



# United States Department of the Interior

OFFICE OF THE SECRETARY  
Washington, DC 20240

## DOI WILDLAND FIRE PROGRAM POLICY MEMORANDUM No. 2022-006

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: Jeffery Rupert, Director – Office of Wildland Fire

Subject: Guidance for Initial Fiscal Year 2022 Budget Allocations and Execution for the Infrastructure Investment and Jobs Act (Public Law 117-58)

Due Date: Does not apply

Effective Date: Immediately

Expiration Date: Remains in effect unless rescinded or modified

**Purpose:** This Policy Memorandum (PM) provides direction regarding budget allocations and execution for the Department of the Interior’s Wildland Fire Management (WFM) program for Fiscal Year (FY) 2022, based on the funding and provisions of the Infrastructure Investment and Jobs Act, or “Bipartisan Infrastructure Law,” Public Law (P.L.) 117-58.

**Background:** [P.L. 117-58](#) was enacted November 15, 2022. Division D, Section 40803 authorizes funding for a number of important purposes for Interior’s WFM program. Division J, Title VI details appropriations totaling \$1,458,000,000 for the WFM account, including \$407,600,000 for FY 2022. For more information on the authorizations and appropriations, see *Attachment 1*, the initial spend plan. For more information on Interior’s initial coordination related to the Bipartisan Infrastructure Law, see *Attachment 2*. The direction in this PM supports implementation of the Department of the Interior’s Five-Year Monitoring, Maintenance, and Treatment Plan, required by the section 40803(j)(1) of P.L. 117-58. The Five-Year Plan provides a strategic roadmap for working collaboratively with partners to reduce wildfire risk.

**Coordination:** The Office of Wildland Fire (OWF) consulted Interior’s WFM bureaus in developing 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 (FWS), the National Park Service (NPS), OWF, and any other bureaus or offices that receive WFM BIL funding (P.L. 117-58) during FY 2022 or later.

**Existing Policy Affected:** None

**Authority:** Departmental Manual (DM) Part 620 Wildland Fire Management; Bipartisan Infrastructure Law (BIL; P.L. 117-58)

**Time Frame:** This PM applies to funding made available under P.L. 117-58 for FYs 2022 through 2026 and allocates funding made available beginning in FY 2022.

**Policy:**

**Budget Allocations:** See Table 1 (below) for allocation amounts under this PM from P.L. 117-58 for FY 2022, by bureau or office. The WFM bureaus and offices should begin to obligate this funding, consistent with policy guidance and decisions of the Interior Fire Executive Council (IFEC) and with Interior, Administration, and congressional reporting requirements for BIL funding. OWF will notify bureaus of Treasury transaction numbers once transfers are completed.

**Table 1**  
**Initial Allocations of FY 2022 Funding**  
**from the Infrastructure Investment and Jobs Act (P.L. 117-58)**  
Dollars in thousands/ A

Activity or Subactivity	BIA	BLM	FWS	NPS	OWF	Parent Account/ B	Total Available/ C
<b>Preparedness</b>	84	50	50	50	1,670	73,656	<b>75,560</b>
<b>Fuels Management</b>	16,388	38,210	11,433	11,236	2,142	171,888	<b>251,297</b>
<b>Burned Area Rehabilitation</b>	4,691	10,219	1,455	2,540	0	56,715	<b>75,620</b>
<b>Joint Fire Science Program</b>	0	3,085	0	0	0	0	<b>3,085</b>
<b>TOTAL Allocation by Bureau/Office</b>	<b>21,163</b>	<b>51,564</b>	<b>12,938</b>	<b>13,826</b>	<b>3,812</b>	<b>302,259</b>	<b>405,562</b>

A/ Allocations are rounded to the nearest thousand dollars for presentation in this table.

B/ \$1,575,000 in funding for Fuels Management and \$525,000 in funding for Burned Area Rehabilitation held in the Parent account will be transferred to FWS's Office of Ecological Services, as discussed in this PM.

C/ "Total Available" amounts by activity or subactivity are after the directed transfer of 0.5 percent of all appropriations to the Office of the Inspector General.

**Administrative Costs:** All funding provided to Interior's WFM program through the BIL is subject to a cap on administrative costs of 3.0 percent. On February 4, 2022, the Department provided guidelines, limits, and procedures for funding the administrative costs associated with the implementation of the BIL (see *Attachment 3*). The guidelines place the responsibility for documenting and ensuring compliance with administrative funding requirements and limits with the respective program.

BIL Program leadership:

- Is responsible for documenting and ensuring compliance with administrative funding requirements and limits.
- Should include administrative cost allocations, if needed, concurrent with any programmatic funding allocations provided to other organizations.
- Should maintain documentation of total allocations (administrative and program) at the BIL Program level and the organization receiving the allocation.

Each bureau or office is responsible for applying the guidelines, documenting the bureau's or office's application of the guidelines, tracking administrative costs, and ensuring that the bureau or office does not exceed the cap of 3.0 percent on administrative costs for its allocated funding (see also "Budget and Project Codes," below). The cap is applied to the bureau's or office's total allocated BIL funding made available from appropriations for a particular fiscal year. For

example, this PM allocates some of the BIL funding appropriated for FY 2022, and subsequent PM(s) will allocate additional funding made available for FY 2022. The cap of 3.0 percent is applied to the bureau's or office's total allocations of FY 2022 BIL funding over time, and the same restriction will apply to appropriations made available for subsequent fiscal years.

The bureau or office is not required to apply the cap to each particular transaction or use of funding but is responsible for managing and monitoring BIL funding to ensure that the bureau or office does not exceed the cap on its total allocations of BIL funding from a particular fiscal year's appropriations. If a bureau or office identifies a challenge complying with the cap for a particular activity, sub-activity, or purpose, please contact OWF to discuss how the need can be managed within the overall WFM program.

Following is a summary of administrative costs under the BIL for Interior's WFM program (see also *Attachment 3*):

- **ADMINISTRATIVE AND PROGRAMMATIC COSTS**

Administrative costs generally consist of those activities to support the management, oversight, and execution of projects and programs. Examples of administrative activities include human resources, acquisition, legal, communications, budget, and financial management.

In the WFM program, "administrative costs" are defined as the costs of positions or activities of personnel or entities that perform work of a general nature that supports multiple program areas in the Department or work performed by an interagency partner and cannot be directly related fully to one or more specific Interior BIL WFM program activities or outputs.

WFM Administrative Costs: The cost of a human resources, acquisition, legal, communications, budget, financial, or other technical support position or activity carried out by an employee who is not employed by one of the WFM bureaus or offices is typically "administrative." For example, this includes personnel and work of the Department's Offices of Human Capital, Acquisition and Property Management, the Solicitor, Budget, and Financial Management; the Working Capital Fund; and the BIL Program Management Office.

WFM Programmatic Costs: The cost of a human resources, acquisition, legal, communications, budget, financial management, or other technical support position or activity carried out by an employee fully assigned by one of the bureaus or offices to

perform BIL WFM-related work is typically considered a “programmatic cost” and not subject to the BIL’s cap on administrative costs (see also the restriction on augmentation and reimbursement of accounts receiving resources through the annual appropriations process, below). This definition reflects that a variety of positions that support Interior’s WFM program provide programmatic support to Interior’s wildland firefighters.

Administrative functions carried out by Tribal Nations to execute their responsibilities, agreements, and contracts with respect to WFM are programmatic, not administrative, costs.

- **RESTRICTION ON AUGMENTING RESOURCES FROM THE ANNUAL APPROPRIATIONS PROCESS**

The BIL funds may not be used to augment or reimburse accounts receiving resources through the annual appropriations process (e.g., fixed costs, travel, supplies, contractual services, salaries and benefits of permanent federal employees) unless a clear link to BIL projects and programs is established that will withstand the scrutiny of an auditor.

Congress provided BIL funding for Interior’s WFM as supplemental funding to the WFM program’s existing activities: specifically, Preparedness, Fuels Management, Burned Area Rehabilitation, and Joint Fire Science. Each bureau or office is required to establish procedures that comply with this restriction. Furthermore, each bureau or office must ensure that the procedures are applied consistently within the bureau or office and with partners, and to maintain adequate records to distinguish expenditures using BIL and non-BIL funding (see also “Budget and Project Codes,” below).

- **INCREMENTAL INCREASES IN ADMINISTRATIVE REQUIREMENTS**

To the extent that BIL funding is supplemental to an existing program, BIL funding should only be used for administrative expenses for the incremental increase in administrative requirements directly associated with the BIL program. Bureaus/Offices are responsible for maintaining documentation that justifies the direct link to BIL projects for all expenses categorized as administrative.

**Budget and Project Codes and Reporting:** OWF’s budget and program staff are working with bureau/office budget and program staff to determine the best way to meet the record-keeping and reporting requirements for BIL. Requirements may change over time, but the WFM program is establishing budget and project codes and reporting that are flexible to be adapted to each bureau’s/office’s systems and processes while complying with the guidelines and reporting requirements of the Department, the Administration, and Congress.

For budgeting and financial management, Interior is required to report on funding provided through the BIL under a Disaster Emergency Fund Code (DEFC) designation and using a unique Financial and Business Management System (FBMS) Fund that is not commingled with any other funding in the Treasury Account. This coding and reporting will facilitate the development of automated, centralized reporting at the appropriate program, project, and/or object class level for all funding. These requirements have been shared with the WFM budget leads, who are implementing them in their bureau's/office's financial and budget systems, including payroll.

Bureaus and offices participating in the WFM program also will support reporting on the status of BIL funds used for administrative costs. Bureaus/offices should establish the appropriate FBMS master data and master data mappings to support automated Department-wide reporting of administrative costs. Administrative costs must be coded in the FBMS master data distinct from project funding to enable aggregation of administrative costs. The Department's Office of Budget provided guidance on implementing this requirement.

For Fuels Management and Burned Area Rehabilitation, the WFM bureaus are coding projects entered in the National Fire Plan Operations and Reporting System (NFPORS) and the Vegetation Management Action Portal (VMAP) to reflect the bureau's final full-year FY 2022 allocation under P.L. 117-103, as well as disaster relief supplemental and BIL funding. Bureaus will update that information from time to time (see "Fuels Management," below).

As BIL reporting requirements develop, OWF will provide additional guidance.

**Service First:** Bureaus and offices supporting Interior's WFM programs and activities are encouraged to make use of Service First, a partnership initiative authorized by the Consolidated Appropriations Act, 2012 (P.L. 112-74, Section 422) and the Consolidated Appropriations Act, 2014 (P.L. 113-76, Section 430). Service First is available to all agencies of the Departments of the Interior and Agriculture (USDA). It provides a framework for cooperation to improve effectiveness and efficiency in implementing the three objectives of Service First: (1) improved customer service, (2) increased operational efficiency, and (3) enhanced stewardship of Federal lands and resources. P.L. 112-74 authorized the initiative permanently, and P.L. 113-76 extended the authority to all bureaus and offices of Interior and USDA.

One of the benefits of using the Service First authority is that it allows the agencies not to assess indirect costs in their budget agreements involving Interior or USDA parties. Only in certain limited situations under Service First should indirect costs be applied and, if indirect costs are assessed, they should be assessed at a reduced rate. If the servicing entity determines that it will create a financial burden to process the agreement, then the servicing entity can negotiate an indirect rate with the requesting entity.

**Justice40:** Justice40 is a Presidential Initiative committed to delivering 40 percent of the overall benefits of Federal climate, clean energy, affordable and sustainable housing, clean water, and other investments to disadvantaged communities that have been historically marginalized, underserved, and overburdened by pollution. The initiative is the implementation of Executive Order 14008 (January 27, 2021), on *Tackling the Climate Crisis at Home and Abroad*, as directed by White House Office of Management and Budget (OMB) memorandum OMB M-21-28, *Interim Implementation Guidance for the Justice40 Initiative* (July 20, 2021). Implementation of portions of the WFM program will be reported using tools under development by the White House Council on Environmental Quality and reporting protocols to be determined by OMB.

**Preparedness:** P.L. 117-58 provides \$75,940,000 for Preparedness for FY 2022. This funding is available until expended. The WFM program is required to transfer 0.5 percent (\$379,700) to the Office of the Inspector General (OIG).

This PM allocates \$1,904,000 of the remaining \$75,560,300 for the purposes identified below. The other \$73,656,300 will remain in the WFM Parent account and be allocated as additional needs are identified.

**Mental Health:** \$1,904,000 total to BIA, BLM, FWS, NPS, and OWF (see Table 1, above) for program staff to develop and implement strategies to improve the mental health of wildland firefighters (two staff for BIA; one each for the other bureaus and OWF); and for contracts for mental health services and a one-time stakeholder engagement. Funding for the contracts is being allocated to OWF. The personnel funding reflects the estimated costs for the final four months of FY 2022. Full-year funding for the positions will be allocated in subsequent fiscal years in support of the bureau-level mental health programs.

**Fuels Management:** P.L. 117-58 provides \$252,560,000 for Fuels Management for FY 2022. This funding is available until expended. The WFM program is required to transfer 0.5 percent (\$1,262,800) to OIG.

This PM allocates \$80,984,000 of the remaining \$251,297,200 for purposes identified in the BIL and summarized below. The other \$170,313,200 will remain in the WFM Parent account and be allocated as additional needs are identified.

By June 17, 2022, WFM bureaus, please identify work approved for BIL funding in NFPORS using the Bureau Approval Date.

- Actions planned for implementation using BIL funding should:

- have a “Planned Direct Cost” of \$0, and
- capture planned costs using the “Planned Joint/Contributed Cost/Labor” field with the “Contributor”<sup>1</sup>:
  - Fuels Management – BIL, General
  - Fuels Management – BIL, Thinning (c11)
  - Fuels Management – BIL, Prescribed Fire (c13)
  - Fuels Management – BIL, Control Locations (c14)
  - Fuels Management – BIL, Laborers (c15)

By October 15, 2022, please report on annual accomplishments completed with BIL funding for Fuels Management, consistent with DOI Wildland Fire Program PM No. 2020-004.

OWF plans to issue one or more separate policy memorandum/a that implements short-term policy changes that:

- Describes multi-year reporting and out-year funding levels to plan to; and
- Clarifies existing policy and interpretations.

Table 1 (above) shows total allocations of BIL Fuels Management funding by bureau/office under this PM. The allocations include funding for the following Fuels Management purposes identified in the BIL:

- Workforce for Fuels Management: Within the total allocations in Table 1, bureaus should add staff necessary to implement BIL-funded fuels management funded work. Staff may include environmental, clean air, endangered species, and historic preservation compliance specialists; contracting, human resources, and data management staff; and staff necessary to hire for, plan, implement, and track fuels management projects.
- Designated Funding for Tribal Contract Support: \$1,500,000 to BIA to fund the contract support costs of 638 contracted and self-governance compacted Tribal wildland fire programs in implementing BIL fuels management.
- Service Level Agreements and Departmentwide Activities:
  - FWS – Ecological Services: \$1,575,000 transfer to FWS Office of Ecological Services’ BIL fund account to pay for BIL-related project Endangered Species Act

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<sup>1</sup> Planned costs and actual expenditures identified in the “Contributor” categories must be consistent with purposes described in the related subsections of P.L. 117-58 (e.g., 40803 - (c)11, 13, 14, 15 and Division J, Title 6, Department-wide Programs Wildland Fire Management, paragraph 2).



consultations for all WFM bureaus for Fuels Management projects funded through BIL (see a related allocation of Burned Area Rehabilitation funding, below).

- Cross-Boundary Collaboration and Mapping Tool for Fuels Management: \$1,000,000 to OWF to execute an Interagency Agreement with USDA Forest Service for the Forest Service to fund further work by the National Association of State Foresters on a cross-boundary collaboration and mapping tool for fuels management that was the subject of a pilot program a few years ago.
- U.S. Geological Survey (USGS) Scientific Support: \$550,000 to OWF to fund a reimbursable service agreement with USGS to support wildland fire science needs to communicate the relationship of Interior's fuels treatments to priority risk reduction and a strategic monitoring framework to describe risk reduction from completed projects.
- Interior Project Management Office (PMO) for BIL: \$263,000 to OWF to pay the assessment by the Interior Department for central administrative costs of BIL implementation managed by the PMO.

**Burned Area Rehabilitation:** P.L. 117-58 provides \$76,000,000 for Burned Area Rehabilitation (BAR) for FY 2022. This funding is available until expended. The WFM program is required to transfer 0.5 percent (\$380,000) to OIG.

This PM allocates \$19,430,000 of the remaining \$75,620,000 for purposes identified in the BIL (see Table 1). The other \$56,190,000 will remain in the WFM Parent account and be allocated as additional needs are identified.

The allocation for OWF includes funding for the following BAR purpose identified in the BIL:

- Service Level Agreements and Departmentwide Activities:

FWS – Ecological Services: \$525,000 transfer to FWS Office of Ecological Services' BIL fund account to pay for BIL-related project Endangered Species Act consultations for all WFM bureaus for BAR projects funded through BIL (see a related allocation of Fuels Management funding, above).

By June 17, 2022, WFM bureaus, please identify work approved for funding in NFPORS or VMAP using the Bureau Approval Date.

- Actions planned for implementation using BIL funding should:
  - have a "Planned Direct Cost" of \$0

- Identify planned costs using the Planned Joint/Contributed Cost/Labor field with the “Contributor”<sup>2</sup> of “Rehabilitation-BIL”.

Additional needs beyond the initial allocation may be identified in NFPORS/VMAP, and distributions will be updated monthly as needs are identified.

By October 15, 2022, WFM bureaus, please report on annual accomplishments completed with BIL funding for BAR, consistent with DOI Wildland Fire Program PM No. 2020-009.

OWF plans to issue one or more separate policy memorandum/a that implements short-term policy changes in time for fire season that:

- Describes multi-year reporting and out-year funding levels to plan to; and
- Clarifies existing policy and interpretations.

In addition, OWF, in coordination with the WFM bureaus, will update the Departmental Manual Chapter 7 and develop and finalize a handbook to support consistent implementation of post-fire rehabilitation requirements.

**Joint Fire Science Program:** P.L. 117-58 provides \$3,100,000 for the Joint Fire Science Program (JFSP). The funding is available until expended. The WFM program is required to transfer 0.5 percent (\$15,500) to OIG. This PM allocates all of the remaining \$3,084,500 to BLM (see Table 1, above).

**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)) regarding budget allocations, Ketti Spomer ([katherine\\_spomer@ios.doi.gov](mailto:katherine_spomer@ios.doi.gov)) regarding the policy decisions and guidance reflected in this PM, or Kristy Swartz ([kristy\\_swartz@ios.doi.gov](mailto:kristy_swartz@ios.doi.gov)) regarding the Fuels Management or BAR guidance.

cc: Interior WFM Executives  
Interior WFM Directors  
Interior WFM Budget Staff

Attachments:

1. Initial Spend Plan, Bipartisan Infrastructure Law, Department of the Interior, Wildland Fire Management, February 14, 2022

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<sup>2</sup> Planned costs and actual expenditures identified in the Rehabilitation-BIL “Contributor” category must be consistent with purposes described in the related subsections of P.L. 117-58, (40803 - (c)16 and Division J, Title 6, Department-wide Programs Wildland Fire Management, paragraph 3).

2. Coordination Paper for Interior Fire Executive Council, Bipartisan Infrastructure Law, Department of the Interior, Wildland Fire Management, March 1, 2022
3. Administrative Cost Guidelines, Bipartisan Infrastructure Law, Department of the Interior, February 4, 2022