



# United States Department of the Interior

OFFICE OF THE SECRETARY  
Washington, DC 20240

## DOI WILDLAND FIRE PROGRAM POLICY MEMORANDUM No. 2022-001

To: Director, Bureau of Land Management  
Director, National Park Service  
Director, U.S. Fish and Wildlife Service  
Director, Bureau of Indian Affairs  
Commissioner, Bureau of Reclamation  
Director, U.S. Geological Survey

From: Jeff Rupert, Director – Office of Wildland Fire **JEFFERY RUPERT**  
Digitally signed by JEFFERY RUPERT  
Date: 2021.10.18 09:58:30 -04'00'

Subject: Guidance for Initial Fiscal Year 2022 Budget Allocations, Disaster Relief Funding Allocations, and Spend Plans for Burned Area Rehabilitation and Carryover Funding

Due Date: October 31, 2021 (for carryover spend plans and return of carryover from FY 2018 or earlier)  
November 15, 2021 (for updated Fuels Management and Burned Area Rehabilitation spend plans)

Effective Date: Immediately

Expiration Date: Remains in effect unless and until rescinded or modified

**Purpose:** This Policy Memorandum (PM) provides direction regarding initial budget allocations for Department of the Interior (DOI) Wildland Fire Management (WFM) programs and activities for Fiscal Year (FY) 2022, and allocations of disaster relief supplemental funding, based on Public Law 117-43, the *Extending Government Funding and Delivering Emergency Assistance Act*. In addition, this PM provides direction for WFM bureaus and offices to submit updated spend plans for FY 2022 for Fuels Management and Burned Area Rehabilitation and for carryover funding from FY 2021. Finally, this PM provides direction to return any carryover balances of funding from FY 2018 or earlier for which there are not specific obligation plans.

**Background:** Public Law (P.L.) 117-43:

- Authorizes continuing appropriations for FY 2022 from October 1 through December 3, 2021;
- Provides emergency supplemental funding for disaster assistance, including DOI WFM;
- Raises the premium pay cap for the pay of certain wildland fire employees for services performed during calendar year 2021 for DOI and the Department of Agriculture (USDA);

- Requires that DOI and USDA submit a report to Congress detailing the number of positions, occupations, grades, and pay, by type of pay, of positions where the premium pay authorization was applied; and
- Requires that DOI and USDA jointly provide a report to Congress, within 45 days of enactment of this law (i.e., by November 13, 2021), on the framework to modernize the wildland firefighting workforce.

**Coordination:** The Office of Wildland Fire (OWF) consulted WFM bureaus and offices in the development of this PM.

**Scope:** This PM applies to budget allocations and execution for the Bureau of Indian Affairs (BIA), the Bureau of Land Management (BLM), the U.S. Fish and Wildlife Service (USFWS), the National Park Service (NPS), and OWF.

This PM does not:

- Establish policies for administering the premium pay cap authorization provided for by P.L. 117-43. Separate guidance on implementing those provisions will follow; or
- Advise about the reporting requirements under P.L. 117-43 for the premium pay cap authorization or workforce modernization. Information about fulfilling these reporting requirements will follow.

**Existing Policy Affected:** DOI Wildland Fire Program PM 2020-004 (“Department of the Interior’s Fuels Management Program Priorities and Reporting Requirements”) and PM 2021-005 (“Budget Execution, Carryover, and Key Accomplishments (Fourth Quarter Fiscal Year 2021 Review and Plans)”)

**Authority:** Departmental Manual (DM) Part 620 Wildland Fire Management

**Time Frame:** This PM applies to funding made available under P.L. 117-43 for the period of October 1, 2021, through December 3, 2021 (the first Continuing Resolution for FY 2022). This period covers 64 days, which is 17.53 percent of FY 2022. In addition, this PM applies to \$100 million in emergency supplemental funding made available for WFM disaster assistance for Fuels Management and “burned area recovery.”

### **Policy:**

**Continuing Resolution:** WFM bureaus and offices must follow the Continuing Resolution (CR) terms and provisions outlined in the October 1, 2021, DOI Office of Budget (POB) memo, “Guidance for FY 2022 Funds Execution Under H.R. 5305, the Extending Government Funding and Delivering Emergency Assistance Act” (see Attachment 1 and its attachments: A, B, and C).

Under the terms of the CR, WFM bureaus and offices must manage funding consistent with FY 2021 enacted appropriations and may not assume enactment of funding in the FY 2022 President’s budget, in H.R. 4502 (which the House of Representatives passed July 29, 2021), or in the anticipated Senate subcommittee FY 2022 appropriations mark, including bill or report language. WFM bureaus and offices must manage prudently to maintain ongoing activities in a

manner that does not “impinge on final funding prerogatives,” per direction in the POB memorandum.

In planning funds execution for the full fiscal year, WFM bureaus and offices should execute the amounts provided by the CR but keep in mind the possibility that there may eventually be reductions from the FY 2021 full-year enacted levels. OWF is not holding funds in the WFM Parent account to cover such potential reductions. Allocation amounts for the CR portion of P.L. 117-43 are provided below in Table 1 (see also the allocations of disaster supplemental assistance, in Table 2).

**Table 1: Wildland Fire Management FY 2022 Allocations**  
**Public Law 117-43**  
**Continuing Resolution 1 Appropriations**  
Dollars in thousands

	<i><b>BIA</b></i>	<i><b>BLM</b></i>	<i><b>FWS</b></i>	<i><b>NPS</b></i>	<i><b>OWF</b></i>	<i><b>Parent</b></i>	<i><b>Total CR Funding</b></i>
<i>Preparedness</i>	\$ 11,793	\$ 34,493	\$ 5,100	\$ 7,183	\$ 2,073	\$ 206	\$ 60,848
<i>Suppression</i>	\$ 4,407	\$ 17,793	\$ 1,270	\$ 8,433	\$ 100	\$ 35,252	\$ 67,255
<i>Fuels Management</i>	\$ 8,641	\$ 18,011	\$ 5,361	\$ 5,379	\$ 860	\$ 308	\$ 38,560
<i>Burned Area Rehabilitation</i>	\$ 890	\$ 1,939	\$ 276	\$ 482	\$ 1		\$ 3,588
<i>Joint Fire Science Program</i>		\$ 525					\$ 525
<i>Unallocated - Reserved in Parent Account</i>						\$ 3,230	\$ 3,230
<i><b>Total Bureau Allocation</b></i>	<i><b>\$ 25,731</b></i>	<i><b>\$ 72,761</b></i>	<i><b>\$ 12,007</b></i>	<i><b>\$ 21,477</b></i>	<i><b>\$ 3,034</b></i>	<i><b>\$ 38,996</b></i>	<i><b>\$ 174,006</b></i>

The transfer of CR funds was completed October 7, 2021. OWF notified bureaus and offices and provided the Treasury transaction numbers.

Under the provisions of P.L. 117-43, funding provided under the CR is only available until December 3, 2021. Accordingly, all WFM bureaus and offices should closely monitor program expenditures under the CR and return any projected unallocated funds to OWF in a timely manner for re-allocation to other bureaus for the implementation of other priority work.

**Disaster Assistance:** P.L. 117-43 also provides \$100 million in emergency supplemental funding for WFM: \$55 million for Fuels Management and \$45 million for burned area recovery. This funding is available for obligation until expended. Allocation amounts for this emergency supplemental funding are provided below in Table 2.

**Table 2: Wildland Fire Management FY 2022 Allocations**  
**Public Law 117-43**  
**Disaster Relief Supplemental Appropriations**  
Dollars in thousands

	<i>BIA</i>	<i>BLM</i>	<i>FWS</i>	<i>NPS</i>	<i>OWF</i>	<i>Parent</i>	<i>Total Disaster Funding</i>
<i>Disaster Relief ~ Fuels Management</i>	\$ 11,066	\$ 29,078	\$ 6,958	\$ 7,898	\$ -	\$ -	\$ 55,000
<i>Disaster Relief ~ Burned Area Recovery</i>	\$ 15,473	\$ 23,568	\$ 1,077	\$ 4,882	\$ -	\$ -	\$ 45,000
<b><i>Total Bureau Allocation</i></b>	<b>\$ 26,539</b>	<b>\$ 52,646</b>	<b>\$ 8,035</b>	<b>\$ 12,780</b>	<b>\$ -</b>	<b>\$ -</b>	<b>\$ 100,000</b>

OWF and the bureaus are working to establish the accounts for this emergency supplemental funding. Once accounts are established, disaster relief funding will be transferred as indicated, and OWF will notify the bureaus once the transfers have been completed.

**Budget Guidance:** Please contact OWF if you anticipate priority needs through December 3, 2021, that cannot be met using the funds allocated in Tables 1 and 2 and other available funding.

In addition to the requirements in the POB memo and attachments, the following budget guidance and direction applies:

- Suppression Operations: The CR provides \$67.255 million for Suppression Operations in the WFM account. In accordance with policy and past practice, during the CR, OWF is allocating to the WFM bureaus a total of 40 percent of the ten-year average of suppression expenditures and retaining in the Parent account the remainder of the CR amount for Suppression Operations. The CR allocation is in addition to funding carried over from FY 2021. The basis for the CR allocation is the percent share that each bureau has of the ten-year rolling average of suppression spending. If high fire activity requires more funding than is available in your allocation for Suppression Operations, please contact OWF.
- Emergency Stabilization and Severity: Emergency Stabilization (ES) and Severity authority levels are capped at ten percent of the ten-year rolling suppression expenditure average for DOI. See Table 3, below.

The distribution of ES authority is based on the rolling ten-year average percentage of acres burned by bureau nationally, excluding Alaska. The percentages for FY 2022 are:

- BIA: 21.06%;
- BLM: 61.88%;
- USFWS: 7.84%; and
- NPS: 9.22%.

Severity authority is capped at \$32 million, with the balance held in reserve. The distribution of Severity authority is based on each bureau's base percentage split of the annual Preparedness appropriation. The percentages are:

- BIA: 18.48%;
- BLM: 57.24%;
- USFWS: 10.78%; and
- NPS: 13.50%.

**Table 3: FY 2022 Funding Authority**  
**Emergency Stabilization and Severity**  
Dollars in thousands

Bureau	BIA	BLM	FWS	NPS	Reserve	Total
Emergency Stabilization (ES) (Based on Percentages)	\$9,688	\$28,466	\$3,607	\$4,242	\$0	\$46,003
Severity	\$5,913	\$18,317	\$3,450	\$4,320	\$14,003	\$46,003

Regardless of the source of funding, obligations count against the funding authority caps. Recoveries of prior obligations do not increase the amount of obligation authority available in a given year. In the event that one or more bureaus anticipates that it will exceed its ES or Severity authority, OWF will coordinate and approve the redistribution of ES and/or Severity authority among bureaus, as warranted and following consultation with the WFM bureau directors. Any recommended increases to the ES or Severity caps are subject to approval by the Director, OWF, in collaboration with the WFM bureau directors.

- **Fuels Management:** P.L. 117-43 provides funding for Fuels Management (FM) through the CR and disaster relief supplemental funding. The CR provides \$38.650 million for FM for use through December 3, 2021. In addition, P.L. 117-43 provides \$55 million in disaster relief supplemental funding for FM.

WFM bureaus and offices should use the CR allocation, disaster relief supplemental funding, and carryover funding to fund the priority projects identified in their FY 2022 Spend Plan. Under the CR, FM activities undertaken within the WFM account are considered ongoing activities, and they are not prohibited by P.L. 117-43. WFM bureaus and offices should

ensure adequate funding for staff, including continuing to implement hiring in support of workforce transformation, and necessary program activities. Furthermore, they should leverage opportunities to use allocations to actively implement fuels treatments.

By ***November 15, 2021***, bureaus should submit an updated FY 2022 spend plan that incorporates plans for the additional \$55 million provided in the disaster relief supplemental funding. For additional guidance on implementing FM, please refer to PM 2020-004.

- Burned Area Rehabilitation: P.L. 117-43 provides funding for Burned Area Rehabilitation (BAR) through the CR and for “burned area recovery” through disaster relief supplemental funding. The CR provides \$3.588 million for BAR for use through December 3, 2021. In addition, P.L. 117-43 provides \$45 million in disaster relief supplemental funding for burned area recovery.

“Burned area recovery” will be considered synonymous with “burned area rehabilitation” for the purposes of using the disaster relief funding, consistent with information that we have on Congress’ intent. WFM bureaus and offices should use the CR allocation, disaster relief supplemental funding, and carryover funding to fund the priority BAR projects identified in their FY 2022 Spend Plan (see below and Attachment 2). Under the CR, BAR activities undertaken within the WFM account are considered ongoing activities, and they are not prohibited by P.L. 117-43. WFM bureaus and offices should fund their priority BAR projects as identified in the National Fire Plan Operations and Reporting System (NFPORS) and within their respective CR and disaster supplemental allocation amounts.

By ***November 15, 2021***, bureaus should submit a full-year BAR spend plan and bureau prioritization criteria, as required by 620 DM 7 (see Attachment 2 for the template), inclusive of the additional \$45 million in disaster relief supplemental funding. Bureaus also should enter all projects in NFPORS and include in the spend plan only those projects that are approved by leadership.

- Joint Fire Science Program: The CR provides \$525,000 for the Joint Fire Science Program through December 3, 2021. Under the terms of the CR, only the minimum amount of funding that is needed to continue operations should be expended.
- Facilities Construction and Maintenance: The CR provides \$3.230 million for Facilities Construction and Maintenance through December 3, 2021. However, no funding is allocated for Facilities Construction and Maintenance at this time, and no minimum funding is necessary to continue operations. OWF will reserve this funding in the Parent account for priority projects, as needed.
- Carryover: By ***October 31, 2021***, bureaus and offices should submit updated carryover spend plans using the template they used to respond to PM 2021-005 (see Attachment A to PM 2021-005 for the templates; the OWF Budget Officer will provide additional guidance by email on some portions of the template that can be left out this time). When submitting the

updated carryover spend plans, please include the previous spend plans in the same workbook and distinguish between the previous and current plans (e.g., using dates).

As discussed in PM 2021-005, OWF is coordinating with WFM bureaus to review all carryover balances of funding from FY 2018 or earlier. For those amounts that remain unobligated and for which a bureau does not have firm plans to obligate the funding for approved purposes, OWF requests that bureaus return those funds to the WFM Parent account by ***October 31, 2021***. Returned funds will then be available to be reallocated for priority program needs.

**Contacts:** For more information, you may contact Stephen Elmore ([stephen\\_elmore@ios.doi.gov](mailto:stephen_elmore@ios.doi.gov)) or Kimberly Salwasser ([kimberly\\_salwasser@ios.doi.gov](mailto:kimberly_salwasser@ios.doi.gov)) about the PM generally, or Kristy Swartz ([kristy\\_swartz@ios.doi.gov](mailto:kristy_swartz@ios.doi.gov)) regarding Fuels Management and Burned Area Rehabilitation.

cc: DOI WFM Executives  
DOI WFM Directors

Attachments:

- 1 – DOI Office of Budget memo, “Guidance for FY 2022 Funds Execution Under H.R. 5305, the Extending Government Funding and Delivering Emergency Assistance Act”
  - A – Office of Management and Budget Bulletin No. 21-05, “Apportionment of the Continuing Resolution(s) for Fiscal Year 2022”
  - B – DOL Table for CR through December 3, 2021
  - C – Text of P.L. 117-43
- 2 – BAR Spend Plan Template