predictive services, wildfire managers evaluate indicators of burn probability, fire potential, long-term drought, and weather trends to forecast areas that may be subject to increased or severe wildfire activity. When wildfire activity is forecasted to exceed historical norms, wildfire response resources are deployed in advance of fire emergencies. This pre-positioning of wildfire response resources ensures that the Department is ready to efficiently respond when wildfires occur.

The Department is improving methodologies for developing and allocating budgets for Preparedness and Fuels Management. Using existing and continued research in wildland fire risk assessments, the Department aims to quantify risk in order to inform the allocation of funding. This approach for managing the Preparedness and Fuels Management programs relies on a common risk-based framework and methodology. The Interior's wildland fire bureaus continue to provide input and advice and the Department continues to solicit input from affected stakeholders such as Indian Tribes and the USFS. This common approach is called Risk-Based Wildland Fire Management.

The focus is on wildfire risks to community values, natural and cultural resources, and identifying the investments that most effectively reduce that risk. The identification of, and agreement on, the key performance measures that demonstrate the value of investments in Preparedness and Fuels Management programs is essential to our continued success.

Along with Risk-Based Wildland Fire Management, the Department continues to value increased efficiencies within the WFM program. Past efforts have resulted in the reduction of duplicative operations, which provided the opportunity to combine positions and reduce contract costs. The Department continues to search for innovative ways to share services.

Innovations in program delivery include improved management of wildland fire information and technology (IT) projects and data management. The Department and its bureaus have combined with USFS to provide unified interagency oversight for wildland fire management information technology projects, programs, and data sources. This interagency IT coordination allows staff skills and expertise to be shared across multiple projects and results in less duplication in staff and IT systems, leverages shared funding, and results in better coordination of desired business needs across agencies. One example of a project that has benefited from this cross-agency coordination is the Integrated Reporting of Wildland Fire Information (IRWIN) system, which links data from 14 different systems, coordinates 70 data elements to reduce multiple data entry in different systems, and reduces the potential for conflicting data across different systems for the same data element.

At the local level, more wildfire response organizations are moving toward shared fire staffs through Service First authorities or other agreements, reducing duplication of management and administrative support staffs while maintaining appropriate levels of operational response.

2017 Program Performance

Wildfire response resources are critical to the effective management of wildfires to meet protection and natural and cultural resource management objectives. Federal wildfire management agencies emphasize risk-informed wildfire response that takes aggressive suppression actions when required to protect life, property, and other assets at risk. Agencies minimize wildfire response actions in areas where risks are low and benefits can be derived from managing wildfires to reduce fuels and future wildfire potential, to meet natural and cultural resource management objectives, or to increase safety by reducing firefighter exposure. This practice of managing wildfires for multiple objectives allows the use of fire management strategies and tactics to manage risk, meet protection and resource objectives, and reduce overall cost.

Effective response to wildfire requires the proper resources to analyze risks, evaluate potential actions, provide program management and program oversight, and provide operational resources necessary to manage wildfires. In 2017, the Department is requesting \$332.8 million to better maintain Interior's ability to effectively and efficiently respond to wildfires.

Estimated Government Preparedness Resources, 2015 – 2017 ¹				
Firefighting Asset	Resource Type	2015 Actual	2016 Planned	2017 Estimated
<u>Personnel</u>	Fire Personnel	3,997	4,129	4,129
	<i>FTE</i>	2,247	2,247	2,247
	Smokejumpers	145	145	145
	Type 1 Crews	16	16	16
<u>Equipment</u>	Engines	610	610	610
	Other Equipment	109	109	109
<u>Aviation</u>	Water Scoopers	3	3	3
	Single Engine Air Tankers	33	33	33
	Helicopters Type 2	12	12	12
	Helicopters Type 3	34	34	34
	Smokejumper	7	7	7
	ASM/Lead plane	4	4	4
	Air Tactical	10	10	10
	Utility	4	4	4
^{1/} This table is an estimate only. Actual numbers are dependent upon timing and implementation of specific budgetary actions.				

Estimated Tribal Preparedness Resources, 2015 – 2017 ¹

Firefighting Asset	Resource Type	2015 Actual	2016 Planned	2017 Estimated
<u>Personnel</u>	Fire Personnel	387	387	387
	<i>Tribal Staff Equivalent</i>	195	195	195
	Type 1 Crews	4	4	4
<u>Equipment</u>	Engines	107	107	107
	Other Equipment	23	23	23

^{1/} This table is an estimate only. Actual numbers are dependent upon timing and implementation of specific budgetary actions.

Estimated Preparedness Program Costs (\$000) 2015 – 2017

General Cost Category	2015 Actual	2016 Planned	2017 Estimated
Salaries and Benefits	\$ 181,842	\$ 191,031	\$ 203,000
Travel and PCS Move	\$ 6,724	\$ 6,724	\$ 6,700
General Contracts and Agreements	\$ 33,142	\$ 21,878	\$ 22,000
Aviation Contracts and Use	\$ 27,683	\$ 34,298	\$ 34,000
Tribal Contracts and Agreements	\$ 21,936	\$ 31,423	\$ 31,000
Fire Vehicle and Equipment			
Fleet	\$ 14,729	\$ 12,056	\$ 12,000
Supplies and Materials	\$ 22,391	\$ 18,888	\$ 17,000
Other	\$ 8,204	\$ 7,386	\$ 7,084
Total Program Cost	\$ 316,651	\$ 323,685	\$ 332,784

Program Performance Table – Preparedness

Goal #1: Protect America’s Landscapes

Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
<i>Strategy #3: Manage wildland fire for landscape resiliency, strengthen the ability of communities to protect against fire, and provide for public and firefighter safety in wildfire response.</i>									
Percent of wildfires on DOI-managed landscapes where the initial strategy (ies) fully succeeded during the initial response phase. (SP)	A	97% (9,175/9,454)	98% (6,330/6,482)	97% (5,593/5,757)	97% (6,182/6,362)	97% (6,910/7,110)	97% (7,283/7,490)	0%	99% (6,525/6,600)
<i>Note: New performance measures were established in 2014. Implementation of these measures begins in 2015; a baseline was extrapolated from historical data.</i>									
<i>Other Significant Fire Program Measures</i>									
Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR)	A	9%	9%	10%	15%	9%	8%	-1%	5%

Target Codes: SP = Strategic Plan Measure, BUR = Fire Program Specific Measure, HPG = High Performance Goal, NA = Long-Term Targets Inappropriate to Determine At This Time, UNK = Prior Data Not Available

Type Codes: C = Cumulative Measure, A = Annual Measure, F = Future Measure

Activity: Suppression Operations

Suppression Operations

Activity: Suppression Operations						
Subactivity: Suppression						
			2017			Change from 2016 (+/-)
			Fixed Costs & Related Changes	Program Changes (+/-)	Request	
\$000	2015 Actual	2016 Enacted				
Suppression	291,657	291,673	0	-15,382	276,291	-15,382
FTE	359	359	0	0	359	0

Note: 2015 actual amount does not reflect transfer of \$63.0 million from FLAME Fund.

Summary of 2017 Program Changes for Suppression

Request Component	(\$000)	FTE
• Adjust for 10-year average change	-15,382	0
TOTAL Program Changes	-15,382	0

Justification of 2017 Program Changes

The 2017 budget for the Suppression Operations program within the WFM Appropriation is \$276.3 million, a program decrease of \$15.4 million and 0 FTE from the 2016 Enacted budget. This represents 70 percent of the 10-year average of suppression obligations.

The 2017 budget proposes to amend the Balanced Budget and Emergency Deficit Control Act (BBEDCA) of 1985, as amended, to establish a new budget framework for the WFM program. This new framework is designed to provide adequate, stable funding for fire suppression and prevention activities and minimize the adverse impacts of rising suppression costs on the budgets of other fire and non-fire programs. In this proposed new budget framework, a portion of the funding needed for suppression response is funded within the discretionary spending cap and a portion is funded in a budget cap adjustment. The budget includes an additional \$290.0 million as a budget cap adjustment. The request does not increase overall discretionary spending, as it would reduce the available ceiling for the existing disaster relief cap adjustment by an equivalent amount as is provided for wildfire suppression operations.

The Suppression Operations activity within the WFM account will fund 70 percent of the 10-year, inflation-adjusted average of DOI's suppression obligations (\$394.7 million; see table below). The Suppression Operations activity will have sufficient funding to cover the costs for approximately 98 percent of the fires to which the DOI responds in an average season, the initial response and other predictable firefighting costs that make up the majority of fire suppression activities.

The amount requested in the budget cap adjustment equals the difference between the total amount of suppression expenditures projected for the fiscal year, based on the Outyear Forecast developed by the USFS's Southern Research Station, and 70 percent of the 10-year average included in this request within the budget cap. In 2017, the request for the budget cap adjustment is \$290.0 million for the DOI (see

table below). This is intended to fund the most severe, complex, and threatening fires during an average season based on identified triggers, or to become available when regular appropriations will be exhausted.

2017 DOI Suppression Expenditure Forecast and Confidence Interval (CI)

(thousands)

	Median total DOI Expenditures	Lower 90 Percent CI	Upper 90 Percent CI	2017 Request Suppression	2017 Proposed Cap Adjustment
2017	\$430,000	\$293,000	\$566,000	\$276,291	\$290,000

Funds within the budget cap adjustment will only be accessible for wildland fire Suppression Operations if one or more of the following criteria are met and a declaration has been issued by the Secretary of the Interior:

- a fire has required an emergency Federal response based on significant complexity, severity, or threat posed by the fire to human life, property, or resource, or
- the fire covers 1,000 acres or more, or
- the fire is within 10 miles of a major urban area (defined as 50,000 inhabitants or more), or
- the cumulative costs of wildfire suppression operations will exceed all of the amounts previously appropriated within 30 days.

The Department, along with the USFS, has been managing fire suppression funding shortfalls by using transfer authority and borrowing of funds from fire and non-fire accounts. This approach has undermined other important functions, including critical range and forest management and fire risk reduction. Fire borrowing has created a damaging cycle in which balances are transferred from land management, restoration, fire preparedness, fuels management, land acquisition, and construction accounts, as well as other parts of agency budgets, to fund suppression. This borrowing can hinder the ability of the agencies to improve ecosystem health in ways that could reduce fire damage in subsequent years. The proposed amendment to the BBEDCA is intended to eliminate fire borrowing, resulting in improved security and efficiency for the land management agency budgets.

Program Overview

The Suppression Operations activity funds the emergency and unpredictable aspects of the Department’s WFM program. Suppression Operations include a range of actions taken to manage wildfires in a safe, cost-effective manner, while protecting values at risk in a manner consistent with resource objectives and land management plans.

Wildfire response actions range from intensive suppression when wildfires on public lands threaten communities, high value resources, or critical ecosystems, to monitoring wildfires in areas where burning accomplishes resource benefits or where it is too dangerous to place firefighters. Emergency stabilization (ES) of stream banks and soils is undertaken during and immediately following a wildfire to reduce the risk of resource damage caused by floods, landslides, and erosion. Generally, emergency stabilization work is performed in the first year after a wildfire; however, if ES treatments cannot be completed within one year because of adverse weather or other similar factors, bureau directors can authorize treatment

extensions until December 31st of the second year following the fire. Stabilization funds may be used to monitor ES projects for up to three years after fire containment.

Suppression Operations program costs include expenses incurred by fireline, command, and support personnel required above those costs covered by Preparedness. The Suppression Operations activity also funds temporary emergency firefighters, aircraft flight operations and 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 wildfire response activities.

Severity funding, which provides extra preparedness resources in above-normal or extreme environmental 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 wildfire response units, conduct additional aerial reconnaissance, and acquire other supplemental contract services. Severity authorizations are subject to strict controls to ensure expenditures are appropriate and warranted.

SUPPRESSION OBLIGATIONS 2006 – 2015 (Thousands)					
Year	Net Nominal Suppression Obligations	GDP Inflater A/[2009=1.00]	GDP Deflator [2015=1.00]	Adjusted Obligations [2015=1.00]	Rolling 10- Year Avg.
2006	424,058	0.9408	0.8528	497,258	343,607
2007	470,491	0.9643	0.8741	538,262	382,610
2008	392,783	0.9971	0.9038	434,578	410,644
2009	218,418	1.0000	0.9065	240,959	413,296
2010	231,214	1.0141	0.9192	251,529	393,040
2011	318,788	1.0351	0.9383	339,761	391,332
2012	465,832	1.0567	0.9578	486,331	388,378
2013	399,199	1.0730	0.9726	410,435	390,615
2014	326,194	1.0893	0.9874	330,356	388,544
2015	417,545	1.1032	1.0000	417,545	394,701

2017 Program Performance

Although DOI's annual Suppression Operations expenditures fluctuate from year to year, the inflation adjusted 10-year average of Suppression obligations has increased by about 15 percent since 2006. This trend is attributable to a number of factors:

- Climate variability has led to increased drought conditions, vegetation conversion (increased flammability and shorter fire return intervals), on rangelands, insect infestations, earlier mountain snow melt, extended burning seasons, and greater wildfire severity.
- Persistent drought and accumulation of flammable fuels in many ecosystems has contributed to an increase in the number, size, and severity of large wildfires.
- Increased risk levels resulting from population growth and home construction in the Wildland Urban Interface and the Intermix.¹ This rapid growth into wildland areas complicates landscape protection needs and creates additional sources of ignition.

¹2009 Quadrennial Fire Review

To address these factors and others, the Federal fire management agencies are pursuing, implementing and refining strategies and practices aimed at addressing these issues and containing firefighting costs. Ongoing efforts at cost containment, the use of risk-based management strategies, including the management of wildfires for multiple objectives in appropriate areas, are contributing to cost efficiencies in wildfire response.

The Department continues to emphasize the use of a risk-based strategy to allow wildfires to be managed for multiple objectives. A single wildfire may be simultaneously suppressed in one spot and allowed to burn for resource benefit, including fuel load reduction, in another, without contradicting policy. These operations balance the allocation of suppression funding with the risk a wildfire poses to the public or to natural or cultural resources. Tactics can range from aggressive suppression to monitoring low-risk wildfires managed for multiple objectives. The Department is making a concerted effort to allow fire to return to the landscape where fire will improve the health of the land and when risks to safety and communities make it appropriate to do so.

The Department is continuing to work closely with the USFS 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, and developing metrics and accountability measures to evaluate managerial cost effectiveness.

Use of Cost and Performance Information in the Suppression Program

- The Department’s fire managers continue to prioritize the allocation of funding for initial response capability, a critical step in keeping new fire starts from becoming fires of significance.
- For the Federal wildland fire management agencies, the response to wildfire is based on ecological, social, and legal consequences of the fire. The circumstances under which a fire occurs, the likely consequences on firefighter and public safety, and the natural, cultural and other values to be protected dictate the appropriate response to fire. The cost effective delivery for each response is executed without compromising safety and in consideration for the values to be protected. Rationale for expenditures on each wildfire are documented in the Wildland Fire Decision Support System (WFDSS), a web-based tool mandated to be used for all Federal fires that escape initial attack, exceed initial response or are being managed for multiple objectives. WFDSS allows managers to make informed decisions about incident management considering safety, complexity, risk, economics, and guidance in approved land and resource plans. The DOI agencies, state/regional directors and bureau directors must approve incident expenditures as they reach key thresholds documented in WFDSS.
- Interagency fire management policy stipulates that Incident Business Advisors must be assigned to any fire with costs of \$5 million or more. Reviews focused on strategic decisions and financial aspects are conducted on a representative sample of incidents, particularly when DOI expenditures exceed \$10 million. In 2015, an analysis of fire cost reviews was completed that validated the importance of reviewing selected wildland fires and sharing the findings within the fire community. In 2015 the Government Accountability Office report (GAO 15-772) also supported development of specific criteria for selecting wildland fires for review and conducting reviews.
- The Integrated Reporting of Wildland-Fire Information (IRWIN) project is providing “end-to-end” fire reporting capability that streamlines incident business processes and improves the quality of data collected for reporting on incidents and events. IRWIN makes review and analysis of fire suppression incidents and programmatic evaluation of the Suppression Operations activity less cumbersome and more reliable. 2017 will include continued system interface and field deployment of IRWIN.

Goal #1: Protect America's Landscapes

Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
<i>Strategy #3: Manage wildland fire for landscape resiliency, strengthen the ability of communities to protect against fire, and provide for public and firefighter safety in wildfire response.</i>									
Percent of DOI-managed landscape areas that are in a desired condition as a result of fire management objectives. (SP)	A	36.1% (161,820,333/ 447,806,489)	35.7% (160,066,449/ 447,806,489)	36.0% (161,237,140/ 447,806,489)	36.2% (161,982,762/ 447,806,489)	35.9% (160,912,775/ 447,806,489)	36.1% (161,562,350/ 447,806,489)	+0.2%	38.3% (171,310,000/ 447,806,489)
Percent of wildfires on DOI-managed landscapes where the initial strategy (ies) fully succeeded during the initial response phase. (SP)	A	97% (9,175/9,454)	98% (6,330/6,482)	97% (5,593/5,757)	97% (6,182/6,362)	97% (6,910/7,110)	97% (7,283/7,490)	0%	99% (6,525/6,600)
<i>Note: New performance measures were established in 2014. Implementation of these measures begins in 2015; a baseline was extrapolated from historical data.</i>									
<i>Other Significant Fire Program Measures</i>									
Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
Percentage of all fires not contained in initial attack that exceed a stratified cost index (BUR)	A	9%	9%	10%	15%	9%	8%	-1%	5%
Percent change from the 10-year average in the number of acres burned by unplanned and unwanted wildland fires on Interior lands (BUR)	A	37% (865,740/ 2,321,087)	-36% (-897,056/ 2,467,773)	-75% (-1,672,110/ 2,215,775)	77% (1,529,639/ 1,989,330)	3% (51,000/ 1,984,000)	17% (285,088/ 1,647,745)	+14%	-12% (-264,932/ 2,257,373)

Target Codes: SP = Strategic Plan Measure, BUR = Fire Program Specific Measure, HPG = High Performance Goal, NA = Long-Term Targets Inappropriate to Determine At This Time, UNK = Prior Data Not Available **Type Codes:** C = Cumulative Measure, A = Annual Measure, F = Future Measure

Activity: Fire Risk Management

Fire Risk Management

Activity: Fire Risk Management						
			2017			Change from 2016 (+/-)
			Fixed Costs & Related Changes	Program Changes (+/-)	Request	
\$000	2015 Actual	2016 Enacted				
Fire Risk Management	164,000	170,000	+810	+8,279	179,089	+9,089
FTE	834	834		+0	834	0

Establish Activity: Fire Risk Management

2017 Program Changes

The 2017 request adds a new activity named Fire Risk Management which includes the programs Fuels Management and Resilient Landscapes. The Fuels Management program was previously included in the Other Operations activity.

The Fire Risk Management program request is \$179.1 million and 834 FTE, including an increase of \$0.8 million for fixed costs and \$8.3 for Resilient Landscapes.

The 2017 request includes a total of \$30 million and 0 FTE in the new Resilient Landscapes subactivity within the Fire Risk Management activity, to build on resilient landscape activities supported by Congress in 2015 and 2016. In each of 2015 and 2016, Congress provided \$10 million for Resilient Landscapes projects within the Fuels Management program. This request is to establish the Resilient Landscapes program to strengthen the Fire Risk Management program's ability to contribute to the Cohesive Strategy goal of restoring and maintaining landscapes that are resilient to damaging impacts of wildfires. The WFM program recognizes the importance of integrating fire as a critical natural process in land and resource management plans and activities, managing wildfire across landownership boundaries, and applying the best available science.

The Fuels Management and Resilient Landscapes subactivities are described in greater detail in their respective chapters in this document.

Subactivity: Fuels Management

Fuels Management

Activity: Fire Risk Management						
Subactivity: Fuels Management						
			2017			Change from 2016 (+/-)
			2015 Actual	2016 Enacted	Fixed Costs & Related Changes	
\$000						
Fuels Management	164,000	170,000	+810	-21,721	149,089	-20,911
Transfer to Resilient Landscapes	[10,000]	[10,000]		[-21,721]		
FTE	834	834		+0	834	0

Summary of 2017 Program Changes/Internal Transfers for Fuels Management

Request Component	(\$000)	FTE
• Transfer to Resilient Landscapes subactivity	-21,721	0
TOTAL Program Changes	-21,721	0

Justification of 2017 Program Changes

The 2017 request adds a new activity named Fire Risk Management which includes the programs Fuels Management and Resilient Landscapes. The Fuels Management program request is \$149.1 million, including an increase of \$0.8 million for fixed costs and 834 FTE. Within the request, \$10.0 million will be directed to support the Tribal resource management landscape restoration, which will fund projects aimed at fulfilling trust responsibilities on reserved treaty rights lands. The risk management of fuels using prescribed fire, mechanical treatments, and other means is a fundamental component of the overall WFM program. The Fuels Management program plays a critical role in modifying wildfire intensity to reducing wildfire risk to make our communities, landscapes, and watersheds more resilient to the potential damaging effects of wildfires and other natural disasters. Changing climate, invasive and highly flammable plant species, drought and fuel accumulation continue to influence the extent, severity and resistance to control of wildfires.

The request includes an internal transfer of -\$21.7 million, of which \$10 million was provided for resilient landscapes activities in 2016, to establish the Resilient Landscapes subactivity within the Fire Risk Management activity. The resilient landscapes activities, which began in 2015, have been very successful and embraced by communities, tribes and local partners. Establishing a stand-alone program will assist the Department and the WFM bureaus in funds obligation and evaluations of program performance. The Resilient Landscapes program is described in the next chapter.

Program Overview

Wildfire has a key role in shaping ecosystems and serves as a positive, neutral or negative change agent. These impacts and changes can be long lasting. The active and collaborative management of fuels across the national landscape is a crucial component of wildland fire management. The Fuels Management program improves the integrity and resilience of our forest and rangelands; contributes to community adaptation to fire; improves the ability to safely and appropriately respond to wildfire; and allows wildfires to be managed for multiple objectives across the landscape. The program supports activities designed to provide many benefits to society, including releasing lower amounts of greenhouse gases than wildfire and promoting clean water, scenic and recreational values, wood products, and biodiversity.

Accumulations of vegetation, combined with sustained drought, increase in insect infestation and invasive plants, and a changing climate contribute to increased wildfire intensity, spread, and resistance to control throughout many parts of the nation. Fuels management strategically lowers wildfire risk and the effects by actively managing vegetative conditions before wildfires occur. When treatments and wildfire collide the wildfire can be used in its natural role across the landscape.

The management of wildfires is complicated by the growth of communities adjacent to or within public lands, placing homes and other structures closer to areas where large wildland fires may occur. Decades of effective initial attack and wildfire suppression have led to an increased fuel accumulation in many ecosystems, and some landscapes are unlikely to recover from a wildfire, even in areas where the ecosystem is fire tolerant or fire dependent. Fuels treatments do not eliminate all risks; instead, treatments lower the risk posed by wildfire on our landscapes. Treatments provide safer conditions and increased strategic options for firefighters.

The Fuels Management program uses a risk-based approach that focuses on three strategic issues:

- the nature and extent of the fuels problem in terms of risk of wildfire to key values, including the Wildland Urban Interface (WUI);
- determination of treatment and funding priorities based on those risks; and
- measurement of accomplishment and program success in terms of reduction of those risks.

The Fuels Management program continues to promote the three goals of the National Cohesive Wildland Fire Management Strategy. The Fuels Management program goals are to:

- manage fuels to reduce spread, intensity and/or severity of wildfire in order to mitigate the wildfire risk to national highly valued resources and assets;
- restore and maintain resilience of natural systems to wildfire by reducing uncharacteristically high fuel loads, so that when wildfire occurs, or is managed for multiple objectives, ecological impacts are positive or neutral;
- provide strategic opportunities to increase our capability to manage wildfire for resource benefits;
- support citizen-driven efforts to create and maintain fire adapted communities;
- mitigate wildfire emissions impacts when landscape level fuels treatments exist.

The Fuels Management program removes or modifies vegetation to restore and maintain healthy, resilient landscapes; reduces wildfire risks to communities and other values by reducing the risk of severe and potentially dangerous wildfire behavior; lessens post-wildfire damage; reduces smoke and emissions of wildfire; and limits the spread and proliferation of invasive species and detrimental pathogens. The Fuels Management program collaborates with other programs within the DOI bureaus to implement projects and treatments that remove or modify vegetation to benefit wildlife habitat, timber production, and, or ecological integrity.

The Fuels Management program employs a trained, specialized workforce to conduct fuels inventories and assessments, ensure regulatory compliance, prepare sites for treatment, implement treatments, and monitor and evaluate completed treatments. The program emphasizes coordination, cooperation, and collaboration among Federal agencies, State, local, and Tribal governments, and interest groups. Fire adapted community assistance activities support all of the efforts listed.

Within the WFM program, data products such as LANDFIRE (Landscape Fire and Resource Management Planning Tools) support the Fuels Management program activities by producing consistent national landscape vegetation and inventory data. LANDFIRE data is an important part of national and regional level strategic planning, ecological analysis, and decision support efforts.

Funding provided for Tribal resource management landscape restoration will focus fuels efforts on reserved treaty right lands. Treaties recognize and establish a unique set of rights, benefits, and conditions for Tribes who agree to cede millions of acres of their lands to the United States and accept its protection. Like other treaty obligations of the United States, Indian treaties are considered to be “the supreme law of the land,” and are the foundation upon which Federal Indian law and Federal Indian trust relationships are based.

Within the treaty-making process, Tribes retained reserved rights to hunt, fish and gather on usual and accustomed grounds, and in some cases have co-management responsibilities with Federal agencies. For many Tribes, the reserved rights areas fall under the management of other Federal agencies. These Federal agencies may not share the Tribes’ priorities for fuels management or may not have the funds to manage acres commensurate with Tribal goals and objectives for protection of both Tribal trust and reserved rights lands. Consequently, it is essential that Tribes have the ability to participate in collaborative projects to improve the management of these lands. The Department will continue to direct \$10.0 million of Fuels Management funds to Tribes for this purpose, separate from the allocation of Fuels Management funds to the BIA.

Areas with Fuels Treatments Show the Greatest Resilience in the Rough Fire

The Rough Fire started by lightning on July 31, 2015 in the southern Sierra Nevada Mountains. The Rough Fire was the second largest fire recorded in Sierra Nevada history. Although the National Park Service lands in the area were experiencing the fourth year of drought, bark beetle infestation, and the likely effects of climate change, the landscape proved resilient as a result of previous fuels management treatments. The 151,623 acres affected showed a wide range of effects, some negative such as watershed damage and others positive. The areas with fuels treatments provided opportunities for fire control efforts, protected groves of ancient trees, and showed the greatest resilience such as decreased fire severity and reduced mortality of large trees.

Previous treatments' impact on Rough Fire activity (Figure 1):

- The 2005 Grant West fuel treatment, a prescribed fire, provided a solid anchor point for control operation along Highway 180 at the NPS boundary.
- The 2014 North Boundary fuel treatment above Highway 180 effectively eliminated the need for fire line resources to control the fire along the newly constructed hand line.
- The majority of the eastern perimeter of the Rough Fire was controlled by three previous wildfires managed for multiple objectives, including resource benefit.
- Nearly 34 percent or 68 miles of the fire perimeter did not require fire lines to be constructed due to previous NPS fuels treatments and interagency managed wildfires.

Fuels treatments lessons learned:

1. To reduce wildfire risk over a broad landscape, a sustained investment over a longer period of time, such as 20 to 40 years, is required.
2. Fuels treatments need to be landscape in scale to modify large fire behavior and growth.
3. Landscape fuels treatments are most effective when planned and completed in a collaborative way with partners.
4. Mechanical fuels treatments, prescribed burns and wildfire managed for multiple objectives all play a role in protecting highly valued resources. Using a variety of management tools assists in making wildfire management efforts more efficient.

Rough Fire – Area of Backfiring – September 12, 2015

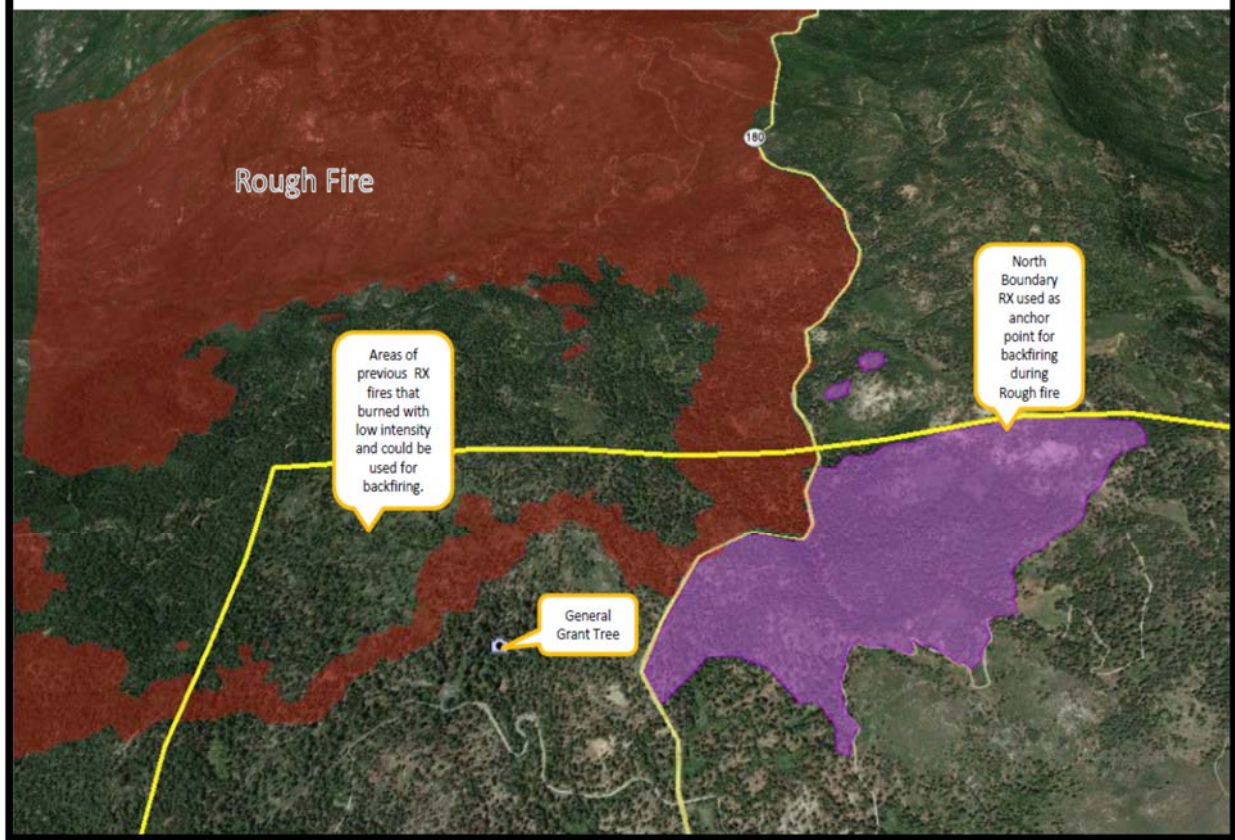


Figure 1 – Rough Fire Map, National Park Service, September 12, 2015

	DOI Fuels Spending And Performance	2008 Actual	2009 Actual /4	2010 Actual /4	2011 Actual	2012 Actual /5	2013 Actual	2014 Actual	2015 Actual	2016 Planned /6	2017 Estimated
WUI	Funding (\$000) /1	\$ 148,452	\$ 139,643	\$ 128,006	\$ 164,983	\$ 164,719	\$ 123,917	\$ 127,483	\$ 133,959	\$ 121,000	\$ 122,000
	Acres Treated	614,319	758,638	696,523	705,274	733,871	471,866	688,742	714,206	673,250	564,300
	Efficiency (Acres/\$M)	4,138	5,433	5,441	4,275	4,455	3,808	5,403	5,332	5,564	4,625
	Cost per Acre	\$ 242	\$ 184	\$ 184	\$ 234	\$ 224	\$ 263	\$ 185	\$ 188	\$ 180	\$ 216
	Acres Improved /2	166,491	173,859	174,347	169,032	231,795	191,780	276,020	219,822	222,342	203,500
	Acres Improved/\$M Just WUI dollars	1,122	1,245	1,362	1,025	1,407	1,548	2,165	1,641	1,838	1,668
	Acres Improved/Total WUI Acres	27%	23%	25%	24%	32%	41%	40%	31%	33%	36%
	% WUI \$	67%	65%	61%	90%	90%	90%	87%	82%	76%	82%
% WUI Acres	49%	51%	54%	71%	73%	73%	77%	76%	79%	70%	
Non-WUI	Funding (\$000) /1	\$ 74,730	\$ 75,806	\$ 80,475	\$ 18,331	\$ 18,302	\$ 13,768	\$ 19,135	\$ 28,862	\$ 39,000	\$ 27,089
	Acres Treated	645,716	742,216	583,297	284,892	266,108	171,318	207,599	227,107	177,000	244,000
	Efficiency (Acres/\$M)	8,641	9,791	7,248	15,542	14,532	12,443	10,849	7,869	4,538	9,007
	Cost per Acre	\$ 116	\$ 102	\$ 138	\$ 64	\$ 69	\$ 80	\$ 92	\$ 127	\$ 220	\$ 111
	Acres Improved /2	231,968	194,861	141,606	65,582	102,344	74,139	78,390	83,323	92,214	79,600
	Acres Improved/\$M Just Non-WUI dollars	3,104	2,571	1,760	3,578	5,592	5,385	4,097	2,887	2,364	2,938
	Acres Improved/Total Non-WUI Acres	36%	26%	24%	23%	38%	43%	38%	37%	52%	33%
All Fuels /3	Funding (\$000) /1	\$ 223,182	\$ 215,449	\$ 208,481	\$ 183,314	\$ 183,021	\$ 137,685	\$ 146,618	\$ 162,821	\$ 160,000	\$ 149,089
	Acres Treated	1,260,035	1,500,854	1,279,820	990,166	999,979	643,184	896,341	941,313	850,250	808,300
	Efficiency (Acres/\$M)	5,646	6,966	6,139	5,401	5,464	4,671	6,113	5,781	5,314	5,422
	Cost per Acre	\$ 177	\$ 144	\$ 163	\$ 185	\$ 183	\$ 214	\$ 164	\$ 173	\$ 188	\$ 184
	Acres Improved /2	398,459	368,720	315,953	234,614	334,139	265,919	354,410	303,145	314,556	283,100
	Acres Improved/\$M Both WUI and Non-WUI dollars	1,785	1,711	1,516	1,280	1,826	1,931	2,417	1,862	1,966	1,899
	Acres Improved/Total Acres	32%	25%	25%	24%	33%	41%	40%	32%	37%	35%

/1 FY 2008 - 2015 Figures are Actuals; FY 2016 is Planned and FY 2017 is Estimate.

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

/3 Fuels Funding only. Landscape restoration (non-National Fire Plan) accomplishments not included.

/4 Includes \$10 million in Supplemental Fuels funding reprogrammed from Burned Area Rehabilitation (242,225 acres).

/5 FY 2012 and 2013 Funds were directed to the WUI (90%) and area immediately adjacent to the non-WUI (10%).

/6 FY 2016 figures are based off of the preliminary program of work. Funding and accomplishments are included in estimates in 2016 and 2017

2017 Program Performance

Emphasis will continue to be focused towards mitigating the risk of wildfire to communities and national highly valued resource and assets. The Department is responsible for managing and protecting important resources and assets that are at the highest risk from damaging wildfire and provide an environment where wildland fire can be managed safely and effectively to create or maintain healthy landscapes that preserve our nation's economy while providing treasured landscapes for the American public to experience and enjoy.

Program Performance Table

Goal #1: Protect America's Landscapes

Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
<i>Strategy #3: Manage wildland fire for landscape resiliency, strengthen the ability of communities to protect against fire, and provide for public and firefighter safety in wildfire response.</i>									
Percent of DOI-managed treatments that reduce risk to communities that have a wildland fire mitigation plan. (SP)	A	93.9% (2,736/ 2,914)	75.6% (1,597/ 2,113)	68.47% (1,655/ 2,417)	88.6% (1,979/ 2,234)	89.3% (2,090/ 2,340)	88.9% (2,005/ 2,255)	-.4%	95.8% (2875/ 3000)
<i>Note: New performance measures were established in 2014. Implementation of these measures begins in 2015; a baseline was extrapolated from historical data.</i>									

<i>Other Significant Fire Program Measures</i>									
Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
Number of high-priority acres treated in the WUI	A	733,871	471,866	688,742	714,206	673,250	564,300	-108,950	600,000
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class (WUI & Non-WUI)	A	WUI 231,795	WUI 191,780	WUI 276,020	WUI 219,822	WUI 222,342	WUI 203,500		WUI 215,000
		Non-WUI 102,344	Non-WUI 74,139	Non-WUI 78,390	Non-WUI 83,323	Non-WUI 92,214	Non-WUI 79,600	Total -31,456	Non-WUI 83,000
		Total 334,139	Total 265,919	Total 354,410	Total 303,145	Total 314,556	Total 283,100		Total 298,000
Number of acres in fire regimes 1, 2, or 3 moved to a better condition class per million dollars of gross investment (WUI & non-WUI)	A	WUI 571	WUI 1,393	WUI 1,903	WUI 1,350	WUI 1,308	WUI 1,138		TBD
		Non-WUI 179	Non-WUI 583	Non-WUI 541	Non-WUI 512	Non-WUI 542	Non-WUI 445	Total -267	
		Total 750	Total 1,931	Total 2,444	Total 1,862	Total 1,850	Total 1,583		
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 23%	WUI 41%,	WUI 31%,	WUI 23%,	WUI 26%,	WUI 25%,		TBD
		Non-WUI 10%	Non-WUI 43%,	Non-WUI 9%,	Non-WUI 9%,	Non-WUI 11%,	Non-WUI 10%,	Total -2%	
		Total 33%	Total 41%	Total 40%	Total 32%	Total 37%	Total 35%		

Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
Number of treated acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (BUR)	A	725,154	368,701	472,009	651,874	628,409	493,000	-135,409	576,000
Percent of treated acres that are identified in Community Wildfire Protection Plans or other applicable collaboratively developed plans (BUR)	A	99%	83%	69%	91%	93%	87%	-6%	96%
		(725,154/ 733,871)	(389,919/ 471,866)	(472,009/ 688,742)	(651,874/ 714,206)	(628,409/ 673,250)	(493,000/ 564,300)		(576,000/ 600,000)
Number of acres in WUI treated per million dollars gross investment (BUR)	A	733,871/ \$132.34 M = 5,545	471,866/ \$130.09 M = 3,627	688,742 / \$127.48 M =5,403	714,206 / \$133.96 M = 5,332	673,250 / \$121.00 M = 5,564	564,300 / \$122.00 M = 4,625	-939	TBD

Target Codes: SP = Strategic Plan Measure, BUR = Fire Program Specific Measure, HPG = High Performance Goal, NA = Long-Term Targets Inappropriate to Determine At This Time, UNK = Prior Data Not Available

Type Codes: C = Cumulative Measure, A = Annual Measure, F = Future Measure

Subactivity: Resilient Landscapes

Resilient Landscapes

Activity: Fire Risk Management						
Subactivity: Resilient Landscapes						
\$000	2015 Actual	2016 Enacted	2017			Change from 2016 (+/-)
			Fixed Costs & Related Changes	Program Changes (+/-)	Request	
Resilient Landscapes	0	0	+0	+30,000	30,000	+30,000
Increase projects				[+8,279]		
Internal Transfer from Fuels Management				[+21,721]		
FTE	0	0		+0	0	0

Summary of 2017 Program Changes/Internal Transfers for Resilient Landscapes

Request Component	(\$000)	FTE
<ul style="list-style-type: none"> • Increase projects • Internal Transfer from Fuels Management 	+8,279	0
TOTAL Program Changes	+30,000	0

Justification of 2017 Program Changes

The 2017 request includes \$30 million and 0 FTE for Resilient Landscapes within the Department's Fire Risk Management activity. In each of 2015 and 2016 Congress provided \$10 million for Resilient Landscapes projects within the Fuels Management program. This request is to establish the Resilient Landscapes program by strengthening the Fire Risk Management program's ability to implement the Cohesive Strategy goal of restoring and maintaining fire-resilient landscapes. The WFM program recognizes the importance of integrating wildland fire as a critical natural process in land and resource management plans and activities, managing wildfire across landownership boundaries, and applying the best available science. The cross-cutting benefits of treating fire-adapted ecosystems for land health objectives will provide the opportunity to target specific landscapes, enhance the integration of fire and other land management programs reinforcing the shared goals of restoration and ecological health. A stand-alone Resilient Landscapes program will assist the Department and the WFM bureaus in project funding obligation and evaluation of program performance.

Program Overview

The objective of the Resilient Landscapes program is to help create landscapes that are resilient to wildfire. Focusing treatments on wildland-urban interface and critical infrastructure alone will not lower the occurrence of high severity wildfires that threaten key national highly valued resources and assets. The 2014 Quadrennial Fire Review highlights the national desire to avoid damaging ‘mega fires’ and related impacts on population, infrastructures and other values. The Department continues to address this issue in 2017 by proactively using a collaboratively driven risk-based Resilient Landscapes approach that complements the existing Fuels Management program.

The Resilient Landscape program is a project-focused initiative, supported by the WFM program and bureaus’ natural resource management programs. The Resilient Landscape program seeks to improve and maintain resiliency despite changing climatic or ecological conditions. While funding is part of the WFM program, the Resilient Landscapes program is coordinated with and supported by bureau resource management programs and funding.

The Resilient Landscape program’s objective is to improve and maintain landscape resiliency so that changing climate or ecological conditions have less negative impact. The Resilient Landscapes program is coordinated with and supported by bureau resource management programs and funding. Funding provided to Resilient Landscapes is leveraged through collaboratives that are comprised of Federal, Tribal, State, non-governmental organization (NGO), and other partners.

The program focus is on addressing broad land-health outcomes in fire-adapted and fire dependent ecosystems. Activities are designed to contribute toward long-term, landscape-scale objectives. Resilient Landscapes funds treatments that improve the integrity and resilience of forests and rangelands by restoring natural vegetation landscapes to a specific condition. Other objectives and benefits include watershed protection, endangered species recovery, wildlife habitat restoration, recreation and public safety, cultural resource protection and resource use. Treatments are strategically placed within priority landscapes where ecosystem structure and function is at elevated wildfire risk. Priority landscapes are determined based on an interdisciplinary assessment of where critical resource values are at high risk from wildfire, and where the benefits of achieving a more biologically and ecologically resilient condition is sustainable in the long-term.

The 2017 request incorporates lessons learned from the pilot funding provided in 2015 and 2016. While fuels treatments and Resilient Landscapes activities are complementary and synergistic, they also have distinct differences, including a leveraged funding requirement for resilient landscapes. The Fire Risk Management activity include working within bureaus’ natural resource programs for planning, implementation, and monitoring of treatments funded through the Resilient Landscapes program. The WFM program in coordination with the bureau natural resource programs further refine criteria for achieving landscape resiliency outcomes by completing assessments for prioritizing landscapes, coordinating activities in priority landscapes, basing decisions on outcomes that achieve landscape resilience.

2016 Program Performance

Resilient Landscape projects are inherently multi-year efforts. Initial performance measures developed during 2015 and 2016 will be refined and solidified during 2017.

Projects funded in 2015 and 2016 provide numerous examples of increased ecosystem resilience and reduced wildfire risk. Most of these projects have multiple outcomes that are specific to local and regional collaborative objectives (e.g., endangered species recovery, watershed protection, wildlife habitat, recreation and public safety, resource use). Leveraging our funding with our partners allows additional accomplishment to help reduce wildfire risk at a larger scale.

Resilient Landscape funding priorities are grounded in an integrated, risk-based system. The specific criteria and performance measures for Resilient Landscapes continue to be developed.

Program Performance Table

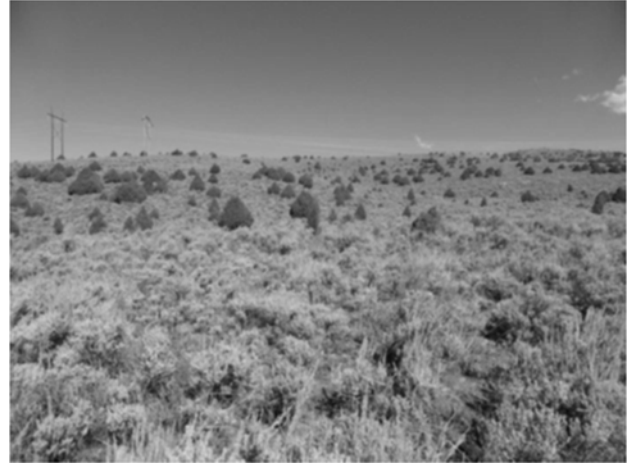
Developing meaningful performance measures will continue in 2017 and will be provided in future budget requests.

Southern Utah Restores the Sagebrush Landscape

The goal of the Southern Utah Resilient Landscape Collaborative, one of the partnerships funded through the Resilient Landscapes program, is to conserve, maintain, and restore resilient sagebrush communities. The Collaborative is strengthening the Wildland Fire Management program's ability to restore and maintain resilient landscapes across all jurisdictions in an "all hands/all lands" approach using an integrated, place-based approach of partnerships among programs, activities, and organizations.

The Utah Department of Natural Resources received funding via the Utah Watershed Restoration Initiative (WRI) assistance agreement. Project and treatment service contracts were issued by the State of Utah. Contract work has been combined with other treatments to achieve lower cost per acre and streamlined implementation. Mechanical thinning projects are occurring at Parker Mountain, Hamlin Valley Yellow Jacket and Panguitch/South Canyon. Aerial seeding was completed on 8,430 acres.

The Resilient Landscape funds are being leveraged with other funds including WFM-Fuels Management funds, BLM Wildlife Management funds, and BLM Healthy Lands funds along with over a million dollars from partners in the Utah WRI for a total of 37,024 acres in treatments and over 53,000 acres in monitoring. These additional funds more than doubled the 2015 Resilient Landscape investment. This infusion of funds allowed the Southern Utah Resilient Landscape Collaborative to commit funding to highly ranked priority projects in the Utah WRI.



Juniper encroachment in sagebrush landscape



Restored sagebrush landscape

Photos: South Beaver - Dog Valley Treatment that connects Panguitch and Bald Hills PACs near Beaver, Utah

The following partners have contributed towards the Southern Utah Resilient Landscape Collaborative: Utah Department of Natural Resources, Utah Division of Forestry, Fire and State Lands, Utah Division of Wildlife Resources (UDWR) Habitat Council, UDWR Internal Conservation Permit-Deer and Pronghorn, Utah School and Institutional Trust Lands, Mule Deer Foundation, Rocky Mountain Elk Foundation, Sportsmen for Fish & Wildlife, Utah Bowman's Association, Safari Club International, Natural Resource Conservation Service, U.S. Fish and Wildlife Service, and Utah State University.

Activity: Other Operations

Other Operations

Activity: Other Operations						
			2017			Change from 2016 (+/-)
			Fixed Costs & Related Changes	Program Changes (+/-)	Request	
\$000	2015 Actual	2016 Enacted				
Other Operations	30,152	31,387	+0	+5,073	36,460	+5,073
FTE	53	53		+0	53	0

Activity: Other Operations

2017 Program Changes

The 2017 request in Other Operations includes Burned Area Rehabilitation; Facilities Construction and Maintenance; and Joint Fire Science programs. The Fuels Management program is now included under the Fire Risk Management activity.

The Burned Area Rehabilitation, Facilities Construction and Maintenance, and Joint Fire Science subactivities are described in greater detail in their respective chapters in this document.

Subactivity: Burned Area Rehabilitation

Burned Area Rehabilitation

Activity: Other Operations						
Subactivity: Burned Area Rehabilitation (BAR)						
\$000	2015 Actual	2016 Enacted	2017			Change from 2016 (+/-)
			Fixed Costs & Related Changes	Program Changes (+/-)	Request	
Burned Area Rehabilitation	18,035	18,970	0	+1,500	20,470	+1,500
FTE	48	48	0	0	48	0

Note: FTE within the Burned Area Rehabilitation program are not base funded and vary from year to year based on the number of projects, use of contractors versus agency crews, and other variable factors.

Summary of 2017 Program Changes for Burned Area Rehabilitation

Request Component	(\$000)	FTE
• Increase Projects	+1,500	0
TOTAL Program Changes	+1,500	0

Justification of 2017 Program Changes

The 2017 budget request for the Burned Area Rehabilitation (BAR) program is \$20.5 million and 48 FTE. The budget proposes a program increase of \$1.5 million above the 2016 Enacted budget to expand the number of projects to be completed in 2017. The severity of recent wildfires has impacted critical habitat throughout western states, including the Great Basin. The increase helps address rehabilitation needs in response to fire seasons going back to 2013.

Program Overview

The BAR program protects resources by maintaining proper function in watersheds and landscapes, and by initiating 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 or debris flows, or are susceptible to serious degradation, are assessed and treated by the Emergency Stabilization (ES) program within the Suppression Operations account. The BAR program funding is provided to initiate longer-term actions to repair damages caused by catastrophic wildfire. Rehabilitation treatments are designed to repair or improve lands unlikely to recover naturally from severe wildfire damage. The implementation of the National Seed Strategy, which was a major recommendation of the Secretary's Integrated Rangeland Fire Management Strategy, will benefit the BAR program.

Rehabilitation treatments funded by this program may build upon ES measures. Under newly established policy, funding for BAR treatments after wildland fires is available for three or up to five years based on

approved extensions. After BAR treatment, the bureaus' resource management programs assume responsibility for further landscape restoration and monitoring in accordance with land use plans and mission goals.

In 2015 the rating and ranking criteria for BAR projects were recognized as being out of date and not necessarily reflective of all bureau mission needs and priorities. Allocation decisions did not reflect the policy articulated in Secretarial Order 3336 that protecting, conserving, and restoring greater sage-grouse habitat is a critical fire management priority for the Department and in particular, that "Allocation of fire management resources and assets before, during and after wildland fire incidents will reflect this priority, as will investments related to restoration activities."

Several policy and program management changes have been made to address these issues and concerns. Allocation of BAR funding to the WFM bureaus will be based on historical acres burned outside of Alaska. The funding is now allocated at the beginning of each fiscal year. This approach to allocating funds provides for the most flexibility by allowing each bureau to prioritize and allocate BAR project funding using their own bureau-specific criteria, while staying within overall Departmental principles and guidelines. In order to ensure success and effectiveness, BAR project plans will be linked to long-term restoration needs and identify any future activities necessary for successful projects. Each bureau has the discretion to utilize funds throughout the fiscal year in order to allow early season activities and reduce fiscal year rollover challenges. This process will continue in 2017.

2017 Program Performance

The primary program goals of the BAR subactivity are the rehabilitation of lands degraded by wildfire. Actual rehabilitation treatments conducted each year are dependent upon the severity of the previous fire seasons, as well as rehabilitation needs required by the damaged resources on the ground. The DOI WFM bureaus will continue to work cooperatively with the USFS, the U.S. Geological Survey, and other scientific institutions to implement monitoring protocols and methods to more accurately assess the effectiveness of wildfire rehabilitation treatments.

The WFM program 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 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

Funding criteria reflects policy articulated in Secretarial Order 3336 Rangeland Fire Prevention, Management and Restoration Order. Funding is distributed to the managing Bureaus based on historical acres burned. Each Bureau distributes its funds by developing bureau specific criteria to meet mission objectives. Each Bureau has the discretion to utilize funds throughout the fiscal year in order to allow early season activities and reduce fiscal year rollover challenges. An executive level fire and resources steering committee provides ongoing policy and program direction, oversight, and evaluation.

The 2015 Wildfire Season Impacts

The 2015 wildland fire season was especially severe in the Pacific Northwest region on Tribal trust lands with approximately a quarter million acres burned, primarily commercial trust forest lands. Large fires included the North Star and Tunk Block fires on the Colville Reservation, the Cougar Creek fire on the Yakama Reservation, the Carpenter Road fire on the Spokane Reservation, and the County Line Fire on the Warm Springs Reservation. These fires and others in the Rocky Mountain region, including the Nez Perce and Northern Cheyenne reservations, will require almost 100,000 acres of reforestation. BAR treatments that will be needed included permanent forest inventory plot re-establishment, fence repair and replacement, noxious weed control and campground repair.



The Rocky, Jerusalem, and Butte wildfires in Central California burned a total of 72,655 BLM acres. Not only did these wildfires devastate homes and property, but the burned areas pose a continued threat of post-fire flooding and debris flows to residents in the area. BLM has proposed treatments to manage the risks to resources and infrastructure, with actions likely to be tested by predicted El Nino weather patterns. Longer term soil erosion and invasive species detection and control activities will be required over the next three to five years, or more, to address these post-fire environments susceptible to continued resource degradation.

The Soda, Ben Dire, Jaca Reservoir, and Windy Ridge fires in Idaho and Oregon burned 307,857 BLM acres, 91% of which were sage grouse habitat. Post-fire treatments were aggressively pursued to address the potential of invasive annual grass dominance of the burned sagebrush sites. Herbicide application, seeding, seedling plantings, and the appropriate use of classical biological controls are part of an integrated vegetation management plan to stave off further loss of sage grouse habitat to a cycle of frequent wildfires and rampant invasive annual grass competition. Integration of fire and resource program investments is a key component of long-term proposals for sage grouse habitat restoration on

these burned landscapes, leveraging both Federal and stakeholder contributions.

The Okanogan, Carpenter Road and North Star Complex, in the State of Washington, burned 26,450 acres of BLM land. These fires pose myriad post-fire concerns relating to human health and safety and natural and cultural resources degradation. Major threats include: post-fire erosion, flooding, invasive species, and noxious weed infestations, and the inability to achieve appropriate recovery of forest and rangeland resources in areas of high burn severity without intervention. BLM proposes erosion control treatments, seeding, seedling planting, noxious weed early detection and rapid response operations.



The Reynolds Fire occurred within Glacier National Park in July of 2015. It burned east of Logan pass along the historic Going-to-the-Sun Road and the north bank of St. Mary's Lake. Post-fire priorities for the Reynolds Fire BAER plan are public safety, protection of property and values at risk, and the long-term health of critical ecosystems. The need for proactive management action is heightened because post-fire peak floods coincide with peak visitation. Many of the post-fire hydrologic impacts for the Reynolds Fire can be mitigated with heightened awareness and operational adjustments.

Program Performance Table – Burned Area Rehabilitation

<i>Other Significant Fire Program Measures</i>									
Supporting Performance Measures	Type	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017	Long-Term Target 2020
Number of treated burned acres that achieve the desired condition (BUR)	A	1,798,822	4,549,230	1,762,666	2,135,965	2,109,000	2,246,900	+137,900	TBD
Percent of treated burned acres that have achieved the desired condition (BUR)	A	88%	87%	90%	91%	87%	89%	+2%	TBD
		(1,798,822/ 2,053,270)	(4,549,230/ 5,249,050)	(1,762,666/ 1,878,026)	(2,135,965/ 2,351,515)	(2,109,000/ 2,424,000)	(2,246,900/ 2,520,000)		

Target Codes: SP = Strategic Plan Measure, BUR = Fire Program Specific Measure, HPG = High Performance Goal, NA = Long-Term Targets Inappropriate to Determine At This Time, UNK = Prior Data Not Available

Type Codes: C = Cumulative Measure, A = Annual Measure, F = Future Measure

Subactivity: Facilities Construction and Maintenance

Facilities Construction and Maintenance

Activity: Other Operations						
Subactivity: Facilities Construction and Maintenance						
\$000	2015 Actual	2016 Enacted	2017			Change from 2016 (+/-)
			Fixed Costs & Related Changes	Program Changes (+/-)	Request	
Facilities Construction and Deferred Maintenance	6,127	6,427	0	+3,573	10,000	+3,573
FTE	3	3	0	0	3	0

Summary of 2017 Program Changes for Facilities Construction and Maintenance

Request Component	(\$000)	FTE
<ul style="list-style-type: none"> • Address Additional Projects 	+3,573	0
TOTAL Program Changes	+3,573	0

Justification of 2017 Program Changes

The 2017 budget for the Facilities Construction and Maintenance program is \$10.0 million and 0 FTE, an increase of \$3.6 million and 0 FTE from the 2016 Enacted level.

The budget proposes a program increase of \$3.6 million to expand the number of projects to be completed in 2017. This will enable the program to complete deferred maintenance on buildings and facilities in disrepair, and to ensure that facilities meet current health and safety standards. Because there is a backlog of deferred maintenance projects, this additional funding will increase program performance and responsiveness. The program increase will provide infrastructure necessary to support the Department's firefighters, safeguard the public, and improve the Department's response to values at risk from wildfire.

2017 Program Overview

The Facilities Construction and Maintenance Program provides safe, functional, and energy efficient facilities that are essential to the Department's mission to protect lives, property and resources from wildfire.

The WFM program has developed a five-year deferred maintenance and capital improvement plan. The plan presents the projects of greatest need in priority order, focusing on critical health and safety, mission critical resource protection and public safety, achieving sustainability goals, and decreasing long-term operation and maintenance costs. Each project is submitted consistent with Interior's guidance for deferred maintenance and capital improvement. To ensure an efficient allocation of funding to the highest priority projects, a national interagency team reviews submitted projects by total project score and forwards a prioritized list to the Interior WFM leadership for their recommendation to the Department for approval.

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

- correction of critical health and safety-related facility problems by ensuring facilities are compliant with Federal accessibility and Occupational Safety and Health Administration (OSHA) requirements;
- replacement of building systems and components that have exceeded their useful lives;
- installation of facilities that improve the wildfire response capability required to keep fires small and reduce the threat to communities, structures, municipal watersheds, other infrastructure, and wildlife habitat; and
- provision of fire facilities sufficient to maintain readiness and provide full support for fire management activities.

Safe and properly maintained facilities are critical for protecting firefighters and their equipment. The WFM is repairing and updating facilities that are in deteriorating condition to maintain current health and safety standards. Work is accomplished through the authorities of *Public Law 93-638* contracts, *Public Law 297-100* grant processes, or through commercial contracting.

Maintaining a Fire Facilities Construction and Maintenance program allows the fire program to centrally evaluate projects submitted by all four wildland fire bureaus, enhances coordination, and helps ensure the most cost-efficient allocation of funds to best advance the facility needs of the WFM program's integrated fire program. As facilities are replaced or upgraded, efficiencies in design translate to lower operating costs and energy use, reducing agencies' carbon footprint. The emphasis on energy conservation and sustainability is a major area of importance for all projects.

In 2017, the BLM will continue to provide office space for fire program employees at the National Interagency Fire Center (NIFC). The BLM, as managing partner, is completing a space consolidation analysis at the campus to identify efficiencies that will result in eliminating or reducing commercially leased space. The Department will use a portion of the \$6.4 million request for space consolidation in the Office of the Secretary Appropriated Working Capital Fund for this project.

2017 Program Performance

In 2017, the planned accomplishments in the program include 15 projects in eight states with the highest critical health, safety, and resource protection ratings for a total of \$10 million. The following table lists the construction projects that will be funded in 2017.

2017 WILDLAND CONSTRUCTION/DEFERRED MAINTENANCE PLAN SUMMARY

PROJECT DESCRIPTION	STATE	BUREAU	INTERIOR SCORE	COSTS	INTERIOR RANK
Grand Junction Air Center Repair (Phase 2 of 2)	CO	BLM	100	798,000	1
McDermitt Fire Station Repair	NV	BLM	100	244,000	2
Alaska Fire Service Building 1513 Roof Replacement	AK	BLM	90	1,233,000	3
Battle Mountain Air Tanker Base Repair	NV	BLM	90	137,000	4
Blackfeet Fire Program Management Facility Replacement (Phase 2 of 2)	MT	BIA	90	1,600,000	5
Eureka Fire Quarters Repair	NV	BLM	90	164,000	6
Gerber Fire Station and Fire Quarters Replacement (Phase 1 of 2)	OR	BLM	90	150,000	7
Winnemucca Seat Base Repair	NV	BLM	90	130,000	8
Alaska Fire Service Fuel Yard Repair (Phase 2 of 2)	AK	BLM	80	1,669,000	9
Central Oregon Helitack Fire Station Renovation	OR	BLM	80	625,000	10
Juntura Fire Station Repair	OR	BLM	70	480,000	11
Moab Fire Center Road Repair	UT	BLM	70	82,000	12
Agassiz Engine Storage Renovation	MN	FWS	66	350,000	13
Minnesota Valley Fire Equipment Storage Building Replacement	MN	FWS	66	300,000	14
Big Cypress Fire Operations Center Replacement	FL	NPS	62	1,042,000	15
Architectural and Engineering Design		DOI		996,000	16
TOTAL 2017				10,000,00	

Design and construction of all Facilities Construction and Maintenance program projects are monitored by the Department and the bureaus to ensure they 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. The Facilities Construction and Maintenance program provides for safe, functional, and energy efficient facilities that are essential to the Department's mission to protect lives, property and resources from wildfire.

Program Performance Table

	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Estimate	Change from 2016 Plan to 2017
Fire facilities under construction, reconstruction, or maintenance	5	6	10	8	15	+7

Subactivity: Joint Fire Science Program

Joint Fire Science

Activity: Other Operations						
Subactivity: Joint Fire Science Program						
\$000	2015 Actual	2016 Enacted	2017			Change from 2016 (+/-)
			Fixed Costs & Related Changes	Program Changes (+/-)	Request	
Joint Fire Science Program	5,990	5,990	0	0	5,990	0
FTE	2	2			2	0

Justification of 2017 Program Changes

The 2017 budget for the Joint Fire Science Program (JFSP) is \$6.0 million and 2 FTE, no change from the 2016 Enacted level.

Program Overview

The JFSP was created by Congress in 1998 as an interagency research, development, and applications partnership between DOI and USDA Forest Service (USFS). Funding priorities and policies are set by the JFSP Governing Board, composed of one representative each from the BIA, BLM, FWS, NPS, OWF, the U.S. Geological Survey (USGS), and six representatives from the USFS.

JFSP tailors wildland fire research 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 hallmarks 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, inform policy development, 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. Fire Management Board and National Wildfire Coordinating Group), and structured interactions. For a list of on-going JFSP projects go to http://www.firescience.gov/JFSP_research.cfm and click on the “Ongoing Research” tab.

Lines of work – Complex topics requiring a long-term science investment strategy to ensure results can be synchronized and integrated for application (~25 percent of program funding):

- Fuels treatment effectiveness (workshop planned to identify preliminary key results from 2014 initiative)

- Smoke management (workshops and syntheses planned as capstones to completion of the Smoke Science Plan)
- Fire and Smoke Model Evaluation Experiment (FASMEE): a large-scale field experiment to validate and improve fire and smoke models planned in consultation and in collaboration with Department of Defense (DOD), Environmental Protection Agency (EPA), National Oceanic and Atmospheric Administration (NOAA) and USFS Research.

Research Focus Areas – Areas of concentrated research investment over a three to five-year period. Current focal areas are restoration and maintenance of sagebrush habitat in the Great Basin in support of DOI Secretarial Order #3336, and fire effects to support risk assessments.

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

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

Re-measurement – Opportunistic studies that take advantage of previous investments in field experiments to re-measure existing plots (~10 percent of program funding):

Science exchange and delivery – Activities that exchange and deliver research results directly to wildland fire and fuel managers through both active and passive approaches (~30 percent of program funding).

- National Fire Science Exchange Network (15 regional exchanges)
- Research summaries (e.g., Fire Science Digests)
- Website (www.firescience.gov)
- Social media (Twitter, Facebook, etc.)

The balance of funds (up to 10 percent) is spent on administration, program initiatives, and program and project evaluation.

Collaboration

JFSP research projects complement and build on other Federal research programs including those in the USFS, USGS, NOAA, National Aeronautics and Space Administration (NASA), EPA 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.

JFSP is currently working with the DOD and NOAA on plans for a potential large-scale field experiment to develop integrated datasets for fire and smoke model evaluation.

2017 Program Performance

JFSP will continue to invest in wildland fire research and technology transfer. Implementation of the Fuels Treatment Science Plan, the FASMEE, and full development of the National Fire Science Exchange Network will proceed as described in the JFSP Investment Strategy.

Program implementation will continue in the areas of performance described above: lines of work, research focus areas, emerging management needs, new science, re-measurement and science delivery. The JFSP Governing Board will incorporate recommendations from the 2013 independent program review, as appropriate. The program will continue to issue competitive announcements, conduct program evaluation activities, and follow-up on results from prior studies. Publication of a formal assessment of the outcomes of JFSP funded research is expected in 2017.

Program Performance Table

Measure	2012 Actual	2013 Actual	2014 Actual	2015 Actual	2016 Plan	2017 Request	Change from 2016 to 2017 Request	Long-Term Target 2020
Research projects initiated ¹	38	30	43	32	35	35	0	N/A
Research projects completed ¹	40	44	55	31	30	30	0	N/A
Refereed publications completed ¹	49	42	37	31	30	30	0	N/A
Science delivery projects completed ²	46	40	n/a	n/a	n/a	n/a	n/a	N/A
Social media ²	-	6315	5854	6821	6700	6700	0	N/A
Events/activities ²	-	1173	4293	3010	3000	3000	0	N/A

¹JFSP projects are typically completed and published 3-5 years after initiation

²JFSP has expanded its science delivery program by establishing a national network of science exchange partnerships. In 2013, in lieu of reporting the number of 'science delivery projects', JFSP began tracking and reporting accomplishments in two sub-categories: events/activities and social media.

For a list of recently completed projects go to http://www.firescience.gov/JFSP_research.cfm and click on the "Completed Research" tab.

Appropriation: FLAME Wildfire Suppression Reserve
Fund

**DEPARTMENT OF THE INTERIOR
DEPARTMENT WIDE PROGRAMS
Appropriation Language Sheet**

Appropriation: 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, \$177,000,000, to remain available until expended: Provided, That such amounts are available only for transfer to the Wildland Fire Management account following a declaration by the Secretary in accordance with section 502 of the FLAME Act of 2009 (43 U.S.C. 1748a).]

(Department of the Interior, Environment, and Related Agencies Appropriations Act, 2016.)

**DEPARTMENT OF THE INTERIOR
DEPARTMENT WIDE PROGRAMS
Justification of Proposed Language Changes**

Appropriation: FLAME Wildfire Suppression Reserve Fund

1. Deletion of the following wording:

[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, \$177,000,000, to remain available until expended: Provided, That such amounts are available only for transfer to the Wildland Fire Management account following a declaration by the Secretary in accordance with section 502 of the FLAME Act of 2009 (43 U.S.C. 1748a).]

The 2017 Budget proposes to eliminate this account and will fund all suppression activities in the Wildland Fire Management account, with a portion of the suppression funds requested within the discretionary budget cap and a portion of the funds requested in a budget cap adjustment.

Summary of Requirements

(Dollars in thousands)

Activity: FLAME Wildfire Suppression Reserve Fund						
Subactivity: Suppression						
\$000	2015 Actual	2016 Enacted	2017			Change from 2016 (+/-)
			Fixed Costs & Related Changes	Program Changes (+/-)	Budget Request	
FLAME Wildland Fire Suppression Operations	92,000	177,000	0	-177,000	0	-177,000
FTE	0	0	0	0		0

Note: the 2015 actual amount does not reflect the transfer of \$63.0 million to WFM-Suppression Operations.

Summary of 2017 Program Changes for FLAME Wildfire Suppression Reserve Fund

Request Component	(\$000)	FTE
<ul style="list-style-type: none"> • Eliminate FLAME Fund 	-177,000	0
TOTAL Program Changes	-177,000	0

Justification of 2017 Program Changes

The 2017 budget request for the FLAME Wildfire Suppression Reserve Fund is \$0 and 0 FTE, a net program decrease of -\$177,000,000 and 0 FTE from the 2016 Enacted level.

No funding is requested for the FLAME account in FY 2017. The WFM discretionary request provides suppression funding equal to 70 percent of the ten year average, which reflects the level of spending associated with suppression of 98 percent of wildfires. In addition, the Budget includes up to \$290.0 million being available under a disaster funding cap adjustment to meet suppression needs above the base appropriation.

Program Overview

The 2010 Interior Appropriations bill established the FLAME Wildfire Suppression Reserve Fund in the Departments of the Interior and Agriculture for the most severe, complex, and threatening fires, and to serve as a contingency reserve. FLAME funds are currently available to the Secretary of the Interior for transfer into the WFM Suppression Operations account when those funds are nearly exhausted, or when certain objective criteria are met as described in the FLAME Act.

Under the current approach for funding suppression, funds in the FLAME Wildfire Suppression Reserve Fund may be transferred upon a declaration by the Secretary of the Interior or the Secretary of

Agriculture. Declarations are 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, risk assessments and formal risk decisions are made. This decision documentation is part of the declaration for a request to the Secretary of Interior to move funds from the FLAME Act account in the WFM Suppression Operations account. A number of analytical tools such as WFDSS; Fire Spread Probability (FSPro), which models fire behavior; and Rapid Assessments of Values-At-Risk (RAVAR), which models values at risk from fire, provide real-time support to leadership implementing risk-informed management.

Protocols and Objective Criteria

The FLAME Wildfire Suppression Reserve Fund functions as a transfer account to accommodate those large wildfires that historically have resulted in the greatest expenditure of Suppression funds. The FLAME Act identifies specific criteria that must be met in order for FLAME Act funds to be transferred to the WFM Suppression Operations account. These include complexity of wildfire incidents, such as assignment of Type 1 or Type 2 Incident Management Teams, or when the regular WFM Suppression Operations account is nearly exhausted. Both of these instances require a declaration by the Secretary, who would then approve the transfer of funds from the FLAME Act account into the WFM Suppression Operations account.

Program Performance

In 2015, the Secretary approved the transfer of \$105.0 million from the FLAME Fund as the Suppression Operations funds were exhausted. In 2016, the Department will continue to use the FLAME Fund to ensure resources are available for suppression activities when Suppression Operations funds are exhausted and/or appropriate criteria are met.

Additional information on the 2017 request is described in the Suppression Operations section.

Employee Count by Grade

Office of the Secretary - Office of Wildland Fire

Employee Count by Grade (Total Employment)

	2015 Actuals	2016 Estimate	2017 Estimate
Executive Level V	0	0	0
SES	1	2	1
Subtotal	1	2	1
SL - 00	0	0	0
ST - 00	0	0	0
Subtotal	0	0	0
GS/GM -15	4	5	5
GS/GM -14	11	14	14
GS/GM -13	6	6	6
GS -12	1	1	1
GS -11	1	1	1
GS -10	0	0	0
GS - 9	1	0	0
GS - 8	0	0	0
GS - 7	0	0	0
GS - 6	0	0	0
GS - 5	0	0	0
GS - 4	0	0	0
GS - 3	0	0	0
GS - 2	0	0	0
GS - 1	0	0	0
Subtotal	24	27	27
Other Pay Schedule Systems	0	0	0
Total employment (actuals & estimates)	25	29	28

Section 403 Compliance

H.R. 83 - Section 403 Compliance - Wildland Fire Management

Dollars in Thousands

<i>Description of Assessment</i>	<i>Bureau</i>	<i>Preparedness</i>	<i>Suppression</i>	<i>Fuels</i>	<i>BAR</i>	<i>Basis</i>
External Administrative Costs						
Human Resource Fire Program Support	BIA	\$ 207	\$ -	\$ -	\$ -	Estimated
Centrally Funded Initiatives includes Working Capital Fund Direct and Central Bill and BLM Director's Priorities	BLM	\$ 5,804	\$ -	\$ 1,687	\$ -	FTEs
National Operations Center (procurement, HR, IT, data management services centrally provided for entire agency)	BLM	\$ 1,847	\$ -	\$ 1,549	\$ -	FTEs
Headquarters support (general headquarters oversight, external affairs, IT, law enforcement, EEO, HR, resources, business practices)	BLM	\$ 658	\$ -	\$ 352	\$ 217	Evaluation of support needed for subactivity
National Training Center (non-program specific training, centrally funded)	BLM	\$ -	\$ -	\$ -	\$ -	FTEs
User Pay Cost Share: The non-resource management cost share collects costs from multiple, distributed accounts. The funds collected are used to pay Service-wide charges that cannot easily be attributed to a specific program or subactivity.	FWS	\$ 2,300	\$ -	\$ 500	\$ -	Percentage based on FTE
Enterprise Wide Cost Share: The Service assesses its resource management programs for costs that can be directly tracked back to users. This includes such items as software licenses, cell phone costs, ID cards and the like.	FWS	\$ 441	\$ -	\$ 278	\$ -	Percentage based on FTE
Working Capital Fund Central Bill - Costs covered include a variety of services including mail services, safety, security, property services, building management and services and finance branch.	OS	\$ 436	\$ -	\$ -	\$ -	The basis for distribution of costs include elements such as FTE's and square footage.
Subtotal External Administrative		\$ 11,693	\$ -	\$ 4,366	\$ 217	

<i>Description of Assessment</i>	<i>Bureau</i>	<i>Preparedness</i>	<i>Suppression</i>	<i>Fuels</i>	<i>BAR</i>	<i>Basis</i>
Program Assessments						
Reserve Wildland Fire Preparedness & Fuels Management - held to be distributed during mid-year process	OS	\$ 100		\$ 100	\$ -	
Office of Aircraft Services Central Bill (administrative charges for OAS training, management, flight services, safety)	BLM	\$ -	\$ 3,786	\$ -	\$ -	Flight time by subactivity
<i>Subtotal External Administrative</i>		\$ 100	\$ 3,786	\$ 100	\$ -	
Bureau Administrative Costs						
Preparedness Indirect for Tribal Programs	BIA	\$ 3,376	\$ -	\$ 4,000	\$ -	Estimated
State Level Indirect (Admin support at the state, district, and field office level: procurement, HR, IT)	BLM	\$ 10,884	\$ -	\$ 4,040	\$ -	10% of State Base allocation
Regional Program Management Support Share: This includes regional assessments made to meet specific administrative support and Regional Director priorities for that particular geographic region. Most methods based on FTE to cover HR, Contracting, and other admin costs to supplement FWS Administrative Operations Account.	FWS	\$ 2,707	\$ -	\$ 717	\$ -	Percentage based on FTE
<i>Subtotal Bureau Administrative</i>		\$ 16,967	\$ -	\$ 8,757	\$ -	
<i>Total Assessments and Reserves</i>		\$ 28,760	\$ 3,786	\$ 13,223	\$ 217	

Budget Schedules

Budget Schedules

Program and Financing (Dollars in Millions)		2015	2016	2017
Identification code: 14-1125-0-1-302		Actual	Enacted	Request
Obligations by program activity:				
0001	Preparedness (Readiness, Facilities, and Fire Science)	328	0	0
0002	Preparedness	0	324	333
0004	Fire suppression operations	418	292	276
0006	Fuels Management	163	170	149
0007	Resilient Landscapes	0	0	30
0008	Burned area rehabilitation	15	19	21
0009	Facilities Construction and Maintenance	0	6	10
0010	Joint Fire Science	<u>0</u>	<u>6</u>	<u>6</u>
0799	Total direct obligations	924	817	825
0801	Fire reimbursable	<u>39</u>	<u>39</u>	<u>39</u>
0900	Total new obligations	963	856	864
Budgetary Resources:				
1000	Unobligated balance brought forward, Oct 1	96	100	322
1011	Unobligated balance transfer from other accts [14-1127]	42	29	0
1021	Recoveries of prior year unpaid obligations	<u>15</u>	<u>16</u>	<u>17</u>
1050	Unobligated balance (total)	153	145	339
Budget authority:				
Appropriations, discretionary:				
1100	Appropriation	513	525	549
1100	Appropriation - Fire Suppression	292	292	276
1100	Appropriation - Suppression Cap Adj	0	0	290
1121	Appropriations transferred from other accts [14-1127]	63	177	0
1121	Appropriations transferred from other accts [12-1115]	4	0	0
1160	Appropriation, discretionary (total)	872	994	1,115
Spending authority from offsetting collections, discretionary:				
1700	Collected	36	39	39
1701	Change in uncollected payments, Federal sources	2	0	0
1750	Spending auth from offsetting collections, disc (total)	38	39	39
1900	Budget authority (total)	910	1,033	1,054
1930	Total budgetary resources available	1,063	1,178	1,493
Memorandum (non-add) entries:				
1941	Unexpired unobligated balance, end of year	100	322	629

Program and Financing (Dollars in Millions) Identification code: 14-1125-0-1-302		2015 Actual	2016 Enacted	2017 Request
Change in obligated balance:				
3000	Unpaid obligations, brought forward, Oct 1	269	309	278
3010	Obligations incurred, unexpired accounts	963	856	864
3020	Outlays (gross)	-908	-871	-1,012
3040	Recoveries of prior year unpaid obligations, unexpired	-15	-16	-17
3050	Unpaid obligations, end of year	309	278	113
3060	Uncollected pymts, Fed sources, brought forward, Oct 1	-9	-11	-11
3070	Change in uncollected pymts, Fed sources, unexpired	-2	0	0
3090	Uncollected pymts, Fed sources, end of year	-11	-11	-11
Memorandum (non-add) entries:				
3100	Obligated balance, start of year	260	298	267
3200	Obligated balance, end of year	298	267	102
Budget authority and outlays, net:				
4000	Budget authority, gross	910	1,033	1,154
4010	Outlays from new discretionary authority	647	705	679
4011	Outlays from discretionary balances	261	166	333
4020	Outlays, gross (total)	908	871	1,012
Offsets against gross budget authority and outlays:				
4030	Federal sources	-15	-15	-15
4033	Non-Federal sources	-21	-24	-24
4040	Offsets against gross budget authority and outlays (total)	-36	-39	-39
4050	Change in uncollected pymts, Fed sources, unexpired	-2	0	0
4070	Budget authority, net (discretionary)	<u>872</u>	<u>994</u>	<u>1,115</u>
4080	Outlays, net (discretionary)	<u>872</u>	<u>832</u>	<u>973</u>
4180	Budget authority, net (total)	<u>872</u>	<u>994</u>	<u>1,115</u>
4190	Outlays, net (total)	<u>872</u>	<u>832</u>	<u>973</u>

Program and Financing (Dollars in Millions) Identification code: 14-1125-0-1-302	BOC	2015 Actual	2016 Enacted	2017 Request
Direct obligations:				
Personnel compensation:				
Full-time permanent	11.1	3	3	3
Civilian personnel benefits	12.1	1	1	1
Other services from non-Federal sources	25.2	3	3	3
Other goods and services from Federal sources	25.3	5	5	5
Allocation Account - direct:				
Personnel compensation:				
Full-time permanent	11.1	169	170	171
Other than full-time permanent	11.3	21	18	19
Other personnel compensation	11.5	90	70	71
Special personal services payments	11.8	35	27	28
Total personnel compensation	11.9	318	288	292
Civilian personnel benefits	12.1	90	84	85
Travel and transportation of persons	21.0	25	18	18
Transportation of things	22.0	2	2	2
Rental payments to others	23.2	3	3	3
Communications, utilities, and miscellaneous charges	23.3	28	25	25
Advisory and assistance services	25.1	1	1	1
Other services from non-Federal sources	25.2	257	206	207
Other goods and services from Federal sources	25.3	54	54	55
Operation and maintenance of facilities	25.4	2	2	2
Medical care	25.6	5	5	5
Operation and maintenance of equipment	25.7	6	6	6
Subsistence and support of persons	25.8	1	1	1
Supplies and materials	26.0	45	38	39
Equipment	31.0	18	15	15
Land and structures	32.0	3	5	5
Grants, subsidies, and contributions	41.0	57	55	55
Subtotal, obligations	99.0	924	817	825

Program and Financing (Dollars in Millions) Identification code: 14-1125-0-1-302	BOC	2015 Actual	2016 Enacted	2017 Request
Allocation Account - reimbursable:				
Personnel compensation:				
Full-time permanent	11.1	6	6	6
Other than full-time permanent	11.3	2	2	2
Other personnel compensation	11.5	2	2	2
Total personnel compensation	11.9	10	10	10
Civilian personnel benefits	12.1	3	3	3
Travel and transportation of persons	21.0	2	2	2
Other services from non-Federal sources	25.2	8	8	8
Other goods and services from Federal sources	25.3	3	3	3
Operation and maintenance of facilities	25.4	1	1	1
Operation and maintenance of equipment	25.7	1	1	1
Supplies and materials	26.0	2	2	2
Equipment	31.0	2	2	2
Grants, subsidies, and contributions	41.0	7	7	7
Subtotal, obligations	99.0	39	39	39
Total new obligations	99.9	963	856	864

Program and Financing (Dollars in Millions)		2015	2016	2017
Identification code: 14-1127-0		Actual	Enacted	Request
Budgetary Resources:				
1000	Unobligated balance brought forward, Oct 1	42	29	0
1010	Unobligated balance transfer to other accts [14-1125]	-42	-29	0
1050	Unobligated balance (total)	0	0	0
Budget authority:				
Appropriations, discretionary:				
1100	Appropriation	92	177	0
1120	Appropriations transferred to other accts [14-1125]	-63	-177	0
1160	Appropriation, discretionary (total)	29	0	0
Spending authority from offsetting collections, discretionary:				
1930	Total budgetary resources available	<u>29</u>	<u>0</u>	<u>0</u>
Memorandum (non-add) entries:				
1941	Unexpired unobligated balance, end of year	29	0	0
Budget authority and outlays, net:				
4000	Budget authority, gross	29	0	0
Offsets against gross budget authority and outlays:				
4070	Budget authority, net (discretionary)	<u>29</u>	<u>0</u>	<u>0</u>
4180	Budget authority, net (total)	<u>29</u>	<u>0</u>	<u>0</u>
4190	Outlays, net (total)	<u>0</u>	<u>0</u>	<u>0</u>