Attachment 1: FY 2027 Fuels Program of Work Prescriptive Guidance and Fuels Investment Strategy Analysis

## Overview Section 1 - FY 2027 (FY27) Fuels Program of Work Prescriptive Guidance

The United States Wildland Fire Service (USWFS), Fuels Management Program employs a risk-informed, science-based strategy to reduce wildfire risk and maintain and enhance landscape and community resilience. Treatment and activity prioritization focuses on life, property, infrastructure, and Tribal values in areas within the High-risk category (see additional information in Section 2). Landscape health and ecosystem values should also be considered as bureaus work with the USWFS during the prioritization process. All planning, implementation, and reporting for FY27 fuels treatments and activities are conducted in the Interior Fuels and Post Fire Reporting System (IFPRS), the USWFS system of record, which includes documentation for accuracy and accountability. Following is prescriptive guidance for the formulation of the FY27 fuels management Program of Work (POW). The information provided herein is intended for general guidance only and does not replace, supersede, or negate any existing USWFS policies, directives, or requirements currently in place.

### 1) Governance and Accountability

a) Roles and Approval Levels

i. Unit (Local, Zone, Tribe): Based on bureau involvement and collaboration, develop FY27 POW, validate alignment with the highest priorities of protection of life, property, infrastructure, and Tribal values, and enter activities/treatments into IFPRS. Additional priorities, such as maintaining prior investments, are included in the April 8, 2026, Secretary of the Interiors, *2026 Wildland Fire Management Direction*.

ii. Geographic Area: GAs, at all levels, work with bureau representation to ensure all actions are consistent with land/Tribal management priorities and environmental compliance before submission to headquarters.

iii. Headquarters: Manage access, allocations, and approvals; finalize approvals, ensure compliance, manage reallocations.

### 2) Decision Framework

a) The USWFS Wildland Fire Risk Assessment, also commonly referred to as “the risk map” is the primary driver for treatment priority and placement and is outlined in Section 2. Within this assessment, the USWFS Risk Matrix for the Continental United States (CONUS), Alaska, and Hawaii are provided. This matrix is also accessible in IFPRS as a mapped layer under "Key Wildland Fire Priorities.". The risk matrix is broad in scope taking in several factors (see additional information in Section 2) and may be complemented by employing local (Tribal, State, County) modeling efforts for refinement, with details captured in program files. All treatment/activity actions such as substitutions, cancellations, and de-obligations must be

documented in IFPRS (numerous notes fields) and aligned with program priorities, wildland fire and land use planning, Community Wildfire Protection Plans, and National Environmental Protection Act compliance.

## 3) Systems, Data Standards, and Reporting

a) IFPRS is the system of record for activity/treatment approval and reporting.

i) Actions are spatially mapped and tracked using IFPRS cards.

ii) Cards with a high estimated success probability, feasibility, and priority must be noted as such to be supported by allocations.

iii) Previously established naming conventions should be used in FY27. An automated, national naming convention will be assigned by the system in the future to ensure national data integrity.

iv) The "agency" field of IFPRS should reflect legacy bureaus for FY27.

v) The Geographic Area (GA) FY27 accomplishment target should equal a combined number from what bureaus, within the GA, planned for in FY26, unless directed otherwise.

vi) Further refinements are expected for FY28; therefore, a 1-year POW is the focus for FY27.

b) Financial & Effectiveness Systems

i) Financial and Business Management System (FBMS) is the financial system of record. Allocation and execution with correct fund year, sub-activity, and Work Breakdown Structure (WBS) will be assigned and monitored during POW formulation. In FY27, WBS will be required in IFPRS in conjunction with preliminary budgetary figures entered in IFPRS.

ii) Fuels Treatment Effectiveness Monitoring (FTEM) is the monitoring of treatment effectiveness when wildfires intersect fuels projects. Any wildfire/fuels treatment intersection occurring in the current fiscal year, must be completed in the FTEM module of IFTDSS (Interagency Fuel Treatment Decision Support System) system no later than **February 1**, unless the associated wildfire is not declared out.

c) Reporting Cadence

i) Units must report Actuals in IFPRS within 30 days of Treatment/Activity completion.

ii) Progressive reporting is encouraged throughout the year.

iii) All accomplishments for the reporting fiscal year must be entered by **October 15**.

## 4) Funding Architecture

a) Categories

i) Base Fuels Program (DF310) should strive towards greater than 60% project work and less than 40% in program management, thereby illustrating a greater proportion of funding is being spent on projects.

(1) Project-specific work includes planning and implementation of on-the-ground activities such as compliance, prescribed fire plan development, project monitoring, burn unit preparation, interdisciplinary meetings specific to the project, community outreach about the project, and other similar activities associated with that specific project.

(2) Program management (programmatic) activities are those activities not specific to a single specific project: updating a fire management plan, developing out year plan, database entries, attending interagency meetings, training, etc.

ii) Infrastructure Investment and Jobs Act (IIJA) Fuels (DF312) must adhere to guidelines in the Office of Inspector General *Final Audit Report: Improvements Needed in DOI Oversight of Fuels Management, Report No. 2023-CR-009*. In general, IIJA funds directly support wildfire-risk-based hazardous fuels reduction in areas identified having a very high wildland fire hazard potential, in the Wildland Urban Interface; or a public drinking water source area. Another distinctly defined guideline of DF212 is that funds cannot be used for non-wildfire mitigation activities.

iii) Contributed Funds: Allowed when aligned with fuels objectives.

d) Allocation & Distribution

i) Geographic Area (GA) units assign DF310 Base Fuels and DF312 IIJA allocations in IFPRS. At the end of FY26, all carryover funding, including IIJA, will swept and redistributed at the GA level in FY27 based on risk matrix priorities.

ii) Carryover plans will not be required for FY27 since all carryover funding will be swept.

e) Tribal Funding Considerations

i) WFS retains fiduciary responsibility for Tribal and DOI trust lands.

ii) Planning, implementation, and tracking will occur at the Tribal level.

iii) Tribes establish treatment priorities.

## 5) Strategic Priorities and Targets

a) Fuels Investment Strategy

i) Treatments and activities, including maintenance treatments, should concentrate in an area identified on the risk map (see section 2 and the Overview - FY27 USWFS Fuels Investment Strategy Analysis section).

a) Geographic Area Focus of Work

i) 70% or more of proposed treatments in the GA are placed in an area identified as High risk as noted in Section 2 of this document (e.g., red pixels on the map). As noted in Section 2, the national risk map can be refined to reflect more accurate local (Tribal, State, County, Other) information.

ii) Maintaining previous treatment actions in High-risk areas.

iii) Most new *activities* should also focus on High-risk areas to protect previous investments.

iv) ≤ 30% of treatments can be placed outside of the high-risk category and selected based on bureau priorities in consultation with the USWFS.

v) Bureau Representatives (or designee) will work with USWFS staff to develop an integrated POW when prioritizing treatment locations. This collaboration will ensure bureau funded priorities having an ecological objective, will also meet hazardous fuels criteria.

vi) USWFS will prioritize funding and resource allocation for fuels management workload in areas identified as highest risk, including those adjacent to and within Tribal Trust lands. This approach ensures that resources are directed where they are most needed to address hazardous fuels. Tribes will play an integral role in planning and implementing fuels management work in these priority areas, contributing to effective solutions and collaborative outcomes.

## 6) FY27 POW Lifecycle - Process Steps

a) Step 1: Establishing the POW

i) The USWFS collaborates with bureau representatives for their POW development utilizing the risk matrix in IFPRS and enter activities/treatments into IFPRS according to projected allocations. For FY27, GAs should plan to projected allocations based upon FY26 budget numbers for legacy Bureau and Tribal fuels programs, below are the lump sum of all legacy Bureau fuels programs and Tribal allocations for FY26. Infrastructure Invest and Jobs Act (IIJA) funding is not included in the budget figures below and is available to supplement GA projects that align with Congressional intent from the law and the applicable IIJA funding authorities.

| Geographic Area | FY26 Fuels Budget Allocation |
|---|---|
| Alaska GA | $6,949,685 |
| California GA | $15,936,624 |
| Eastern GA | $11,738,925 |
| Great Basin GA | $34,892,278 |
| Northern Rockies GA | $9,615,362 |
| Northwest GA | $32,047,969 |
| Rocky Mountain GA | $21,841,963 |
| Southern GA | $21,241,207 |
| Southwest GA | $28,156,111 |

b) Step 2: Review & Approval

i) In FY27,

(1) Proposed treatments are entered, reviewed, and approved at the Unit level; "local" approval will indicate the treatment, or activity is ready for GA concurrence

(2) GA will indicate review and concurrence by approving at the "regional level",

(3) Headquarters will approve for both the agency and department levels to indicate the treatment/activity are funded. This approval process will be updated to better reflect the actual approval hierarchy in the future.

(4) All treatments and activities approved by the GA (regional level) must be submitted to HQ no later than **October 1, 2026,** for their review, approval, and funding.

c) Step 3: Budget Formulation & Allocation

ii) GA allocations established by Headquarters after fiscal year approval.

iii) GA aligns the POW approvals with allocation to units.

d) Step 4: End-of-Year Closeout & Reallocation

iv) All allocations are expected to be fully expended by the end of FY27. If funds cannot be spent, they will be redirected by HQ as needed. If carryover is needed for a specific purpose (e.g., an agreement didn't get awarded), then it may be allowed on a case-by-case basis through discussion with HQ.

v) The expectation is that all IIJA funds will be spent by the end of FY27.

e) Step 5: During FY27, substitutions, cancellations, and deobligations occurring at the unit level, will be indicated in IFPRS through the cancellation process (in testing). Once it has been entered, units will notify the appropriate GA staff to confirm the substituted unit meets objectives

and is of the same risk matrix level as the original unit. GAs will notify HQ that a substitution has been made. Substitutions will be evaluated by HQ insuring they fall within policy. General guidance for treatments being substituted should occur within the same Unit boundary and approximately the same acres. Overall budgeting may be impacted, so it must also be considered.

## Overview Section 2 - FY27 USWFS Fuels Investment Strategy Analysis

The USWFS Intelligence Division - Analytics Branch was tasked with working with the U.S. Geological Survey (USGS) to derive a map and associated products for use by USWFS personnel to help guide and inform the FY27 fuels investment strategies for the USWFS on DOI lands. This document highlights the products and how to use them for users at all levels, including USWFS Headquarters (HQ), Geographic Areas (GA), and Unit levels. The analyses completed by USGS and the USWFS Analytics group characterize the risk context of DOI fuel treatment activities by overlaying two nationally consistent spatial datasets - the Wildfire Hazard Potential layer and a resource values layer derived by USGS - to produce a 'Fuels Risk Matrix' raster to understand the relationship between hazard and values on DOI lands. Outputs include tables, graphs, and map products.

### 1) Datasets

a) Wildfire Hazard Potential (WHP)**:** WHP is a USGS-produced 30m raster dataset- modified from USFS (270m) 2023 that characterizes the relative potential for wildfire to occur and be difficult to control. It is classified with values ranging from 0 to 5 which represent an index derived from fire weather, fuel, and suppression difficulty components. The dataset was obtained as a classified integer raster covering the conterminous United States, Alaska, and Hawaii as separate extents. Further information about the WHP can be found here: *https://www.fs.usda.gov/rds/archive/catalog/RDS-2015-0047-4*

b) Resource Values**:** USGS developed three different rasters representing values (life, property, and infrastructure; Table 1) and a 'combined values' raster; these rasters represent the concentration of resources on or near DOI lands that are at risk from wildfire. The 'combined values' raster integrates the individual value components and is classified from 0 to 3 (Table 2) and incorporates a 2,400-meter (~1.5 mi) buffer to account for the spatial scale at which wildfire affects surrounding resources.

**Table 1**: Values inputs, adapted from USGS documentation.

| Asset Category | Asset subcategory | Asset |
|---|---|---|
| **Life** | Population | Population Distributions |
| **Property** | Buildings | Building footprints and DOI facilities |
| **Infrastructure** | Communications | Communications |
| **Infrastructure** | Energy | Power Lines, Power Plants, Solar and Wind |
| **Infrastructure** | Hydrological | Hydropower facilities and pumping plants |
| **Infrastructure** | Transportation | Roads |
| **Infrastructure** | Transportation | Railroads |

**Table 2**: Combined Values (e.g., life, property, and infrastructure) raster classification codes.

| Value Code | Description |
|---|---|
| **0** | No values present |
| **1** | At least one value present |
| **2** | At least two values present |
| **3** | All three values present |

## 2) Fuels Risk Matrix

The Fuels Risk Matrix rasters were developed in house by the USWFS Intelligence Division – Analytics Branch using the USGS-derived WHP and Combined Value rasters described above, and a simple algebraic step:

$$\text{Fuels Risk Matrix Code} = (\text{Combined Values category} \times 10) + \text{WHP category}$$

This produces 24 unique integer codes representing every possible combination of the two inputs ranging between 0 and 35 (Figure 1a). The multiplier of 10 was chosen deliberately so that the tens digit encodes the Combined Values category and the ones digit encodes the WHP category, making the Fuels Risk Matrix Codes human-readable and directly traceable back to their inputs without a separate lookup. For example, a Fuels Risk Matrix Code of 11 indicates that at least one value was present that coincided with a WHP value of 1 (Low).

The 24 Fuels Risk Matrix Codes were then recategorized into three Fuels Risk Matrix categories — Low (L), Medium (M), and High (H) - using a lookup table that reflects the joint relationship between hazard and value (Figure 1b). Figures 2-4 illustrate how these categories are spread across the DOI lands.

| | WHP 0 | WHP 1 | WHP 2 | WHP 3 | WHP 4 | WHP 5 |
|---|---|---|---|---|---|---|
| Value 0 | 0 | 1 | 2 | 3 | 4 | 5 |
| Value 1 | 10 | 11 | 12 | 13 | 14 | 15 |
| Value 2 | 20 | 21 | 22 | 23 | 24 | 25 |
| Value 3 | 30 | 31 | 32 | 33 | 34 | 35 |

| | WHP 0 | WHP 1 | WHP 2 | WHP 3 | WHP 4 | WHP 5 |
|---|---|---|---|---|---|---|
| Value 0 | L | L | L | M | M | M |
| Value 1 | L | L | M | M | H | H |
| Value 2 | L | M | M | H | H | H |
| Value 3 | L | M | M | H | H | H |

**Figure 1:** ***(a)*** Fuels Risk Matrix codes *(left)*, and ***(b)*** the recategorized Fuels Risk Matrix categories *(right)*; colors represent Low (green), Moderate (yellow), and High (red) categories.

## 3) Fuels Risk Matrix Distributions

DOI-level summary graphics, including a stacked bar chart comparing L/M/H distributions across all GAs and a contribution chart showing each GA's share of total DOI acres within each risk class.


**Figure 2:** Total DOI Area by Fuels Risk class (aka, Fuels Risk Matrix categories).

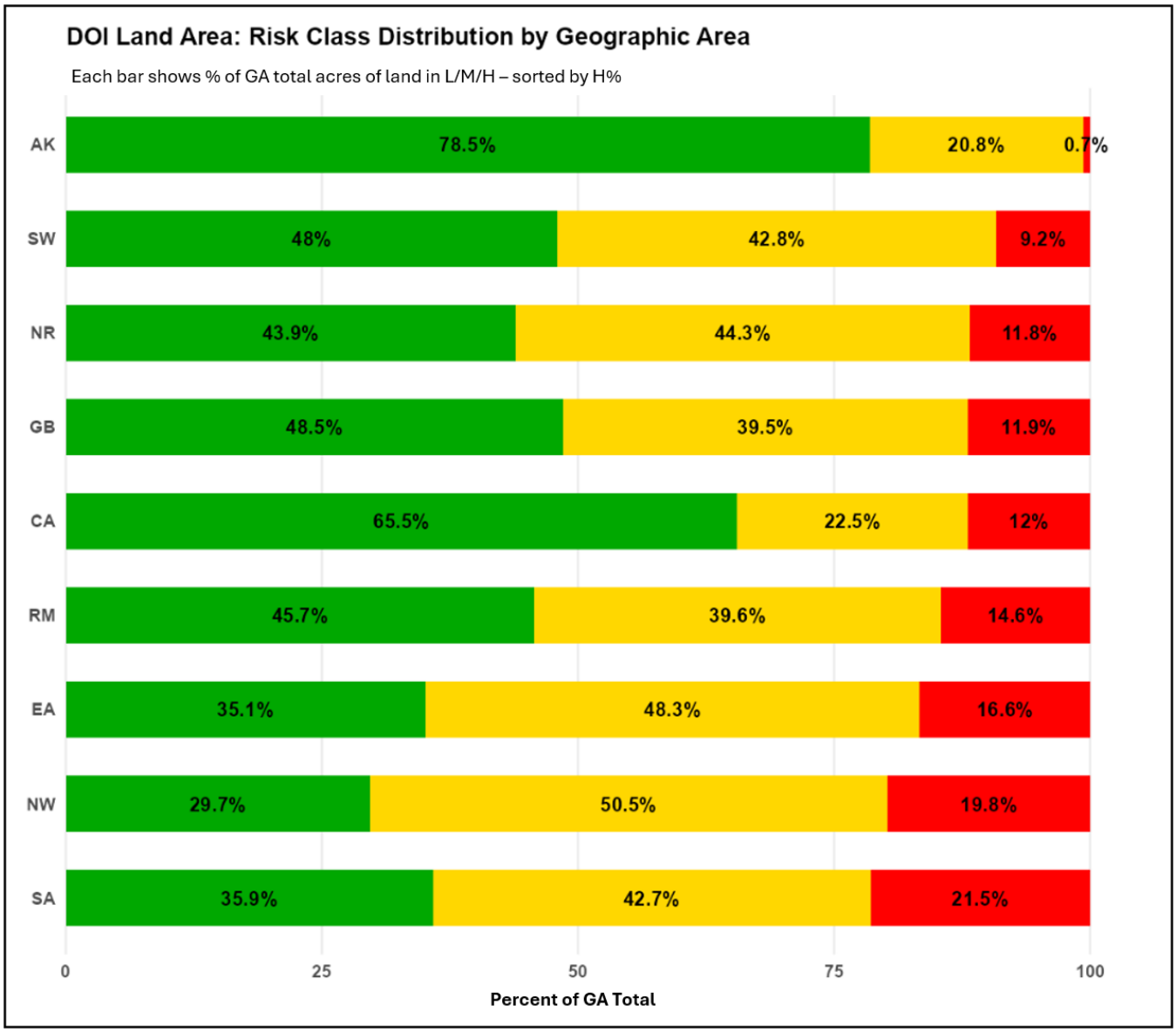



**Figure 3:** Distribution of Fuels Risk class (aka, Fuels Risk Matrix categories) by GA.

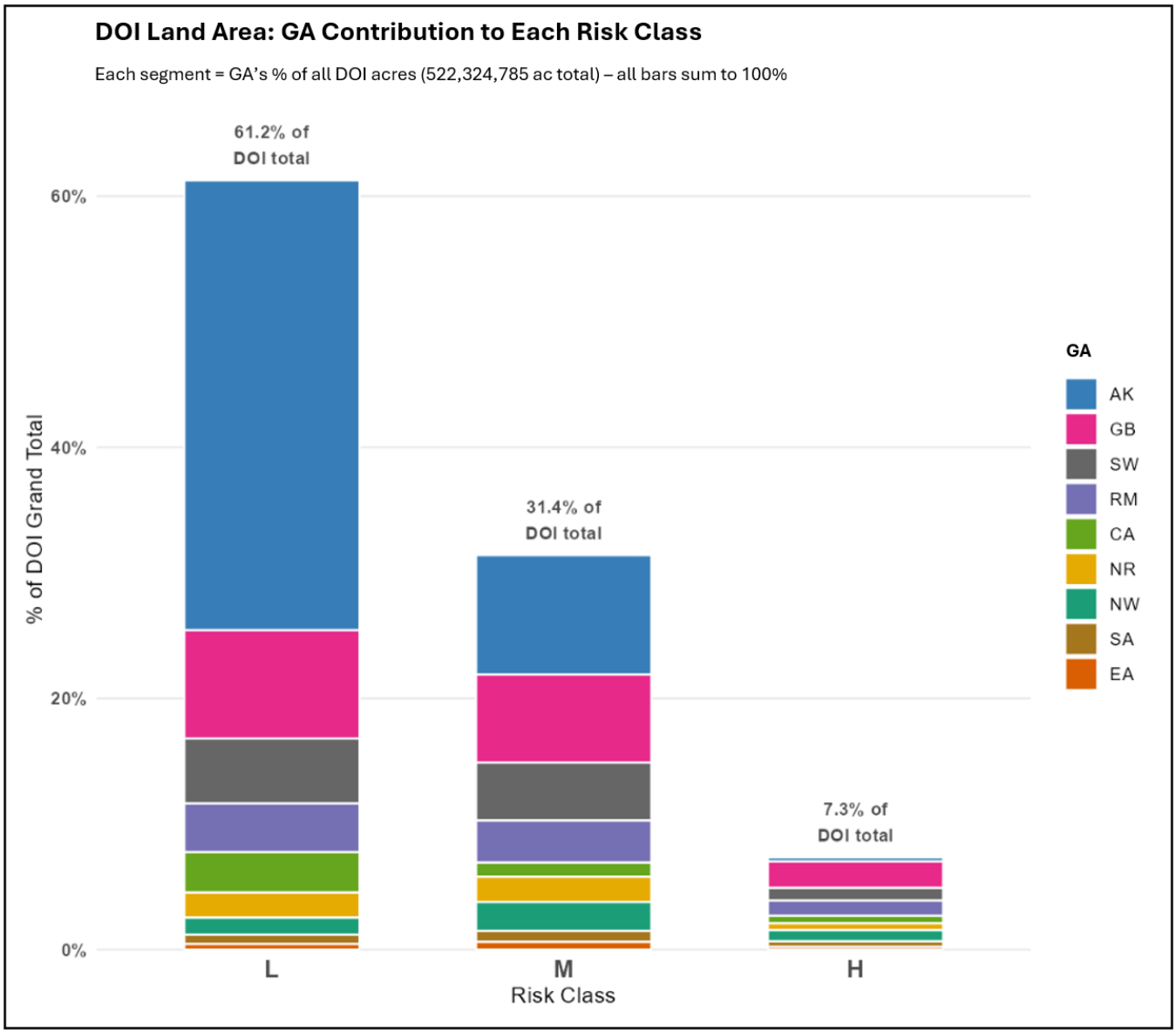



**Figure 4:** GA Contribution to each Fuels Risk class (i.e. Fuels Risk Matrix categories).

## 4) How to Access IFPRS

Since the risk map is available in IFPRS, hosted on the National Interagency Fire Center (NIFC) ArcGIS Online (AGOL), the instructions below should be used in 6) FY27 POW Lifecycle - Process Steps a) i) above.

a) Get Access to NIFC AGOL

You will not be able to access IFPRS or the Web Map without a NIFC AGOL account. You can request/update your NIFC AGOL account here: NIFC Org Support Hub and click on this button:

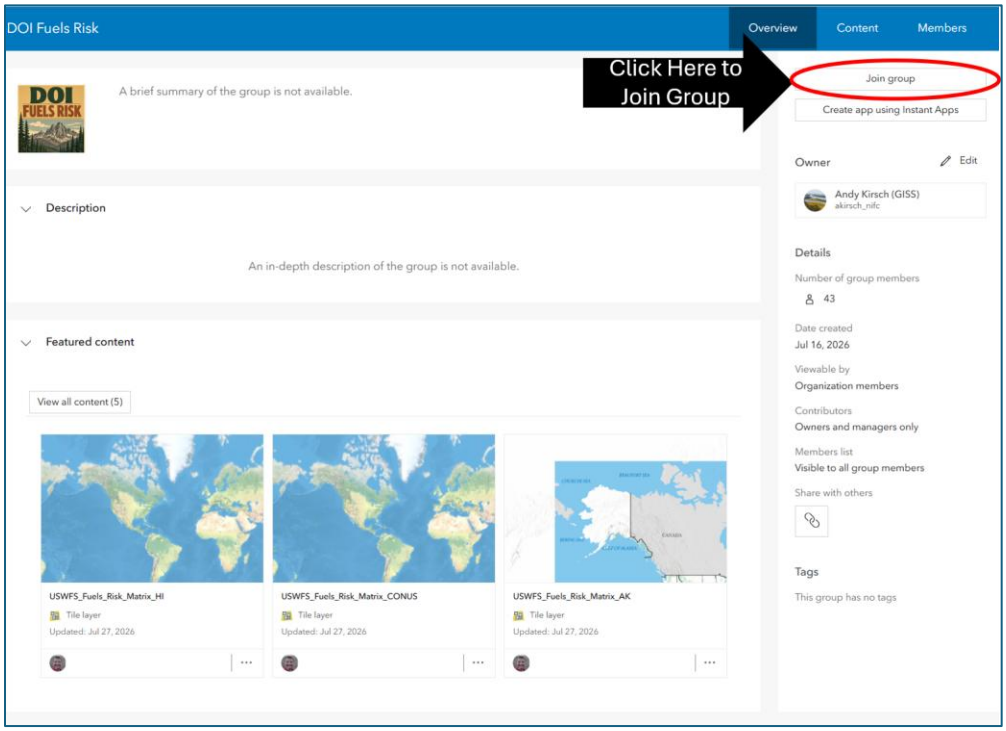

Fill out the form that opens and consequently submit it. You will be provided with an AGOL account that will allow you to access the maps as well as IFPRS.

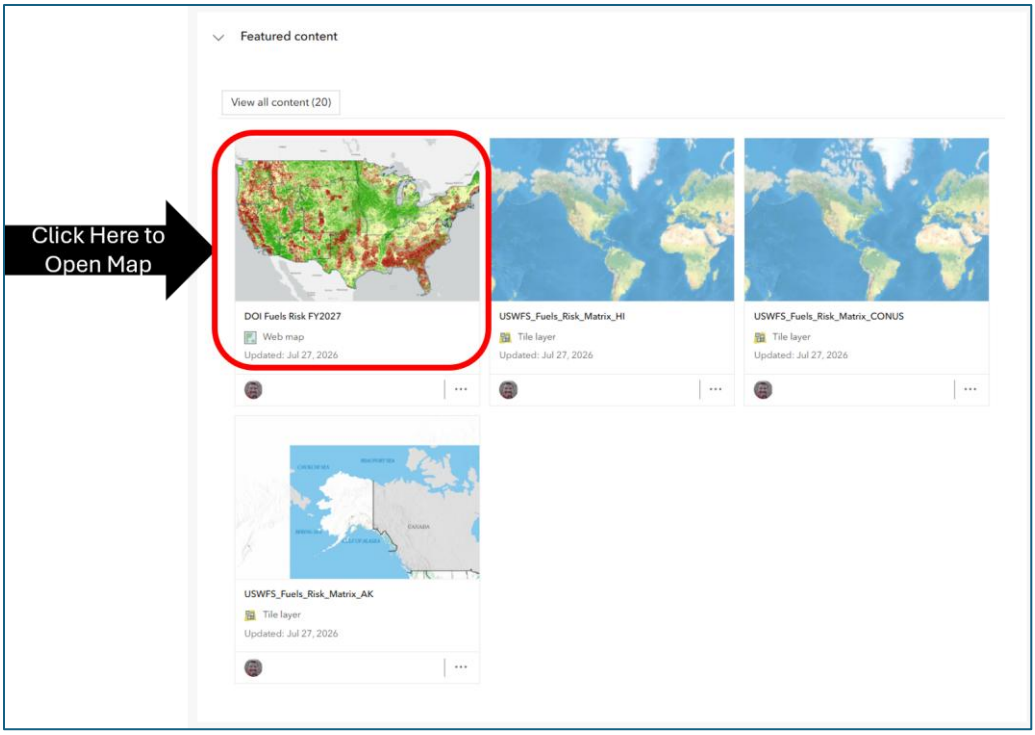
b) How to Request an IFPRS Account

Once you have an AGOL account, you can request access to an IFPRS account. You will need to provide your NIFC AGOL username for this, as well as the unit(s) for which you will be requesting access. The contact directory at this page will help you reach the correct people to request access: Contact | IFPRS.

## 5) Map Description and Functionality (in the event IFPRS is non-operational): https://arcg.is/rSiW11

With a NIFC AGOL account, you can access both IFPRS and maps. The USWFS Analytics group built a ***DOI Fuels Risk FY2027 Map***. (If you do not have AGOL access request an account by following 4.a above). Once you have a NIFC AGOL account, simply request access to the group and map here: https://arcg.is/Kjuem3, then click on JOIN GROUP button and then open the map as shown below.





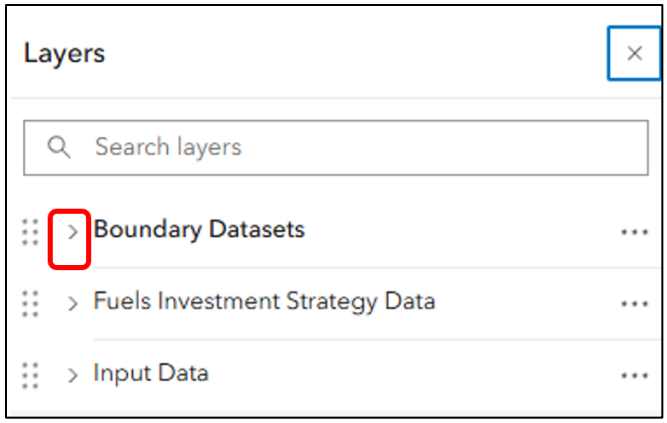

The map has several layers included for easier visualization (Table 3) and to enhance decision making processes with respect to the Fuels Program of Work. The layers are grouped into Boundaries, Fuels Investment Strategy Data, and Data Inputs groups, with the default view showing Interim GA Unit Boundaries overlaid on top of the Fuels Risk Matrix.

**Table 3**: Map Groups, and the layers within each group.

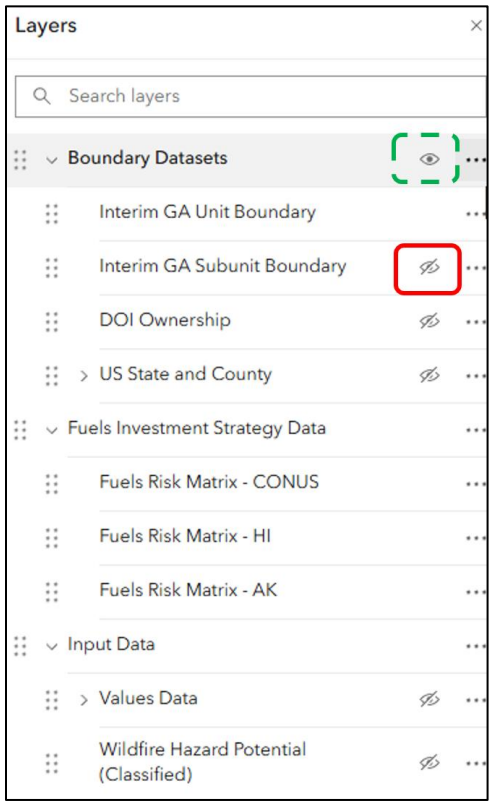
| Map Group | Layers/Rasters Included in Group |
|---|---|
| **Boundaries** | Layers include Interim GA unit boundaries, Interim GA subunit boundaries, DOI Ownership, US state and county boundaries |
| **Fuels Investment Strategy Data** | Fuels Risk Matrix rasters* |
| **Input Data** | Values rasters (Life, Property, Infrastructure, Combined Values)* |
| | WHP raster |

**NOTE: The values and fuels risk matrix rasters were generated based on 3 main geographies: Alaska (AK) only, Hawaii (HI) only, and the Continental US (CONUS) only, and their naming convention indicates this (e.g., Life Values – CONUS; Property Values – HI; etc.).*

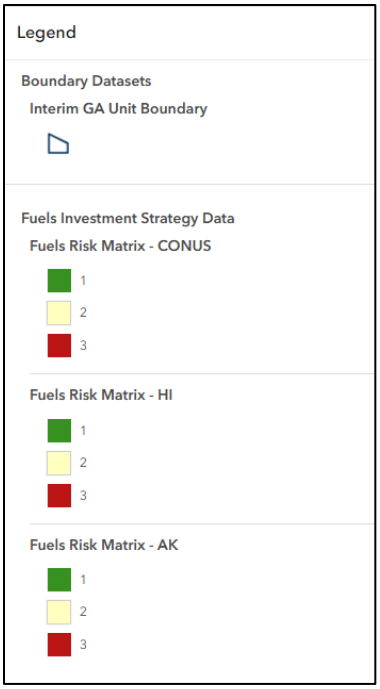
Navigating the map: Clicking on the Layers button will expand the grouped rasters and layers available to view in the map, and clicking on the arrow (in red box) to expand the layer will expand the list further:




Once in the expanded list, the layers can be turned on by clicking on the eyeball with the line through it (red box); to turn off a layer, hover your mouse over the empty space on the right-hand side and an eyeball should appear; click on the eyeball once it appears (green dashed box) to turn the layer off.




Clicking on the Legend button  will open and close the legend for only those layers that are visible in the map:




*NOTE: the legend for the Fuels Risk Matrix indicates a 1, 2, or 3. These represent Low (1, green), Moderate (2, yellow), and High (3, red) risk, based on the Fuels Risk Matrix Categories shown in Figure 1b.*