



United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, DC 20240

January 13, 2020

OWF POLICY MEMORANDUM 2020-003

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

Subject: Final Guidance for Fiscal Year 2020 Funds Execution and Wildland Fire Management Budget Allocations

Purpose: This memorandum provides direction regarding the DOI Wildland Fire Management (WFM) budget allocations for Fiscal Year (FY) 2020, based on Public Law (P.L.) 116-94, Further Consolidated Appropriations Act, 2020, which was signed into law on December 20, 2019. The Act authorizes appropriations for the Department of the Interior (DOI) through September 30, 2020.

Scope: This memorandum outlines budget allocation amounts for WFM funded programs and activities for the Bureau of Indian Affairs (BIA), the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), the National Park Service (NPS), the Office of Wildland Fire (OWF) and the Department-wide activities. This memorandum supplements previously issued FY 2020 budget guidance in OWF Policy Memoranda 2020-001 and 2020-002.

Time Frame: P.L. 116-94 covers FY 2020 from October 1, 2019 to September 30, 2020. This Policy Memorandum is effective immediately and remains in effect until rescinded or modified.

Policy: Bureau allocation amounts for the FY are provided in Attachment 1. Bureaus will be notified of Treasury transaction numbers once the transfers are completed.

In addition, the following budget guidance and direction applies:

SUPPRESSION

Suppression Operations: The Suppression Operations funding allocations represent approximately 40 percent of the enacted level of funding. The basis for the allocation is the percent share each bureau has of the ten-year rolling average. The remaining 60 percent is held in the Parent Account. As in previous years, the remaining Suppression funding will be allocated

based on seasonal activity. Bureaus should identify and request additional allocations, as the need arises.

Wildfire Suppression Operations Reserve Fund: In addition to the enacted level of funding for Suppression Operations, P.L. 116-94 provides \$300 million in additional new budget authority, to remain available until transferred, in the Wildfire Suppression Operations Reserve Fund. This cap adjustment is available for wildfire suppression operations in the fiscal year in which such amounts are transferred. OWF will work with the bureaus to monitor Suppression obligations continuously through the end of the FY in order to anticipate and inform transfer plans, as needed. In order to facilitate transparency and documentation of funding transferred from the cap adjustment, this funding will be tracked through a separate functional area than the WFM program Suppression Operations functional area. More guidance will be provided upon transfer.

Emergency Stabilization (ES) and Severity: ES and Severity authority levels are capped at ten percent of the ten-year rolling suppression expenditure average for the Department of the Interior (DOI).

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 2020 are: BIA, 19.68%; BLM, 64.41%; FWS, 7.71%; and NPS, 8.20%.

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%; FWS, 10.78%; and NPS, 13.50%.

FY 2020 Funding Authority levels (\$000) are shown below:

Bureau	BIA	BLM	FWS	NPS	Reserve	Total
Emergency Stabilization (ES) (Based on Percentages)	\$7,550	\$24,711	\$2,958	\$3,146	-	\$38,365
Severity	\$5,913	\$18,317	\$3,450	\$4,320	\$6,365	\$38,365

Obligations, regardless of where the funding comes from, count against the funding authority caps; recoveries do not increase the amount of obligation authority available in a given year. In the event one or more bureaus anticipates that it will exceed its ES or Severity authority, OWF, in collaboration with the bureau Fire Directors, will coordinate and approve the redistribution of ES and/or Severity authority between bureaus, as warranted. Any recommended increases to the ES or Severity caps are subject to approval by the Director of OWF in collaboration with the bureau Fire Directors.

FUELS MANAGEMENT

Fuels Management: Within the Fuels Management program, \$185 million is allocated for base project work and Department-wide activities. All projects should follow the program guidance

included in OWF Policy Memorandum 2019-009 (*Fuels Management Program Framework and Spend Plan Guidance for FY2020*). Bureaus must submit updated spend plans that reflect the highest priority projects funded by their full-year allocation amounts identified in Attachment 1.

Bureaus should ensure adequate funding for staff and necessary program activities and leverage opportunities to utilize their allocations to actively implement fuels treatments. Internal management controls for hiring of personnel should be followed. Bureaus are encouraged to request cross-bureau coordination assistance from OWF if their servicing human resources office may not be able to meet hiring demand and timelines.

Southern Border Fuels Management Initiative Projects: Bureaus should continue to prioritize implementation of the Southern Border Fuels Management Initiative (SBI). SBI projects that were fully funded in FY 2018 are authorized to use carryover funds to continue project implementation. Additionally, the following projects that were approved in FY 2019 and that have remaining unmet out-year needs are funded at the following levels in FY 2020, using a combination of FY 2020 funds and carryover funding held in the Parent account:

Project Name	Bureau	FY 2020 Allocation
California Border Fuels Project	BLM	\$1,046,000 <i>FY 2020 = \$898,051 Carryover = \$147,949</i>
Tijuana Slough NWR	FWS	\$10,000
Lower Rio Grande Valley NWR - Fuel Break Maintenance	FWS	\$175,000
Lower Rio Grande Valley NWR - Hazardous Fuel Reduction	FWS	\$660,000
Everglades and Biscayne Coastline	NPS	\$199,952
Total:		\$2,090,952 <i>Total FY 2020 = \$1,943,003 Total Carryover = \$147,949</i>

This allocation prioritizes available funds to fulfill the FY 2020 funding requests for these SBI projects. Funding for these projects have been transferred.

Departmental Priority Projects: The remainder of the Fuels Management enacted level of funding is reserved in the Parent account to carry out targeted Fuels Management activities and projects that support the Department and Administration's priorities. This includes projects that address high hazard potential and high burn probability in areas that are in close proximity to communities in California. All projects should focus on the wildland urban interface and at-risk communities and resources where conditions are conducive to wildfire and pose a significant

threat to life, infrastructure and property. Projects should also strive to reduce human caused ignitions and support effective and efficient wildfire response. Additionally, bureaus are encouraged to consider funding strategies that support the implementation of workforce planning priorities.

Bureaus are advised to reach out to the OWF Fuels Leads to discuss target funding levels in formulating their spend plan updates for these projects. Once the spend plans are approved, funding will be transferred, and each Bureau will be notified when the transfer is complete.

Fuels Management Spend Plan Updates:

Consistent with direction under the broader fuels program, the Fuels Management allocation identified in Attachment 1 and related SBI and Departmental Priority Projects must be identified on the final Bureau Fuels Management 2020 spend plans. Spend plans are due to OWF by January 15, 2020 along with accomplishment reporting for the first quarter of FY 2020 (ending December 31, 2019) in the National Fire Plan Operations Reporting System (NFPORS).

OTHER ACTIVITIES

Workforce Planning: In light of OPM's recent decision to allow temporary hires to work 1,730 hours each year, bureaus may want to reconsider appointment durations and the mix of career seasonal and temporary seasonal employees.

Burned Area Rehabilitation (BAR): Bureaus are expected to fund the highest priority projects identified in their FY 2020 Spend Plans. All projects must be entered into NFPORS.

Final FY 2020 BAR spend plans are due to OWF by January 15, 2020.

Facilities: Facilities is funded at \$18.4 million. The project level descriptions can be found in the "Wildland Fire Five Year Construction/Deferred Maintenance Plan Summary," as coordinated through the DOI Wildland Fire Facility Group and approved by the bureau Fire Directors on January 8, 2020. The \$18.4 million in enacted funding will fully fund 15 projects; in addition, \$416,000 is allocated for Architectural and Engineering Design.

Joint Fire Science Program: For the Joint Fire Science program, the full-year funding level of \$3 million is allocated.

Carryover: OWF strongly encourages bureaus to obligate prior year funding, including carryover and recoveries, with priority focus on funds from FY 2015 and older. Bureaus are approved to execute carryover funds in FY 2020 in accordance with the carryover spend plans submitted to OWF at the beginning of the year. Bureaus should obligate prior year funding by the third quarter of FY 2020 and provide comprehensive carryover plans that describe any challenges in achieving the 2% carryover rate at fiscal year-end. Guidance on mid-year review is forthcoming.

Contacts: All questions regarding this Policy Memorandum can be directed to Thao Tran, Budget Officer, Office of Wildland Fire at (202) 606-0518, or Craig Leff, Deputy Director, Office of Wildland Fire, at (202) 606-3053.

cc: Interior Fire Executives
Interior Fire Directors

Attachments:

- Attachment 1 – FY 2020 WFM Bureau Allocation Amounts

FY 2020 Wildland Fire Management Bureau Allocation Amounts

Funding shown in thousands (\$000)

		<i>BIA</i>	<i>BLM</i>	<i>FWS</i>	<i>NPS</i>	<i>OWF</i>	<i>Parent</i>	<i>Total Allocated Funding</i>
CR #1 (October 1 - November 21, 2019)	<i>Preparedness</i>	\$ 9,173	\$ 26,238	\$ 3,863	\$ 5,339	\$ 1,169	\$ -	\$ 45,782
	<i>Suppression</i>	\$ 8,488	\$ 19,327	\$ 1,468	\$ 25,828	\$ 43	\$ -	\$ 55,154
	<i>Fuels Management</i>	\$ 6,112	\$ 12,442	\$ 2,953	\$ 3,391	\$ 587	\$ 1,372	\$ 26,857
	<i>Burned Area Rehabilitation</i>	\$ 649	\$ 1,769	\$ 191	\$ 299	\$ 1	\$ -	\$ 2,909
	<i>Joint Fire Science Program</i>	\$ -	\$ 426	\$ -	\$ -	\$ -	\$ -	\$ 426
	<i>Unallocated - Reserved in Parent Account</i>	\$ -	\$ -	\$ -	\$ -	\$ -	\$ 2,618	\$ 2,618
CR #2 and Transfers (November 22, 2019 - December 20, 2019)	<i>Preparedness</i>	\$ 5,113	\$ 14,618	\$ 2,151	\$ 2,976	\$ 658	\$ (60)	\$ 25,456
	<i>Suppression</i>	\$ 2,780	\$ 17,261	\$ 679	\$ 1,576	\$ -	\$ 8,444	\$ 30,740
	<i>Fuels Management</i>	\$ 3,407	\$ 6,935	\$ 1,646	\$ 1,890	\$ 327	\$ 763	\$ 14,968
	<i>Burned Area Rehabilitation</i>	\$ 362	\$ 986	\$ 106	\$ 167	\$ -	\$ -	\$ 1,621
	<i>Joint Fire Science Program</i>	\$ -	\$ 237	\$ -	\$ -	\$ -	\$ -	\$ 237
	<i>Unallocated - Reserved in Parent Account</i>						\$ 1,459	\$ 1,459
Allocation Adjustment (November 22, 2019 - December 20, 2019)	<i>Unallocated - Reserved in Parent Account</i>						\$ (4,077)	\$ (4,077)
	<i>Suppression</i>						\$ 4,077	\$ 4,077
Enacted Funding Level (December 21 - September 30, 2019) ~ Southern Border Initiative								
	<i>Fuels Management</i>	\$ -	\$ 898	\$ 845	\$ 200	\$ -		\$ 1,943
Enacted Funding Level (December 21 - September 30, 2019)	<i>Preparedness</i>	\$ 52,352	\$ 148,362	\$ 22,349	\$ 30,767	\$ 7,425	\$ 291	\$ 261,546
	<i>Suppression</i>	\$ 23,430	\$ 54,032	\$ 6,324	\$ -	\$ -	\$ 209,900	\$ 293,686
	<i>Fuels Management</i>	\$ 34,505	\$ 70,827	\$ 16,814	\$ 19,299	\$ 3,219	\$ 5,568	\$ 150,232
	<i>Burned Area Rehabilitation</i>	\$ 3,567	\$ 9,308	\$ 1,194	\$ 1,871	\$ -	\$ -	\$ 15,940
	<i>Facilities</i>	\$ 512	\$ 10,289	\$ 2,970	\$ 4,656	\$ -	\$ -	\$ 18,427
	<i>Joint Fire Science Program</i>	\$ -	\$ 2,337	\$ -	\$ -	\$ -	\$ -	\$ 2,337
FY 2020 Full Year Funding Level	<i>Preparedness</i>	\$ 66,638	\$ 189,218	\$ 28,363	\$ 39,082	\$ 9,252	\$ 231	\$ 332,784
	<i>Suppression</i>	\$ 34,698	\$ 90,620	\$ 8,471	\$ 27,404	\$ 43	\$ 222,421	\$ 383,657
	<i>Fuels Management</i>	\$ 44,024	\$ 91,102	\$ 22,258	\$ 24,780	\$ 4,133	\$ 7,703	\$ 194,000
	<i>Burned Area Rehabilitation</i>	\$ 4,578	\$ 12,063	\$ 1,491	\$ 2,337	\$ 1	\$ -	\$ 20,470
	<i>Facilities</i>	\$ 512	\$ 10,289	\$ 2,970	\$ 4,656	\$ -	\$ -	\$ 18,427
	<i>Joint Fire Science Program</i>	\$ -	\$ 3,000	\$ -	\$ -	\$ -	\$ -	\$ 3,000
Total Bureau Allocation		\$ 150,450	\$ 396,292	\$ 63,553	\$ 98,259	\$ 13,429	\$ 230,355	\$ 952,338