



U.S. Department of the Interior

Interior Fire Program Assessment Implementation Plan

Task Order # D12PD00493
October 17, 2012

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Our work was limited to the specific procedures and analysis described herein and was based only on the information made available through October 12, 2012. Accordingly, changes in circumstances after this date could affect the findings outlined in this report.

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Executive Summary

The Department of the Interior (DOI, Interior) performed the “2012 Interior Fire Program Assessment” (Assessment) from April through October 2012. The Department engaged PricewaterhouseCoopers (PwC) to assist in the Assessment by identifying areas of potential inefficiency and overlapping functions, as well as potential organizational changes to address them, based on available data, interviews, and comparisons with other wildland fire management entities. This is the final report in the Assessment, and includes implementation planning information for the Department's consideration.

During down-select sessions (a series of working sessions and meetings) conducted at the end of Phase 2 of the Assessment, Department and bureau leadership (including bureau fire directors) agreed the Department needs to conduct further analysis of several functions and activities before considering organizational re-structuring to achieve efficiencies. This is primarily because there was not sufficient (or sufficiently reliable) data available during the course of the Assessment to identify whether organizational changes would result in efficiencies while maintaining or improving effectiveness of the wildland fire programs.

During the down-select sessions, Department and bureau leadership also selected efforts for implementation planning based on recommendations PwC made during Phase 2. The Assessment Team based these recommendations on areas for improvement it identified for Departmental consideration during Phase 1.

This report includes the functions for further analysis and a plan for analyzing them. The functions are as follows: human resources, acquisition, budget management, prevention and education, wildland fire information technology (IT), aviation management, smoke management, wildland fire planning, and training. Planning information includes implementation details (timing, required coordination, communication); required data and metrics (required data, potential metrics, current funding structure); implementation steps and timelines; and resource requirements. While organizational restructuring is not part of immediate implementation planning, the Department may use results of the efforts outlined in this report, as well as consideration of other factors (e.g., resource management requirements), to inform future organizational changes to increase efficiency.

Implementation plans for efforts based on the Phase 2 recommendations are also included in this report. These plans include the information listed above for the analysis of functions, as well as the following implementation details: importance of effort, evidence of success, outputs, benefits, limitations, risks, and impacts on wildland fire management partners. The implementation efforts are listed below.

Improve Data Collection

Strengthen Management Practices

- Establish plan for Department-wide communication related to wildland fire programs and communicate bureau and Department/Office of Wildland Fire (OWF) roles
- Evaluate and update existing internal controls for managing the wildland fire programs
- Continue to develop and strengthen governance for wildland fire programs
- Implement a systematic approach to incorporate improvements based on fire incident and program reviews
- Continue to improve Department-wide leadership and policy coordination for aviation management programs by defining an effective governance structure

Improve Tools and Processes

- Identify planning, budgeting, and resource allocation needs and tools for the wildland fire programs
- Plan dispatch improvements
- Capture value of research and related products from the U.S. Geological Survey (USGS) and other entities

Reduce Barriers and Create Enablers for Collaboration

- Provide tools to assist in collaborative efforts
- Document and improve the inter-bureau funds transfer processes

1.0 Introduction

The Committee on Appropriations for the Department of the Interior (DOI, Interior), Environment, and Related Agencies submitted House Report 112-151 (the Report) as part of the Appropriation Bill for 2012. The Report urges DOI to examine potential duplication and inefficiencies in its wildland fire programs. The goal of the Department's "2012 Interior Fire Program Assessment" (Assessment) is to identify cost effective and efficient wildland fire management services in support of Department and bureau missions. Throughout this report, unless indicated otherwise, "bureau" refers to the bureaus with wildland fire programs funded through DOI Wildland Fire Management appropriations. These bureaus are the Bureau of Land Management (BLM), Bureau of Indian Affairs (BIA), National Park Service (NPS), and U.S. Fish and Wildlife Service (FWS). House Report 112-151 includes the following language:

The Committee is aware of the duplication that exists in the Department of the Interior's wildland fire programs, with multiple parallel organizations in four bureaus, each having nearly identical administrative organizations at the national, [s]tate and regional levels, and at the local level to manage fire planning and environmental compliance, prevention and preparedness, hazardous fuels reduction and biomass utilization, protection and suppression, smoke management and air quality, post-fire stabilization and burned area rehabilitation, facilities construction and maintenance, fire science, rural fire assistance, and fire management-related aviation management activities.

The Committee directs the Department to complete an assessment of these Wildland Fire programs in order to determine the most cost effective and efficient means of providing comprehensive fire management services in support of Departmental and bureau missions, and to better direct scarce resources from duplicative administrative management organizations to focus resources on the protection of lives, property and natural and cultural resources.

The Department expanded the scope of this project beyond the four bureaus mentioned above to include the U.S. Geological Survey (USGS) and Bureau of Reclamation (Reclamation). These two bureaus conduct wildland fire management-related activities but are not part of the Department's coordinated wildland fire program management structure. USGS conducts fire science and provides products in support of wildland fire management; Reclamation manages land as part of its water management mission and must manage fire on this land. In addition, the Department included representatives of the United States Forest Service (USFS) in oversight of the project in recognition of the partnership between DOI and USFS in wildland fire program management.

The Department contracted with PricewaterhouseCoopers (PwC), which provided an Assessment Team to gather information and provide analysis. The Assessment was comprised of the following three phases:

- **1** – Identify Opportunities for Improvement
- **2** – Develop Restructuring Recommendations
- **3** – Develop an Implementation Plan

As a first step in the process, DOI project sponsors and the Assessment Team developed a set of objectives for outcomes of any changes resulting from the Assessment. The Assessment Team used these objectives as criteria against which to evaluate alternatives for improvement. The objectives are as follows:

- Improve wildland fire management services in support of bureau missions
- Identify areas for sustainable cost efficiencies in overall wildland fire management
- Make resources (e.g., staff and financial) available for on-the-ground mission-critical activities
- Improve program alignment among geographic/functional/organizational boundaries
- Decrease duplication and overlap in policy, program, and service delivery
- Enable more efficient, clear, structured decision making for strategic policy and program management
- Improve governance and processes at the policy and program management levels, including how DOI and bureaus work together
- Enhance delivery of services in the wildland fire program by removing friction (e.g., unnecessary steps or layers) from the system

DOI wildland fire program leadership indicated outcomes of the Assessment should be aligned with Federal Wildland Fire Policy and the following initiatives:

- **Quadrennial Fire Review (QFR)** - The QFR is a document designed to assess the nation's wildland fire management programs and identify risks and conditions that could affect wildland fire management over the next four years and beyond. The QFR is developed by experts from a variety of organizations, including Federal, state, Tribal, and local fire departments; universities; and other entities with an interest and/or expertise in wildland fire. The next QFR is expected to be initiated in 2013.
- **Cohesive Strategy** - The Cohesive Strategy, currently in development, builds upon bureau efforts to work together at the landscape scale, across organizational boundaries. Collaborative approaches should be in accordance with the landscape viewpoint.
- **DOI Strategic Sourcing Initiative** - With budget pressure and increased scrutiny on spending, the Department must be strategic about resource use, including other direct (non-salary) costs. The strategic sourcing initiative provides an analytical approach to acquisition to achieve best value through standardization, and aids in fulfillment of socio-economic and environmental requirements.
- **America's Great Outdoors (AGO)** - This initiative established a conservation and recreation agenda with the goal of protecting and restoring America's historic and cultural resources. Changes in wildland fire program management should be consistent with AGO goals and activities.

Additionally, leadership indicated outcomes of the Assessment should also align with the following principles:

- **Wildland Fire Management is a Tool to Support Bureau Land and Resource Management** - A function of wildland fire management is to support bureau land management plans and resource management. Activities should allow for use of wildland fire management as a tool for bureaus to deliver on their missions and resource management responsibilities.
- **Assess the Impact of any Change on Fire Safety** - Firefighter safety is the top priority for the Department and bureaus. Therefore, DOI should thoroughly assess any change in the wildland fire programs to identify how it may affect safety.

1.1 Overview of Project Progress

Project activities to date are summarized below:

Phase 1 - Identify Baseline and Opportunities for Improvement (completed July 3, 2012) - The Assessment Team documented observations regarding the current state of wildland fire management across DOI, wildland fire management approaches of other organizations, and opportunities for improvement within bureau wildland fire programs. The Assessment Team conducted 185 in-person and phone interviews and received 116 online questionnaire responses from multiple locations representing national, state/regional, and local level stakeholders from the four bureaus with wildland fire programs, USGS, Reclamation, USFS, Tribes, and others.

Phase 2 - Prepare Recommendations and Restructuring Options (completed August 23, 2012) - The Assessment Team provided DOI with recommendations for improvement the Department and its bureaus should consider, regardless of whether DOI chooses to make organizational changes. **Figure 1.1** maps the recommendations from Phase 2 to implementation efforts and corresponding sections in this report (e.g., Phase 3).

Recommendation	Implementation Effort
1. Establish clear definition of the Department's/Office of Wildland Fire's (OWF) mission and establish appropriate communication roles, responsibilities, and activities	3.2.1. Establish Plan for Department-wide Communication Related to Wildland Fire Programs and Communicate the Bureau and Department/OWF Roles
2. Continue to define roles and responsibilities of DOI governing bodies to reduce overlap and improve decision making	3.2.3. Continue to Develop and Strengthen Governance for Wildland Fire Programs
3. Identify opportunities and remove barriers to encourage collaborative arrangements	3.4.1. Provide Tools to Assist in Collaborative Efforts 3.4.2. Document and Improve the Inter-Bureau Funds Transfer Process
4. Identify planning, budgeting, and resource allocation needs and tools for the wildland fire programs	3.3.1. Identify Planning, Budgeting, and Resource Allocation Needs and Tools for the Wildland Fire Programs
5. Implement a systematic approach to incorporate lessons learned from operational experience (e.g., Large Fire Cost Reviews (LFCR))	3.2.4. Implement a Systematic Approach to Incorporate Improvements Based on Fire Incident and Program Reviews
6. Conduct a workforce assessment to help understand opportunities and constraints in structuring the wildland fire workforce	3.1. Improve Data Management 2.0 Analyze Functions for Greater Efficiency
7. Evaluate existing internal controls for managing the wildland fire programs and update or supplement them if needed	3.2.2. Evaluate and Update Existing Internal Controls for Managing the Wildland Fire Programs
8. Identify opportunities for work sharing and knowledge transfer for administrative activities	2.1. Analyze Administrative Functions for Greater Efficiency
9. Continue to improve Department-wide leadership coordination for aviation management programs	3.2.5. Continue to Improve Department-wide Leadership and Policy Coordination for Aviation Management Programs by Defining an Effective Governance Structure
10. Consider establishing a modern tier 3 dispatch center structure with fewer dispatch centers	3.3.2. Plan Dispatch Improvements

Recommendation	Implementation Effort
11. Define the role of the USGS in fire-related research and operations and address Reclamation's fire management needs	3.3.3. Capture Value of Research and Related Products from USGS and Other Entities

Figure 1.1 Recommendations Identified in Phase 2

The Assessment Team also prepared options for organizational change. The Assessment Team rated the options against impact criteria using outcome objectives (e.g., decreased duplication of efforts) identified by DOI project sponsors and the Assessment Team during the initial steps in Phase 1, and resource criteria (e.g., time and cost for implementation). For each option, the Assessment Team identified benefits, limitations, relations to other options, and implementation factors.

Phase 3a - Conduct Down-Select Sessions (Completed September 11, 2012) - The Assessment Team facilitated down-select sessions to define the attributes of potential changes related to the restructuring options and organizational models to help inform DOI executive decision making. The down-select sessions included a working session in Boise, ID with bureau fire directors, fire executives, and DOI leadership, as well as subsequent meetings with DOI and bureau leadership regarding items to include in implementation planning. Down-select session attendees discussed what types of information leadership needs to drive cost effective and efficient wildland fire program management services in support of the Department and bureau missions. Key themes from the down-select working session include the following:

- The recommendations for improvement are valid.
- Wildland fire management is integrated into the unique land management functions of each bureau and does not stand alone. Similarly, wildland fire programs and administrative support are intertwined with other bureau programs; personnel are not necessarily dedicated to wildland fire programs.
- A great deal of cooperation currently exists and bureaus have realized efficiencies from these collaborative efforts.
- The current structure and operations were not analyzed as an organizational option.
- There is potential for sharing of some functions among bureaus at local, regional, or national levels.

At the conclusion of the down-select sessions, Department and bureau participants agreed that the Department must conduct further analysis of certain functions and activities before considering organizational changes. With a shortage of reliable data, it is difficult to isolate cost and workload information; this challenge makes it difficult to understand the organizational causes of inefficiency.

In the increasingly austere budget environment, with a goal of maximizing the resources the Department can direct to on-the-ground operations, it is imperative to identify and implement improvements. The prevailing principle should be to strongly encourage collaboration across bureaus for common or similar functions. While bureaus' land management objectives are different, sharing services while serving disparate missions will be critical. The Department should analyze sharing functional responsibilities among bureau and Department staff to identify whether efficiencies are probable. The targeted functions, discussed in Section 2.0, are the following:

- **Administrative** - Human resources (HR), acquisition, and budget management
- **Program** - Prevention and education, wildland fire information technology (IT), aviation management, smoke management and environmental compliance, wildland fire planning, and training

These nine functions represent the initial functions the Department and bureaus should analyze to identify efficiencies. Throughout the process, DOI may identify additional administrative and program functions with opportunities for increased efficiency. While organizational restructuring is not included in this implementation plan, the Department will continue to consider options for organizational change as informed by implementation efforts and analyses of the potential for sharing functions to gain efficiencies.

Phase 3b - Implementation Planning (This Report) - The Assessment Team prepared implementation plans for (1) analysis of functions for greater efficiency and (2) efforts that address the recommendations for improvement, as summarized in **Figure 1.1**.

2.0 Analyze Functions for Greater Efficiency

As discussed during down-select sessions, there was not sufficient (or sufficiently reliable) data available during the course of the Assessment to identify whether DOI and its bureaus would realize efficiencies through organizational restructuring. With increasing budget constraints facing the wildland fire management community, sharing functions across bureaus with wildland fire programs may help DOI capture efficiencies in administrative and program areas.

Wildland fire program leaders identified nine functions in administrative and program areas for analysis: human resources, acquisition, budget management, prevention and education, IT, aviation management, smoke management and environmental compliance, wildland fire planning, and training. Sharing these functions at the local, regional, and/or national levels, or providing them in a different way (e.g., via USFS or another cooperator), may increase efficiency. Sharing these functions across bureaus also allows for incorporation of the needs of Reclamation, which does not have resources or staffing for many wildland fire-related functions.

These functions are not necessarily unique to individual bureau land management functions. In addition, sharing these functions may help DOI achieve collaboration consistent with the Cohesive Strategy and landscape scale management principles.

Analyses of potential shared functions can provide DOI with the information required to make decisions regarding potential adjustments to organizational structures. Note that throughout this section, the term “Analysis Team” refers generally to those who may complete the analysis.

2.1 Administrative Functions

DOI should evaluate the following three administrative functions:

- **Human Resources** - BLM provides HR services to national level bureau staff located at the National Interagency Fire Center (NIFC). HR functions for wildland fire program support, such as managing hiring processes, may be shared or performed separately within the state/regional and field structures of the bureaus.
- **Acquisition** - Many acquisition activities related to wildland fire programs are similar and governed by specific procurement authorities. Shared acquisition services would build on existing shared services, such as USFS national contracts for incident support and BLM management of national interagency agreements (e.g., nationwide agreement with National Oceanic and Atmospheric Organization for Incident Meteorologist services).
- **Budget Management** - This function may be shared at the national level, but could also be shared at other levels based on existing collaborative efforts. By organizing budget activities as a shared function, DOI could allocate budget staff based on need and further standardize budget practices (e.g., formulation, execution) at the regional and local levels.

The Department and bureaus may realize the following benefits with greater sharing of functions:

- Increased wildland fire program expertise among centralized administrative personnel
- Increased ability to leverage capacity across bureaus

- Cross-training/mentoring opportunities, especially with regard to working in the Financial and Business Management System (FBMS) environment
- Ability to develop common career tracks and succession planning, to help prevent loss of wildland fire program expertise

Figure 2.1 provides implementation factors for analyzing administrative functions.

Timing	<ul style="list-style-type: none"> • DOI should begin this effort as early as resources can be made available
Required Coordination	<ul style="list-style-type: none"> • Analysis Teams should coordinate with administrative leads and wildland fire program leadership within each bureau
Communication	<ul style="list-style-type: none"> • Analysis Teams should discuss information needs and potential solutions with bureau and DOI administrative staff and wildland fire program leadership • DOI should communicate data collection objectives and activities to administrative and wildland fire program staff

Figure 2.1 Shared Administrative Functions - Implementation Factors

Figure 2.2 provides the data, metrics, and current funding structure necessary for implementation.

	HR	Acquisition	Budget
Types of Required Data	<ul style="list-style-type: none"> • HR personnel data <ul style="list-style-type: none"> ○ Bureau ○ Staff fully and partially dedicated to wildland fire program-related HR (if partial, obtain approximate % of wildland fire program-related workload) ○ Positions funded by wildland fire and non-wildland fire program appropriations ○ Location • Number and types of employee hires managed by HR personnel • Number of other employee actions managed by HR personnel • Length of hiring processes (e.g., initiation to completion) 	<ul style="list-style-type: none"> • Acquisition personnel data <ul style="list-style-type: none"> ○ Bureau ○ Staff fully and partially dedicated to wildland fire program-related acquisition (if partial, obtain approximate % of wildland fire program-related workload) ○ Positions funded by wildland fire and non-wildland fire program appropriations ○ Location • Number, types, and values of contract actions managed by acquisition personnel • Length of contracting processes (e.g., initiation to completion) 	<ul style="list-style-type: none"> • Budget personnel data <ul style="list-style-type: none"> ○ Bureau ○ Staff fully and partially dedicated to wildland fire program-related budget (if partial, obtain approximate % of wildland fire program-related workload) ○ Location • Activities performed in budget formulation and execution • Length of time to perform activities • Budget managed (e.g., by bureau, program)
Potential Metrics	<ul style="list-style-type: none"> • Number of actions by full-time equivalent (FTE) (for staff fully and partially dedicated to wildland fire program-related HR) • Average cycle time of hiring process (for seasonal and full-time employees) 	<ul style="list-style-type: none"> • Number of contract actions by FTE (for staff fully and partially dedicated to wildland fire program-related acquisition) • Number and type of contract actions performed by FTE • Average cycle time for new awards 	<ul style="list-style-type: none"> • Total dollars managed by FTE

	HR	Acquisition	Budget
Current Funding Structure	<ul style="list-style-type: none"> Funded both by wildland fire and non-wildland fire program appropriations Bureaus pay BLM for wildland fire program-related HR services at the national level 	<ul style="list-style-type: none"> Funded both by wildland fire and non-wildland fire program appropriations 	<ul style="list-style-type: none"> Funded by wildland fire program appropriations at the national level Also funded by non-wildland fire program appropriations within bureaus

Figure 2.2 Shared Administrative Functions - Required Data, Metrics, and Funding Structure

2.2 Program Functions

DOI should evaluate the six program functions listed below. The number of staff participating in these program functions varies, and personnel may perform some of these functions as collateral duty.

- Prevention and Education** - At the national level, bureaus have their own prevention and education staff, but work collaboratively to develop a common message. Through sharing prevention and education efforts at national, regional/state, and local levels, DOI can efficiently provide consistent fire-related education to the public and may be able to redirect associated funding to other field activities.
- Wildland Fire IT** - Many IT responsibilities are similar, especially for IT applications related to wildland fire management. The Department should continue its efforts to integrate wildland fire IT management and identify further opportunities to share IT functions across bureaus. In addition to identifying efficiencies, DOI's ongoing efforts to structure and implement the Wildland Fire Information and Technology (I&T) initiative may provide lessons for gaining efficiencies in other program areas.
- Aviation Management** - The Department should focus on gaining efficiencies by coordinating and sharing aviation program management services at the national level. Coordination should include Office of Aviation Services (OAS), USFS, and bureaus with both wildland fire and non-wildland fire aviation programs.
- Wildland Fire Planning** - By organizing fire planning activities as a shared function where possible, DOI would promote landscape-scale planning across agency boundaries and gain efficiencies by creating a unified understanding of wildland fire planning at state/regional and local levels.
- Training** - DOI could improve coordination and standardize the delivery of training by sharing training responsibilities across bureaus.
- Smoke Management and Environmental Compliance** - State and Federal regulations drive smoke management and other environmental compliance activities. Since these activities require specialized knowledge that is not bureau-specific, there may be opportunities to share these activities across bureaus.

The Department and bureaus may realize the following benefits through increased sharing of functions:

- Increased inter-bureau communication throughout the wildland fire program
- Additional efficiencies at local, regional/state, and national levels

- Increased knowledge sharing among bureaus
- Ability to promote landscape-scale program activities across bureau boundaries
- Ability to develop common career tracks and succession planning, to help prevent loss of wildland fire program expertise

Figure 2.3 provides implementation factors for analyzing program functions.

Timing	<ul style="list-style-type: none"> • DOI should begin this effort as early as resources can be made available
Required Coordination	<ul style="list-style-type: none"> • The Analysis Team should coordinate with wildland fire communication leads within each bureau to take bureau perspectives into account • For aviation management effort, Analysis Teams should coordinate closely with USFS and OAS to understand aviation perspectives within the wildland fire program • DOI should collaborate with its partners (e.g., USFS, National Association of State Foresters (NASF)) in analyzing sharing opportunities
Communication	<ul style="list-style-type: none"> • The Analysis Team should discuss information needs and potential solutions with bureau and DOI administrative and wildland fire program leadership • DOI should communicate data management objectives, activities, and results to administrative and wildland fire program staff

Figure 2.3 Shared Program Functions - Additional Implementation Factors

Figure 2.4 provides the data, metrics, and current funding structure necessary for implementation.

Types of Required Data	<ul style="list-style-type: none"> • Program personnel <ul style="list-style-type: none"> ◦ Bureau and location ◦ Staff fully and partially dedicated to wildland fire programs (if partial, obtain approximate % of wildland fire program-related workload) ◦ Activities performed in each function, and amount of time spent on those activities • Lessons learned from previous efficiency initiatives
Potential Metrics	<ul style="list-style-type: none"> • Percent of time spent on cross-bureau activities • Satisfaction of other recipients with work products delivered through shared functions • Other function-specific metrics regarding outputs, to be defined as part of the analysis
Current Funding Structure	<ul style="list-style-type: none"> • Typically funded through wildland fire program appropriations • Some program staff who perform wildland fire program duties may be funded by other programs

Figure 2.4 Shared Program Functions - Required Data and Metrics

2.3 Implementation

Figure 2.5 provides the implementation steps to analyze the potential for sharing administrative and program functions. The timeframe provided is for analysis of **one** function, and may be longer or shorter depending on factors such as complexity of data and time to collect data. Where applicable, functions should be analyzed concurrently to streamline data collection.

	Step	Activity	Month					
			1	2	3	4	5	6
1	Finalize initial data collection approach	<ul style="list-style-type: none"> Identify points of contact (POCs) within each bureau for data collection Identify a pilot region within each bureau to conduct an initial test for data gathering Identify types of data to be collected with initial data call based on DOI's purpose/need for this effort 	■					
2	Gather available information in current databases or systems	<ul style="list-style-type: none"> Identify systems or databases housing wildland fire program data (e.g., personnel data) Gather currently available information Analyze currently available information for data gaps Identify data needed to fill information gaps based on DOI's purpose and need 	■					
3	Pilot data collection in one region of each bureau to validate collection approach	<ul style="list-style-type: none"> Define data collection formats (e.g., spreadsheet, questionnaire) and required information Interview staff to understand workload distribution, activities of wildland fire and non-wildland fire program staff performing the function, and allocation of costs to wildland fire program Identify lessons learned for bureau-wide data collection activities 		■				
4	Update data collection plan to collect information nationwide	<ul style="list-style-type: none"> Update data collection plan based on lessons learned from regional data collection activities Update data collection formats (e.g., spreadsheet, questionnaire) and processes 			■			
5	Perform data collection nationwide	<ul style="list-style-type: none"> Distribute nationwide data call Conduct targeted interviews as needed Validate data collected 			■	■		
6	Analyze data to identify potential areas for sharing of service	<ul style="list-style-type: none"> Analyze distribution of individuals and organizations performing the function and associated workloads Identify areas where the function could be shared Validate potential locations for sharing 					■	
7	Develop conclusions and business case to pursue sharing of function, if applicable	<ul style="list-style-type: none"> Summarize results, including data and potential metrics Analyze costs, benefits, and risks of sharing opportunities Form conclusions/recommendations <ul style="list-style-type: none"> Compile and present business case to pursue sharing of service, if applicable 						■

Figure 2.5 Shared Administrative and Program Functions - Implementation Steps

Figure 2.6 provides the resource requirements, in terms of people and cost for this **six-month effort** for analyzing opportunities to share administrative or program services for **one** function. This level of effort is representative and would vary based on the function analyzed. If Analysis Teams work concurrently on more than one function, they could share resources, achieving some economy of scale.

People			
Analysis Team Members	% of Time	Collaborators	% of Time
Project coordinator	25%	Bureau staff to respond to data calls	25% (during data collection)
Staff (1) to perform information collection and analysis	50%	Bureau representatives	3%
		Fire directors and executives	2%
		External stakeholders (e.g., USFS)	1%
Costs			
The Assessment Team does not anticipate non-personnel costs for this effort. Travel costs (conservatively estimated as three person weeks) may be required for interviews in the regions.			

Figure 2.6 Shared Administrative and Program Functions - Resources

3.0 Implementation Plan for Recommendations

The wildland fire program is a large operation with escalating costs. The following subsections include implementation plans for improving data collection, strengthening management practices, improving tools and processes, and reducing barriers and creating enablers for collaboration to capture efficiencies. The plans are intended to address recommendations for improvement identified during Phase 2, as agreed upon by DOI leadership during the down-select process. Note that the time scale for each implementation plan may be calendar months or quarters; the scale is noted in each schedule. Note also that the use of the term “Project Team” in these implementation plans refers generally to those who will implement the steps. Specific types of roles appear in a table within each section.

3.1 Improve Data Management

A number of the wildland fire program’s efficiency challenges are related to the management, collection, and reporting of information. Inconsistent data management practices limit the ability to capture and analyze information across bureaus, impeding effective decision making related to efficiency improvements. To be successful in implementing the efforts outlined in this report, the Department must address data gaps.

As an example, due to factors such as inconsistent nomenclature and coding in personnel records, bureaus cannot easily provide nationwide staffing figures for the wildland fire programs. Representations of staffing typically rely on FTE numbers, which represent the person-hours charged to wildland fire program appropriations, since it is difficult to track personnel consistently. Additionally, bureau and Departmental staff who charge other appropriations support wildland fire and other programs in the course of their daily work. Maintaining accurate information, including personnel data, is a critical first step in understanding and tracking performance, as well as evaluating opportunities to gain efficiencies. The Department should strongly encourage collaboration and consistency across bureaus for data that may help support decision-making activities.

For the following sections, the Department and/or bureaus may need to collect specific data as part of the implementation steps. For example, in Section 3.4.2, DOI can use acquisition data to measure a bureau’s improvement in reducing the time it takes to complete a funds transfer. The Department should consider the need and purpose of data before initiating data collection. It should also coordinate data requests for this project. The Assessment Team assumes that existing staff can collect most data as part of their standard responsibilities. During data collection, DOI and the bureaus should take the following actions:

- Increase rigor around data management and analysis, as it is important to set guidelines that will result in consistent data sets among bureaus for these and future efforts (e.g., consistent nomenclature, inclusion of militia in reported numbers). DOI should also consider additional ongoing data collection requirements, such as tracking which employees are assigned to the wildland fire programs.
- Utilize cross-bureau data collection to minimize impacts and prevent duplication of efforts, as well as develop and follow a consistent process for issuing data calls.
- Provide data in a central repository that will be available to the Department and bureaus for other uses. This increases transparency, while also allowing designated stakeholders to update data, if necessary, to help increase stakeholder buy-in.

3.2 Strengthen Management Practices

The implementation plans included in this section are intended to help the Department improve management practices in its wildland fire programs. This section includes implementation factors; benefits, limitations, risks, and impacts on wildland fire management partners; implementation steps and associated timelines; and resource requirements. Figure 3.1 includes descriptions of the ratings used to categorize the importance of the implementation efforts described in Sections 3.2, 3.3, and 3.4.

Importance	Description
Critical	<ul style="list-style-type: none"> • May have wide ranging effects on wildland fire programs • Requires immediate action • May be an ongoing effort • May provide significant opportunity for increased efficiency
Important	<ul style="list-style-type: none"> • Addresses potential inefficiencies that do not require immediate action
Beneficial	<ul style="list-style-type: none"> • Addresses potential inefficiencies, but resources may better serve mission needs on other implementation efforts

Figure 3.1 Description of Importance Ratings for Implementation Efforts

3.2.1 Establish Plan for Department-wide Communication Related to Wildland Fire Programs and Communicate Bureau and Department/OWF Roles

The objective of this effort is two-fold: to improve information flow by establishing a plan for Department-wide communication, and to foster shared understanding and acceptance of bureau and Department/OWF roles in wildland fire program management.

Disseminating information on bureau and Department/OWF roles and responsibilities, relationships, and the value each provides may help lead to a common understanding and acceptance of roles. Figure 3.2 provides implementation factors related to this effort.

Importance	<p>Critical</p> <ul style="list-style-type: none"> • Effective communication is needed as part of other implementation efforts • Addresses on-going issues regarding OWF's role
Evidence of Success	<ul style="list-style-type: none"> • Department-wide information related to wildland fire program management is shared consistently throughout the bureaus • OWF's roles and functions are clearly understood both internally and externally
Output	<ul style="list-style-type: none"> • Department-wide communication plan for the wildland fire management community • Distributed document summarizing bureau and Department/OWF roles in wildland fire program management • Mechanism for sharing feedback related to wildland fire program management
Timing	<ul style="list-style-type: none"> • DOI should begin this effort as soon as resources can be made available, to allow for communication regarding bureau and Department/OWF roles to be disseminated soon after approval of the new 112 Department Manual (DM) 7

Data Requirements	<ul style="list-style-type: none"> Existing communication plans for each bureau’s wildland fire program, including distribution lists, delivery methods, and timing
Required Coordination	<ul style="list-style-type: none"> The Project Team should coordinate with wildland fire program communication leads (e.g., External Affairs) within each bureau and the Department/OWF Depending on bureau communication management structures, the Project Team may need to coordinate with non-wildland fire program communication staff
Communication	<ul style="list-style-type: none"> The Project Team should vet communication needs and solutions with bureau fire directors and fire executives, as well as DOI and OWF wildland fire program leadership

Figure 3.2 Plan General Department-wide Communication - Implementation Factors

Figure 3.3 provides the benefits, limitations, risks, and impacts on wildland fire management partners.

Benefits	<ul style="list-style-type: none"> Provides a consistent, transparent process for delivering Department-wide communication Provides bureaus with a clearly-defined communication channel for feedback to the Department Allows for communications to reach appropriate communities (e.g., field level) Clarifies bureau and Department/OWF roles and responsibilities and value Creates more rigor around communication dissemination processes Promotes efficiency by limiting the potential for duplication of effort resulting from incomplete understanding of the appropriate roles and responsibilities of bureaus and Department/OWF
Limitations	<ul style="list-style-type: none"> Additional administrative burden to manage Department-wide communication may be required Decisions regarding proper venue, content, and audience for Department-wide communication will require coordinated management effort
Risks	<ul style="list-style-type: none"> Potential tension between DOI/bureau wildland fire program leadership and bureau line leadership regarding appropriate communications Inflexible processes may limit wildland fire program leadership's ability to quickly disseminate information during fire season
Impacts on Partners	<ul style="list-style-type: none"> Provides a defined process to deliver consistent communications to appropriate external wildland fire management partners Clarifies bureau and Department/OWF roles and responsibilities within the greater wildland fire management community

Figure 3.3 Plan General Department-wide Communication - Benefits, Limitations, Risks, and Impacts

Figure 3.4 summarizes the implementation plan steps and associated activities for this effort.

	Step	Activity	Month			
			1	2	3	4
1	Document OWF's role and relationship within the DOI wildland fire management community	<ul style="list-style-type: none"> Prepare information to share with the wildland fire management community on OWF's roles and responsibilities to the bureaus and external partners following the release of the new 112 DM 7. Information may include the following: <ul style="list-style-type: none"> Clarification of the difference between OWF and bureau wildland fire management roles and responsibilities Summary of OWF roles, customers, and how OWF adds value Metrics indicating results of OWF's activities Initiate leadership conversation regarding wildland fire program roles that may be housed within OWF or other Department-level organizations <ul style="list-style-type: none"> An example candidate would be the Medical Standards Program (MSP), which has Department-wide responsibility and interfaces with the Office of Management and Budget (OMB), Department-level HR, and Equal Employment Opportunity (EEO) organizations 				
2	Document current communication process	<ul style="list-style-type: none"> Identify current process for disseminating wildland fire program information (e.g., communication channels, frequency, messages, responsible party, audience) from bureau and/or Department/OWF leadership to the wildland fire community 				
3	Assess gaps in current communication processes	<ul style="list-style-type: none"> Identify whether there are appropriate channels for each identified audience and source Document gaps in current communication process 				
4	Establish process for initiating, composing, reviewing, and disseminating communications	<ul style="list-style-type: none"> Design standard processes for internal and external communications <ul style="list-style-type: none"> Define responsibility for initiating, preparing, approving, and disseminating information to help address the gaps documented in step 2 Document appropriate channels, types, and frequency of communication for internal communications, either Department-wide or between the Department and bureau leadership <ul style="list-style-type: none"> Process should be documented by communicating party on appropriate internal websites or Microsoft SharePoint® sites An archive of Department-wide communications should be made available (e.g., on the OWF website) 				
5	Develop process for feedback on communication and other issues throughout the wildland fire management community	<ul style="list-style-type: none"> Identify appropriate communication channels for wildland fire staff to raise concerns, feedback, and other issues to OWF, the Department, and/or bureau leadership (e.g., comment box on OWF/NIFC websites, e-mail address for collecting feedback) Identify a process for assigning responsibility and responding to or addressing feedback <ul style="list-style-type: none"> SharePoint® workflow may help with this process 				

	Step	Activity	Month			
			1	2	3	4
6	Disseminate information on bureau and Department/OWF roles and responsibilities and collect feedback from “customers”	<ul style="list-style-type: none"> Communicate information regarding bureau and Department/OWF roles, responsibilities, and activities through appropriate channels (e.g., Department-wide e-mail, Congressional communications) based on newly-defined communication process (step 3) Initiate annual reporting of OWF activities and benefits Use feedback processes defined above to collect feedback on national wildland fire program management 				

Figure 3.4 Plan General Department-wide Communication - Implementation Steps

Figure 3.5 provides the resource requirements, in terms of people and cost, for this **four-month effort**.

People			
Project Team Members	% of Time	Collaborators	% of Time
Project coordinator	10%	Wildland fire program communication leads (e.g., external affairs)	5%
Staff (1) to support activities listed in Figure 3.4	50%	Fire executives/directors and OWF leadership	1%

Costs	
The Assessment Team does not anticipate non-personnel costs for this effort.	

Figure 3.5 Plan General Department-wide Communication - Resources

3.2.2 Evaluate and Update Existing Internal Controls for Managing the Wildland Fire Programs

The objective of this effort is to help ensure there are sufficient internal controls within wildland fire programs to address program risks.

Through this effort, DOI would gain an understanding of bureau internal controls to evaluate and design a Department-level approach. Effective and efficient internal controls are critical to help DOI prevent fraud, waste and abuse, and achieve strategic goals related to resource protection and use, recreation, community service, and management excellence. **Figure 3.6** provides implementation factors related to this effort.

Importance	<p>Important</p> <ul style="list-style-type: none"> • Helps manage the Department’s risks related to wildland fire program funds • Supplements bureaus' internal control programs with a Department-wide perspective and may help identify potential issues
Evidence of Success	<ul style="list-style-type: none"> • Management has sufficient support to sign its annual assurance statement on internal control over financial reporting • Management is able to identify and remediate programmatic internal control deficiencies
Output	<ul style="list-style-type: none"> • Plan for wildland fire program internal control activities at the Department level • Identification of potential improvements in bureau internal control programs
Timing	<ul style="list-style-type: none"> • DOI should begin this effort in the second quarter of Fiscal Year (FY) 2013 as part of the Department's FY 2013 internal control cycle
Data Requirements	<ul style="list-style-type: none"> • Existing documentation related to internal control activities within each bureau’s wildland fire program and within OWF
Required Coordination	<ul style="list-style-type: none"> • The Project Team should coordinate with bureau internal control specialists and interviewees across bureaus
Communication	<ul style="list-style-type: none"> • The Project Team should provide periodic updates and proactively address issues with DOI and bureau wildland fire program leadership and internal control program leadership • DOI should identify personnel who have knowledge of internal control programs and activities related to wildland fire program funding

Figure 3.6 Evaluate and Update Internal Controls - Implementation Factors

Figure 3.7 provides the benefits, limitations, risks, and impacts on wildland fire management partners.

Benefits	<ul style="list-style-type: none"> • Reduces risks related to misuse of or lack of control over wildland fire program funds • Increases accountability for carrying out prioritized projects as planned and using funds as intended • Helps bureaus and the Department identify which risks they are willing to tolerate (and which risks they need to mitigate) • Strengthens management and oversight capabilities while helping bureau wildland fire programs avoid operational and reputation impacts • Helps DOI meet OMB Circular A-123 requirements
Limitations	<ul style="list-style-type: none"> • OWF internal control responsibilities are dependent on bureau internal control programs
Risks	<ul style="list-style-type: none"> • Without a shared understanding of Department and bureau roles related to internal controls, DOI and bureaus may not adequately address some program risks
Impacts on Partners	<ul style="list-style-type: none"> • Provides greater confidence to DOI leadership, OMB, and Congress that wildland fire program funds are being used as intended

Figure 3.7 Evaluate and Update Internal Controls - Benefits, Limitations, Risks, Impacts

Figure 3.8 summarizes the implementation plan steps and associated activities for this effort.

	Step	Activity	Month			
			1	2	3	4
1	Identify components and assessable units	<ul style="list-style-type: none"> Identify range of wildland fire program organizations to assess (e.g., individual bureau wildland fire programs, regions or states) 	■			
2	Identify and analyze risks within the identified components	<ul style="list-style-type: none"> Document/confirm the key risks in wildland fire program management 	■			
3	Identify key programmatic processes for evaluation	<ul style="list-style-type: none"> Identify key processes, which may include the following: <ul style="list-style-type: none"> Formulation and justification of OWF and bureau funding requests Allocation of funding from the Department through the bureau and field levels, and making associated obligation decisions Monitoring and reporting of funding obligations and program outcomes 		■		
4	Document current internal control program environment related to use of wildland fire program funds	<ul style="list-style-type: none"> Interview staff from OWF and bureaus and collect existing internal control program documentation at the bureau and OWF levels Document existing internal control program structure and activities related to wildland fire program funding decisions and use of funds Identify areas where internal controls are documented and extent of monitoring Compare key controls across bureaus and identify gaps and inconsistencies Evaluate the design of controls and document design gaps and areas for potential improvements in bureau wildland fire programs Share effective internal control practices across bureaus 		■		
5	Plan and document OWF responsibilities and activities related to internal controls	<ul style="list-style-type: none"> Plan activities that supplement bureau responsibilities as needed, such as the following: <ul style="list-style-type: none"> Additional internal control reviews, reporting requirements, and coordination activities Additional performance measures related to internal control reviews 			■	

Figure 3.8 Evaluate and Update Internal Controls - Implementation Steps

Figure 3.9 provides the resource requirements, in terms of people and cost, for this **four-month effort**.

People			
Project Team Members	% of Time	Collaborators	% of Time
Project coordinator	50%	Bureau internal controls specialists (one per bureau)	10%
Internal controls staff (2)	75%	20-30 bureau resources (for interviews)	1%
		OWF and Department leadership	1%
Costs			
Travel costs (estimated at three to four weeks) may be required for information collection and interviews.			

Figure 3.9 Evaluate and Update Internal Controls - Resources

3.2.3 Continue to Develop and Strengthen Governance for Wildland Fire Programs

The objective of this effort is to provide an efficient, effective governance structure for DOI wildland fire programs that is consistent with an improved interagency governance structure.

Through defining roles and responsibilities related to governance, DOI and its partners can improve decision-making processes and establish a framework for adopting policies at the appropriate level. As this effort is a continuation of ongoing governance realignment activities of the Department and cooperating agencies, the implementation steps include DOI internal activities that parallel work performed with its partners. The Department should base the timing of this effort on the progress of the initiative. **Figure 3.10** provides additional implementation factors related to this effort.

Importance	<p>Critical</p> <ul style="list-style-type: none"> • Maintains DOI's momentum and presence in an ongoing interagency effort
Evidence of Success	<ul style="list-style-type: none"> • Partners in wildland fire and resource management indicate acceptance of their role in governance • DOI participants in governing bodies understand their roles and responsibilities • DOI's participation in governance bodies is more efficient (defined by time spent and impact gained, as viewed by participants)
Output	<ul style="list-style-type: none"> • Defined purpose and need, roles and responsibilities, membership, lines of authority, and chartering of the following: <ul style="list-style-type: none"> ◦ Governing and advisory bodies, such as the Wildland Fire Executive Council (WFEC) and National Wildfire Coordinating Group (NWCG) ◦ Department's roles and responsibilities internally and within these governing bodies
Timing	<ul style="list-style-type: none"> • This effort is currently in process and should receive continued focus
Data Requirements	<ul style="list-style-type: none"> • Existing documentation related to governing body roles and responsibilities and policy creation process • Records of past meetings and decisions for this effort
Required Coordination	<ul style="list-style-type: none"> • Project Team should coordinate with governing body leadership • DOI must work with USFS and other participating agencies on interagency governance activities • DOI should coordinate with USFS and other cooperators on DOI-specific governance activities • Bureau leadership should be included in governance discussions to provide the resource management perspective
Communication	<ul style="list-style-type: none"> • The Project Team should support leadership in providing the following types of communication: <ul style="list-style-type: none"> ◦ Regular updates to, and request input from, DOI and bureau wildland fire program leadership ◦ Notification to OMB and Congress as decisions are made ◦ Notification of decisions to wildland fire management partners and bureau leadership

Figure 3.10 Strengthen Governance - Additional Implementation Factors

Figure 3.11 provides the benefits, limitations, risks, and impacts on wildland fire management partners.

Benefits	<ul style="list-style-type: none">• May decrease areas of overlap in governance responsibilities• Creates clear roles in the policy development and approval process• Defines appropriate levels for decision making• Increases efficiency of DOI participation in governance
Limitations	<ul style="list-style-type: none">• Flexibility in governance structure may be limited, since governance is informed by existing organizational structures, varying bureau missions, and cooperator concerns
Risks	<ul style="list-style-type: none">• Potential perception of decreased representation for bureaus with wildland fire programs
Impacts on Partners	<ul style="list-style-type: none">• Changes in the roles, policymaking, and representation of governing bodies may change collaboration channels and points of contact for wildland fire management partners

Figure 3.11 Strengthen Governance - Benefits, Limitations, Risks, Impacts

Figure 3.12 summarizes the implementation plan steps and associated activities for this effort. The timeline recognizes the amount of coordination required for this interagency effort; however, DOI-specific efforts may take less time.

	Step	Activity	Quarter		
			1	2	3
1	Document revised governance body structure (currently in progress)	<ul style="list-style-type: none"> Identify governance body structure at intergovernmental (Federal and non-Federal) levels Identify original purpose and need for each governing body, and assess whether it is still valid Evaluate purpose and need for each group and modify, combine, or eliminate groups that may be redundant or no longer needed Define DOI's role and current membership in governing bodies 			
2	Document membership, roles, and responsibilities of the entities included in the governance structure	<p>DOI should conduct the following in parallel with activities performed by its partners:</p> <ul style="list-style-type: none"> Consider the role of Interior Fire Executive Council (IFEC) and other DOI-specific governing bodies Consider how DOI will be represented in DOI-specific governance bodies <p>DOI, in collaboration with its partners, should perform the following:</p> <ul style="list-style-type: none"> Establish DOI membership in revised governing bodies Define DOI and bureau general roles, responsibilities (e.g., informs or issues policy), and relationships within and among governing bodies (e.g., feasibility of one DOI representative who acts on behalf of the bureaus) 			
3	Establish activities for governing bodies	<ul style="list-style-type: none"> Document activities for governing bodies, in collaboration with partner agencies. Information may include the following: <ul style="list-style-type: none"> Key activities performed by each body Types of policy needs addressed by each body Standing meetings of each body Potential challenges and methods for addressing these challenges Define DOI internal governance activities in relation to interagency governing body activities 			
4	Establish processes for the governance activities	<p>DOI, in collaboration with its partners, should complete the following activities:</p> <ul style="list-style-type: none"> Document steps for governance processes, either Federal or intergovernmental, including the following: <ul style="list-style-type: none"> Deliberating and decision making Coordinating activities among bodies Distributing decisions, direction, and policy through appropriate channels Monitoring and evaluating activities Document processes through appropriate internal and external communication channels 			

	Step	Activity	Quarter		
			1	2	3
5	Formalize new governance structure	DOI, in collaboration with its partners, should perform the following activities: <ul style="list-style-type: none"> • Create or modify existing charters for each governing body, including information described in step 3 • Communicate the structure to stakeholders (e.g., Departmental and bureau leadership, OMB, Congress, states) 			

Figure 3.12 Strengthen Governance - Implementation Steps

Figure 3.13 provides the resource requirements for DOI personnel, in terms of people and cost, for this **nine-month effort**.

People			
Project Team Members	% of Time	Collaborators	% of Time
Governance specialist	25%	Bureau and cooperator policy staff	5%
Wildland fire/resource program staff (1) to support activities listed in Figure 3.12	25%	Fire directors	2%
		Department, bureau, and cooperator leadership	2%
Costs			
Aside from travel to attend meetings, the Assessment Team does not anticipate non-personnel costs for this effort.			

Figure 3.13 Strengthen Governance - Resources

3.2.4 Implement a Systematic Approach to Incorporate Improvements Based on Fire Incident and Program Reviews

The objective for this effort is to create a mechanism DOI may use to continuously improve wildland fire program management based on experience and reviews.

Through implementing a process to incorporate improvements in policy and/or operations as appropriate, DOI can capture efficiencies identified through LFCRs and other fire incident and program reviews such as preparedness reviews, annual program reviews, and after-action reviews. The findings from reviews may help capture key efficiencies related to program and operational decision making. DOI executives should designate which reviews would be used in informing systematic improvements. Figure 3.14 provides implementation factors related to this effort.

Importance	Important <ul style="list-style-type: none"> • May have significant long-term benefits related to operational efficiency
Evidence of Success	<ul style="list-style-type: none"> • High-impact recommendations are documented and implemented in operations or policy at the appropriate organizational level
Output	<ul style="list-style-type: none"> • Plan for incorporating results of LFCRs and other operational reviews, as appropriate
Timing	<ul style="list-style-type: none"> • The improvement effort should begin within one year of delivery of this report • Results of other efforts may inform and improve this effort
Data Requirements	<ul style="list-style-type: none"> • Data and results of reviews from previous LFCRs and other reviews
Required Coordination	<ul style="list-style-type: none"> • The Department should work with bureau representatives who have previously conducted LFCRs and other reviews • DOI should coordinate with USFS and NASF in making mutually-beneficial improvements • DOI may request NWCG committees perform analyses to inform potential changes • National Incident Management Organization (NIMO) teams or the Lessons Learned Center may serve as resources to provide tools, guidance, and expertise in obtaining lessons learned
Communication	<ul style="list-style-type: none"> • The Project Team should communicate changes to DOI and partner leadership, fire directors, and staff • Since this effort may require operational changes, DOI will need a robust communication plan

Figure 3.14 Implement Approach for Improvements Based on Incident and Program Reviews - Implementation Factors

Figure 3.15 provides the benefits, limitations, risks, and impacts on wildland fire management partners.

Benefits	<ul style="list-style-type: none"> • May result in lower risk to safety for both firefighters and the public • May allow the wildland fire programs to continuously improve fire response strategy and operations • May help DOI capture efficiencies and other improvements in wildland fire programs, potentially helping the Department manage suppression costs more effectively
Limitations	<ul style="list-style-type: none"> • Potential challenges with incorporating specific lessons learned from LFCRs into broad, realistic DOI policy and procedures • Increased coordination both inside DOI and with cooperators may add responsibilities in budget-stressed environments • May require sustained effort and dedication of resources long-term
Risks	<ul style="list-style-type: none"> • There may be challenges with coming to agreement on the priority of improvements • Without sustained management focus, efficiencies may not be attained
Impacts on Partners	<ul style="list-style-type: none"> • Allows for improved collaboration with USFS and other parties regarding continuous improvement and organizational learning

Figure 3.15 Implement Approach for Improvements Based on Incident and Program Reviews - Benefits, Limitations, Risks, Impacts

Figure 3.16 summarizes the implementation plan steps and associated activities for this effort, which includes both creating and implementing processes for making improvements based on results of reviews.

	Step	Activity	Quarter			
			1	2	3	4
1	Communicate management expectations for improvement based on lessons learned	<ul style="list-style-type: none"> Communicate DOI vision/goal that improvements from reviews will be systematically incorporated into wildland fire program policy and procedures 				
2	Develop a process to capture results of LFCRs	<ul style="list-style-type: none"> Develop approach and a repository for systematically capturing review results (e.g., recommendations from LFCRs) that are not currently tracked by the Lessons Learned Center Identify entity to have authority to carry out this process (e.g., which office will manage the identification of potential improvements and coordinate their implementation) 				
3	Select other operational reviews to track incorporation of improvements	<ul style="list-style-type: none"> Identify other fire incident and management reviews, such as after action reviews and lessons learned reviews, that may inform general improvements in wildland fire programs, based on scope and nature of reviews Analyze the types of data in the reviews and assess the potential benefit of including them in coordinated improvement processes Document current processes that may exist for incorporating improvements 				
4	Define process for incorporating results of reviews into operations and/or policy	<ul style="list-style-type: none"> Interview cooperators, such as USFS, to identify practices DOI might use Define the process and obtain leadership approval. The process may include the following steps: <ul style="list-style-type: none"> Define required changes (e.g., operational, policy) based on results of reviews Define the scope, scale, and priority of each change Set the approach for guiding changes based on their priorities <ul style="list-style-type: none"> Change could be guided by NWCG working groups or by DOI and cooperator teams Track activities and outcomes of change initiatives <ul style="list-style-type: none"> This could be performed using workflow management through DOI's SharePoint site 				
5	Identify whether an existing tool can be used to track improvements	<ul style="list-style-type: none"> Assess benefit of using Lessons Learned Center or using a DOI system/database for tracking significant lessons and improvement activities based on the results of reviews 				
6	Evaluate results of previous reviews and use defined process to incorporate results of reviews	<ul style="list-style-type: none"> Analyze records from results of reviews conducted during the last three years to identify results that may be used to guide improvements (e.g., recent LFCR recommendations to develop a national incident business guidance template and regional/unit business guidelines, as well as to prepare long-term plans for incidents expected to be long in duration) Work with bureau wildland fire program leadership and experts to identify which results to incorporate into policies or operations Develop plans to make specific improvements based on results of reviews 				

	Step	Activity	Quarter			
			1	2	3	4
7	Initiate improvement program	<ul style="list-style-type: none"> Develop an annual review cycle and establish reporting process Develop plans for reviewing benefits of changes made Improve the capture of operational lessons (e.g., consider providing incentives for sending review results to the Lessons Learned Center) Execute plans for making specific improvements, and report on progress in making the changes 				
8	Implement communication plan	<ul style="list-style-type: none"> Communicate changes in policy and processes to DOI wildland fire program staff and other cooperators/stakeholders 				



Ongoing

Figure 3.16 Implement Approach for Improvements Based on Incident and Program Reviews - Implementation Steps

Figure 3.17 provides the resource requirements, in terms of people and cost, for this year-long effort.

People			
Project Team Members	% of Time	Collaborators	% of Time
Project coordinator	25%	Bureau representatives	5%
Staff (1) to conduct analysis and develop an approach for incorporating improvements based on reviews	75%	Fire directors	5%
		Cooperators (e.g., USFS, states)	5%

Costs	
The Assessment Team anticipates that non-personnel costs may include a database to track lessons learned, if DOI does not rely on technology platforms already owned (e.g., SharePoint). Additionally, existing staff support may be required to manage the process on an ongoing basis.	

Figure 3.17 Implement Approach for Improvements Based on Incident and Program Reviews - Resources

3.2.5 Continue to Improve Department-wide Leadership and Policy Coordination for Aviation Management Programs by Defining an Effective Governance Structure

The objective of this effort is to improve efficiency in managing aviation programs for DOI's bureaus. Since wildland fire aviation governance is a part of overall DOI aviation governance, this effort would require participation by bureaus with both wildland fire and non-wildland fire aviation programs. It would also include aviation program leadership and leadership of bureaus/programs that use aviation services.

DOI recently began a process of evaluating aviation program governance and leadership coordination across the bureaus and within the Department. DOI and bureau executives need to continue this effort to make aviation management more efficient and effective Department-wide and improve risk management of inherently high-risk activities. Similar to the wildland fire management governance effort discussed in Section 3.2.3, Department, OAS, and bureau aviation program leadership should assess and further define governance bodies and the roles and responsibilities associated with aviation management.

The Department has recognized opportunities for OAS and NWCG to improve policy and operational relationships between OAS and the bureaus, especially regarding risk management issues. The organizational move of OAS to the Deputy Assistant Secretary-Public Safety, Resource Protection, and Emergency Services (DAS-PRE) while aviation acquisition services remain within the Interior Business Center (IBC), may also affect aviation risk management. DOI must maintain communication and mutual understanding of aviation needs among aviation program staff and staff that manage aviation acquisition.

Figure 3.18 provides implementation factors related to this effort.

Importance	<p>Critical</p> <ul style="list-style-type: none"> • Maintains DOI's early momentum in this leadership effort • May address DOI management and coordination issues in a critical program area
Evidence of Success	<ul style="list-style-type: none"> • Roles and responsibilities are clearly defined and aviation managers perform according to designated roles • Decreased aviation accident frequency • Resolution and communication of policy issues
Output	<ul style="list-style-type: none"> • Defined roles, responsibilities, and processes for aviation governance at the bureau and Department levels
Timing	<ul style="list-style-type: none"> • This effort was recently initiated and should receive continued focus
Data Requirements	<ul style="list-style-type: none"> • Existing documentation related to aviation leadership, program management, governing body roles and responsibilities, and policy development process
Required Coordination	<ul style="list-style-type: none"> • Project Team should coordinate with both wildland fire and non-wildland fire aviation leadership • DOI should coordinate with bureaus that have aviation needs and do not have wildland fire programs • Wildland fire aviation is an inherently collaborative effort and the Department should coordinate with USFS and NASF • DOI should coordinate with Acquisition Service Directorate (AQD), IBC, and Office of Financial Management

Communication	<ul style="list-style-type: none"> • The Project Team should complete the following activities: <ul style="list-style-type: none"> ○ Provide regular updates to, and request input from, DOI and bureau wildland fire and aviation leadership ○ Provide clear communications to wildland fire and aviation program staff and bureau leadership
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Figure 3.18 Improve Aviation Governance - Implementation Factors

Figure 3.19 provides the benefits, limitations, risks, and impacts on wildland fire management partners.

Benefits	<ul style="list-style-type: none"> • May improve services for both wildland fire and non-wildland fire aviation programs • Improves management coordination for aviation activities • May result in operational efficiencies • May lessen risks to DOI employees, pilots, and contractors • May help DOI prepare for a future aviation program that utilizes new platforms and technologies • Replaces uncertainty regarding policy with clarity and transparency
Limitations	<ul style="list-style-type: none"> • Aviation roles cover wildland fire and non-wildland fire activities; some results may not be optimal for management of both • Shifting roles and responsibilities within the Department and bureaus may be met with resistance and should align with recent organizational changes (e.g., shift of aviation management from the IBC)
Risks	<ul style="list-style-type: none"> • Potential that changes in governance structure may not improve processes
Impacts on Partners	<ul style="list-style-type: none"> • Changes affecting wildland fire aviation will require collaboration with USFS and NASF • Changes in DOI roles, policymaking, and representation in aviation governing bodies may alter collaboration channels with partner agencies

Figure 3.19 Improve Aviation Governance - Benefits, Limitations, Risks, Impacts

Figure 3.20 summarizes the implementation plan steps and associated activities for this effort.

	Step	Activity	Quarter			
			1	2	3	4
1	Finalize project approach	<ul style="list-style-type: none"> Document objectives of the effort to improve Department-wide leadership and policy coordination for aviation management programs Identify executive sponsors and leadership to focus the effort Agree on key activities and schedule for defining governance bodies 	■			
2	Describe and document aviation needs and future needs of the bureaus and the Department	<ul style="list-style-type: none"> Define and agree on aviation program leadership and governance needs for the Department and bureaus Identify “customers” of aviation and tie assessing/meeting customer needs to the governance structure Identify which levels of the organization (e.g., Department level, bureau level, through shared responsibilities) should fill various governance functions Engage USFS and NASF in a discussion of collaborative wildland fire and non-wildland fire aviation governance Document challenges related to current roles and responsibilities of the existing aviation governing and leadership bodies 		■		
3	Define roles, responsibilities, and relationships among the governing bodies	<ul style="list-style-type: none"> Develop responsibility matrices (e.g., responsible, accountable, consulted, informed) for aviation program management activities, which includes policy creation and reporting <ul style="list-style-type: none"> Include USFS and NASF in conversations regarding aviation program management Align roles and responsibilities related to leadership and governance Gain consensus on defined roles and responsibilities Document aviation governance structure and details (e.g., charter, chapter in Department Manual) 			■	
4	Establish new, or update existing, processes for aviation governance and coordination activities	<ul style="list-style-type: none"> Establish activities for governance and coordination activities, to include the following processes: <ul style="list-style-type: none"> Coordinating activities among stakeholders Distributing decisions, direction, and policy through appropriate channels Monitoring and evaluating activities Identifying and resolving issues Conduct working sessions and share results with participants and leadership 				■
5	Identify metrics for DOI aviation programs and DOI aviation management	<ul style="list-style-type: none"> Develop metrics for DOI aviation programs and DOI aviation management. Metrics may include: <ul style="list-style-type: none"> Frequency of aviation accidents Time to make changes based on accident reviews Time to resolve identified policy issues 				■
6	Disseminate information on aviation governing bodies roles and responsibilities	<ul style="list-style-type: none"> Communicate information regarding aviation governing body roles, responsibilities, and activities through appropriate channels (e.g., Department-wide e-mail, Congressional communications) 				■

Figure 3.20 Improve Aviation Governance - Implementation Steps

Figure 3.21 provides the resource requirements, in terms of people and cost, for this year-long effort.

People			
Project Team Members	% of Time	Collaborators	% of Time
Governance specialist	50%	Governing leadership and coordinating body representatives (e.g., OAS, Aviation Board of Directors, NWCG, National Interagency Aviation Committee (NIAC))	5%
Staff (1) to support activities listed in Figure 3.20	50%	Bureau aviation representatives (wildland fire and non-wildland fire)	5%
		Department-level representatives	2%
Costs			
The Assessment Team does not anticipate non-personnel costs for this effort.			

Figure 3.21 Improve Aviation Governance - Resources

3.3 Improve Tools and Processes

The implementation plans presented in this section detail how to improve tools and processes to inform planning and operations, and help wildland fire program leadership make better decisions. These efforts would leverage existing tools and processes, where available, and take risk management into account. The efforts described below identify implementation factors; benefits, limitations, risks, and impacts on wildland fire management partners; implementation steps and associated timelines; and resource requirements.

3.3.1 Identify Planning, Budgeting, and Resource Allocation Needs and Tools for the Wildland Fire Programs

The objective of this effort is to create an approach for obtaining needed wildland fire management planning tools, due to gaps in the capabilities of those that exist.

DOI uses a range of tools (e.g., Fire Program Analysis (FPA) and Hazardous Fuels Prioritization Allocation System (HFPAS)) for wildland fire program planning, budgeting, and resource allocation. However, the current tools do not meet DOI’s planning and budget needs. Through making challenging decisions to improve upon, supplement, or replace tools, DOI and its partners can focus efforts on tools that will meet needs over the long term. [Figure 3.22](#) provides implementation factors related to this effort. DOI may consider implementing this effort as part of the Wildland Fire I&T initiative, which focuses on addressing the portfolio of IT tools used in the wildland fire programs.

Importance	<p>Critical</p> <ul style="list-style-type: none"> Addresses gaps to help leadership make critical budget formulation, funding allocation, and programmatic decisions
Evidence of Success	<ul style="list-style-type: none"> DOI and bureau (and potentially USFS) leadership agree on an approach to obtaining needed planning tools (existing and/or new tools), and decommissioning obsolete or unnecessary tools
Output	<ul style="list-style-type: none"> Documented requirements for planning, budgeting, and resource allocation Plan to enhance current tools or develop/purchase new tools Investment analysis for implementation of tools and systems
Timing	<ul style="list-style-type: none"> DOI should initiate discussions with its partners (e.g., USFS) as soon as possible
Data Requirements	<ul style="list-style-type: none"> Current needs and requirements for planning information Information on capabilities and limitations of current and past systems
Required Coordination	<ul style="list-style-type: none"> The project team should coordinate with the following: <ul style="list-style-type: none"> Bureau users and stakeholders (e.g., resource managers) to gain consensus on system functions and logic Governing bodies and wildland fire program leadership due to degree of funding required and potential impact on policy development and approval process Managers of existing tools Since some tools are used by both DOI and USFS, DOI will need to work with USFS Changes regarding IT investments may have significant budgetary impacts and should be managed through appropriate IT investment reviews
Communication	<ul style="list-style-type: none"> The Project Team should: <ul style="list-style-type: none"> Provide periodic updates and proactively address challenges with leadership Provide updates to planning staff and cooperators regarding project findings and plans

Figure 3.22 Identify Planning and Budget Tools - Implementation Factors

Figure 3.23 provides the benefits, limitations, risks, and impacts on wildland fire management partners.

Benefits	<ul style="list-style-type: none"> • The Department may develop a path forward and documented business case for use of existing and new tools <p>Benefits of tools based on the outcome of this effort may include the following:</p> <ul style="list-style-type: none"> • Helps wildland fire program managers make better decisions regarding application of scarce resources • Improves allocation and distribution of funds to achieve efficiencies on the ground • Captures the value of streamlined wildland fire program IT efforts • Results of this effort may lead to improved decision making and budget allocation processes
Limitations	<ul style="list-style-type: none"> • May require long-term investment • Wildland fire program planning is complex and tools may not meet all the defined needs • Planning processes may require modification if tools are changed
Risks	<ul style="list-style-type: none"> • New decision-making tools and systems may not provide the envisioned improvements • Focus on bureaus' individual tools may limit the effectiveness of this effort • Stakeholders may be resistant to changes in tools due to lack of confidence that new tools will meet wildland fire program needs, based on their experiences with existing tools
Impacts on Partners	<ul style="list-style-type: none"> • Changes may also apply to USFS; DOI should coordinate closely with USFS regarding decisions about current tools and processes

Figure 3.23 Identify Planning and Budget Tools - Benefits, Limitations, Risks, Impacts

Figure 3.24 summarizes the implementation plan steps and associated activities for this effort.

	Step	Activity	Quarter			
			1	2	3	4
1	Establish project management approach and schedule to guide analysis and change activities	<ul style="list-style-type: none"> Identify project governance, which may be informed by IT and wildland fire program governance Establish frequency of meetings and communication channels between the Project Team and bureaus Develop a project schedule Develop communication channels (e.g., via website, survey), including channels to provide status updates and capture implementation feedback 	■			
2	Consolidate and validate current bureau needs and requirements	<ul style="list-style-type: none"> Interview bureau representatives (e.g., planning leaders) at the national, regional, and local levels Document and validate bureau needs and requirements for planning, budgeting, and resource allocation Conduct meetings with DOI and OWF wildland fire program leadership and resource program executives to reach consensus regarding these needs and requirements Conduct meetings with USFS to socialize needs and requirements 	■			
3	Evaluate how existing tools are now used, or may be used, to meet needs	<ul style="list-style-type: none"> Document the following: <ul style="list-style-type: none"> List of tools that are currently in use, or were previously used, to meet strategic, budgeting, and operational goals at the national, regional, and local levels Bureau and Department consensus on relevance and accuracy of data used in tools Decisions regarding whether original planning, budgeting, and resource allocation methods in existing tools are still appropriate Gaps or duplications that exist between bureau needs and existing tools 	■			
4	Define enhancements or new tools to meet wildland fire program needs	<ul style="list-style-type: none"> Identify and document requirements for enhancements in capabilities of planning tools, based on identified gaps 		■		
5	Research tools and systems in the marketplace, and those used by other agency wildland fire programs	<ul style="list-style-type: none"> Research tools and systems in the marketplace Document whether tools and systems meet the wildland fire programs' and bureaus' needs 		■		
6	Define which tools will be maintained, expanded, discontinued, and/or replaced	<ul style="list-style-type: none"> Work with bureau representatives and USFS to identify if existing tools can be enhanced to meet stakeholder needs, as defined in step 3 Document which tools should be maintained, expanded, and/or discontinued Document level of effort to maintain or expand existing tools Present results to bureau leadership 			■	

	Step	Activity	Quarter			
			1	2	3	4
7	Create plans for incrementally adding required functionality or for implementing new tools	<ul style="list-style-type: none"> Develop plans to enhance current tools and/or develop/purchase new tools <ul style="list-style-type: none"> Work with USFS on tools used by both USFS and DOI 				
8	Develop investment analysis for implementation of tools and systems	<ul style="list-style-type: none"> Work with bureau and OWF budget teams to identify appropriate funding allocation Conduct IT investment review for potential investments in tools or systems 				

Figure 3.24 Identify Planning and Budget Tools - Implementation Steps

Figure 3.25 provides the resource requirements, in terms of people and cost, for this year-long effort.

People			
Project Team Members	% of Time	Collaborators	% of Time
Coordinator	50%	Bureau planning representatives	10%
Staff (2) to support activities listed in Figure 3.24	85%	OWF budget contact	2%
Wildland fire program IT staff (1)	75%	Bureau budget contact	2%
		External stakeholders (e.g., USFS)	5%
		FPA and HFPAS managers	10%
		Subject matter specialists for existing tools	10%
		Fire directors, fire and resource executives	3%
		DOI leadership	1%
		Governing bodies	1%
Costs			
The Assessment Team does not anticipate non-personnel costs for this effort. Adjusting tools as a result of this effort may require significant resources.			

Figure 3.25 Identify Planning and Budget Tools - Resources

3.3.2 Plan Dispatch Improvements

The objective of this effort is to leverage the results of the Interagency Dispatch Optimization Pilot Project (IDOPP) study to identify opportunities and plan for dispatch improvements.

DOI should use results of the IDOPP study to work with its partners (e.g., USFS, NASF, states, Tribes) to make dispatch improvements, including consolidating some Tier 3 (and potentially Tier 4) dispatch centers and other dispatch improvements. There are opportunities for some dispatch centers to be consolidated into centers serving larger land bases, utilizing modern communications and technology. **Figure 3.26** provides implementation factors related to this effort.

Importance	<p>Important</p> <ul style="list-style-type: none"> • Potential for significant cost savings resulting from dispatch improvements
Evidence of Success	<ul style="list-style-type: none"> • Plans that support consistent or improved dispatch service provided at a lower cost. Metrics may include the following: <ul style="list-style-type: none"> ○ Total cost of dispatch ○ Customer satisfaction ○ Call volume per dispatcher ○ Response times
Output	<ul style="list-style-type: none"> • Implementation plan, knowledge management plan, and project schedule to revise dispatch structures and staffing
Timing	<ul style="list-style-type: none"> • DOI should begin discussions with its partners following finalization of the IDOPP study • This effort may be long-term
Data Requirements	<ul style="list-style-type: none"> • Data from the IDOPP study (e.g., number of dispatch centers, locations, frequency of use, radio frequencies) • Similar data points as above for locations not included in the IDOPP study • Summary information from IDOPP study
Required Coordination	<ul style="list-style-type: none"> • This effort will require working with partners with which DOI shares dispatch services, including Tribes, USFS, NASF, and states • DOI should coordinate with local administrators with dispatch center oversight • Organizations without wildland fire management responsibilities (e.g., law enforcement) may need to be included for some dispatch organizations • Coordination with technology and communication system improvement activities will be critical to implementation • DOI should coordinate dispatch-related efforts with its radio communications program strategy
Communication	<ul style="list-style-type: none"> • Focus on sharing dispatch center plans with local communities, Congressional representatives, Tribes, DOI, and other agency leadership • Leadership should communicate overall strategy to all organizational levels • Due to the potential impacts of this effort, DOI and its partners will need to commit resources to significant communication planning and management activities

Figure 3.26 Plan Dispatch Improvements - Implementation Factors

Figure 3.27 provides the benefits, limitations, risks, and impacts on wildland fire management partners.

Benefits	<ul style="list-style-type: none"> • May result in significant cost savings and organizational efficiencies • Implements organizational configurations for optimizing interagency, multi-functional dispatching • May result in better alignment of dispatch boundaries with organization boundaries
Limitations	<ul style="list-style-type: none"> • May have an economic impact in small communities if dispatch centers are closed • Non-efficiency considerations (e.g., external influences, social, political) may limit the abilities to make change • Personnel issues (e.g., change of duty stations, elimination of positions) may limit ability to make desired changes • Requires consistent messaging from Agency Administrators
Risks	<ul style="list-style-type: none"> • Potential impact on operations (e.g., slower response times), especially for dispatch centers in transition • Removing local dispatch knowledge may impact quality of service and effectiveness or operations
Impacts on Partners	<ul style="list-style-type: none"> • Many dispatch centers are interagency; therefore, this effort will have impacts on cooperators in dispatch centers

Figure 3.27 Plan Dispatch Improvements- Benefits, Limitations, Risks, Impacts

Figure 3.28 summarizes the implementation plan steps and associated activities for this effort. Note that the activities and timeframes are preliminary and may be adjusted based on results from ongoing activities.

	Step	Activity	Quarter			
			1	2	3	4
1	Analyze results of IDOPP Phase Three report	<ul style="list-style-type: none"> Review the IDOPP Phase Three deliverable, which is expected to include national principles, standards, and criteria that can be used to guide improved dispatch services and operations nation-wide Engage subject matter specialists and managers involved in the IDOPP pilot to capture lessons learned and tools utilized for dispatch consolidation that are not captured in the final report Review proposed methodology for conducting optimization analyses nation-wide, as the IDOPP study was conducted for a pilot area (CA, AZ, NM, west TX) Identify additional data or analyses needed and develop associated plans for data gathering 				
2	Establish an interagency partnership to provide leadership implementation plan	<ul style="list-style-type: none"> Partner with USFS and NASF and work with Geographic Area Coordination Groups (GACGs) in each step of this effort Identify the appropriate levels for conducting dispatch-related activities (e.g., analysis may be performed at the Geographic Area Coordination Center (GACC) level and implementation could be conducted at the local level) 				
3	Plan activities based on IDOPP study results and identify opportunities to optimize dispatch locations and combine services, where applicable	<ul style="list-style-type: none"> Using results of IDOPP study, identify geographic areas to implement national principles, standards, and criteria to improve dispatch service Prioritize target improvements for dispatch nationwide Plan approach for implementation of target improvements and develop long-term goals 				
4	Assess the impact on operations and fire safety if dispatch locations are optimized	<ul style="list-style-type: none"> Identify risks and assess the impact on operations and fire safety Develop implementation plan to mitigate and manage risks and impacts 				
5	Verify analysis of Tier 4 dispatch centers	<ul style="list-style-type: none"> Evaluate needs for Tier 4 centers (Tribal representatives noted some are critical for maintaining local knowledge) <ul style="list-style-type: none"> Conduct interviews with Tier 4 dispatch personnel and their stakeholders Plan changes or improvements to Tier 4 dispatch structures 				

	Step	Activity	Quarter			
			1	2	3	4
6	Design restructured/realigned dispatch personnel transition plan	<ul style="list-style-type: none"> Plan revised dispatch structures, staffing, position descriptions, and permanent change of station (PCS) moves Identify new or modified business functions or processes Develop communication and change management plans (e.g., how will change be introduced to the workforce and how frequently should DOI provide updates? What do outside groups need to know?) 				
7	Coordinate project management plan and schedule for dispatch changes	<ul style="list-style-type: none"> Complete project management plan for the implementation Develop project schedule with key milestones Obtain DOI and partner leadership approval of the plan 				

 Ongoing

Figure 3.28 Plan Dispatch Improvements - Implementation Steps

Figure 3.29 provides the resource requirements, in terms of people and cost, for this year-long interagency effort.

People			
Project Team Members	% of Time	Collaborators	% of Time
Project coordinator	75%	Interagency Dispatch Improvement Project (IDIP) steering committee	5%
Staff (3) to perform dispatch analysis	80%	Dispatch center managers	5%
Dispatch specialist	50%	External partner personnel (e.g., states, USFS)	5%
		OWF, law enforcement, and bureau representatives	5%
		Executive leadership	2%

Costs
A significant amount of funding may be necessary to combine or realign dispatch centers based on results of this planning. Likely costs may be related to the following activities:
<ul style="list-style-type: none"> Revising dispatch structures Realigning staffing PCS moves

Figure 3.29 Plan Dispatch Improvements - Resources

3.3.3 Capture Value of Research and Related Products from USGS and Other Entities

The objective of this effort is to improve access to and use of research, monitoring, and decision support tools developed by USGS and other entities, through development of a systematic process to identify and address bureau and Departmental fire science requirements.

USGS, other DOI bureaus, USFS, and academic institutions provide fire-related research and operational products. For example, USGS provides severity map imagery and other geospatial information. By developing a process to gather bureau requirements, the Department can better meet the needs for the best available science in wildland fire management. USGS could play a larger role in incorporating scientific findings from the myriad institutions with fire science capabilities, as well as making relevant and timely information available to decision makers.

Figure 3.30 provides implementation factors related to this effort.

Importance	<p>Beneficial</p> <ul style="list-style-type: none"> • May better align science and research products with Departmental wildland fire management needs and requirements • May add benefit to fire research performed through a variety of venues (e.g., USGS, Joint Fire Science Program (JFSP), USFS), through better coordination and communication of science needs and products
Evidence of Success	<ul style="list-style-type: none"> • Bureau and other agency input is consistently used in planning wildland fire-related research • Increased number of requests for USGS support • Departmental, bureau, and other agency science requirements are used in resource allocation and project planning • Increased application of USGS and other science products in decision making and policy formulation
Outputs	<ul style="list-style-type: none"> • Established plan to assess and maximize the use, impact, and value of research and related products • Updated assessment of how fire research and science products meet the requirements of the Department, bureaus, and other agencies • Ongoing planning for coordinated investment in research and related products
Timing	<ul style="list-style-type: none"> • This effort should begin in FY 2013
Data Requirements	<ul style="list-style-type: none"> • Information on previous publications, areas of research, and products • Detailed information on bureau research and science product needs • Information on fire-related research budgets
Required Coordination	<ul style="list-style-type: none"> • Requires coordination among USGS, USFS, and other fire science leaders, both within and external to DOI • Will require a regular process for research planning that includes wildland fire management organizations and research organizations
Communication	<ul style="list-style-type: none"> • DOI should focus on communicating availability and use of USGS and other fire science-related products • Maintain current assessments of wildland fire science requirements of the Department, bureaus, and other wildland fire management organizations

Figure 3.30 Capture Value of Research and Related Products - Implementation Factors

Figure 3.31 provides the benefits, limitations, risks, and impacts on wildland fire management partners.

Benefits	<ul style="list-style-type: none"> • Potential for improvements in wildland fire planning, decision support, and operations through targeted research • Increases visibility of, and access to, the application of science products in wildland fire management activities
Limitations	<ul style="list-style-type: none"> • Some fire science activities may not be immediately relevant to Departmental and bureau requirements • A mix of basic and applied science involves both short- and long-term investments by many entities with varying objectives, so a single strategy may not be possible • Resources may not be sufficient to immediately provide identified science requirements
Risks	<ul style="list-style-type: none"> • May take several years before bureaus realize the value and have confidence to use USGS and other fire science and apply it in risk management activities
Impacts on Partners	<ul style="list-style-type: none"> • Expands and improves collaboration and communication among fire science providers and the wildland fire management and policy community • Provides partners with access to additional areas of research and information (government and non-government) that is can meet current fire science requirements

Figure 3.31 Capture Value of Research and Related Products - Benefits, Limitations, Risks, Impacts

Figure 3.32 summarizes the implementation plan steps and associated activities for this effort.

	Step	Activity	Quarter			
			1	2	3	4
1	Identify research needs and requirements, and document sources and types of relevant fire-related research	<ul style="list-style-type: none"> Conduct interviews with bureau, OWF, USFS, and NASF representatives in specific program areas (e.g., fire science, planning, burned area rehabilitation) to define general fire-related research and information requirements USGS and others might meet Identify how these needs relate to the JFSP Identify the needs USGS and other research organizations can currently meet Document sources and types of relevant fire-related research from DOI, USFS, and other organizations 	■			
2	Initiate annual process for planning fire-related science activities	<ul style="list-style-type: none"> Initiate long-term planning to meet high-priority needs for USGS and other DOI research and products, and to inform collaboration related to non-DOI research 		■		
3	Provide fire-related research information to bureaus	<ul style="list-style-type: none"> Prepare summaries of USGS and other organizations’ research capabilities and products Develop communication strategy for disseminating information <ul style="list-style-type: none"> Identify potential communication channels for bureau stakeholders Develop communication strategy Confirm strategy with bureau representatives Develop a web page/portal for accessing fire-related research and science products from USGS, USFS, and others (USGS might host this web page) Disseminate research information (e.g., a link to each research topic) to bureaus using defined communication channels, such as a targeted e-mail Develop an annual monitoring and evaluation process to assess communication to customers and use of research results Provide research information to bureaus annually, including information from other organizations 		■		
4	Perform data analytics on research-offerings website	<ul style="list-style-type: none"> Evaluate commercial off-the-shelf solutions for tracking web page and application metrics, as defined in the activity below Conduct analysis on use of fire-related research information, including: <ul style="list-style-type: none"> Percent of recipients who open a “push” e-mail Number of hits each research website or application receives based on the “push” e-mail Identity of users who access the research Frequency Time spent on sites or hosted applications Number of times e-mail was forwarded 			■	■

	Step	Activity	Quarter			
			1	2	3	4
5	Develop a feedback process to assess the use, impact, and value of specific data and research	<ul style="list-style-type: none"> Identify organizations accessing information using the data analytics process described in step 4 Follow up with bureaus and other agencies to assess use of fire science products and additional needs <ul style="list-style-type: none"> Communicate information regarding visits to fire-related research web page Collect information regarding usefulness of products Address value of refreshing research Identify other areas for science research Conduct this feedback process annually 				
6	Update fire-related research and products plan	<ul style="list-style-type: none"> Update plan for fire-related research and science products annually, based on data and science needs Identify research that is not being conducted and plans for incorporating it long-term 				

 Ongoing

Figure 3.32 Capture Value of Research and Related Products - Implementation Steps

Figure 3.33 provides the resource requirements, in terms of people and cost, for this year-long effort.

People			
Project Team Members	% of Time	Collaborators	% of Time
Project coordinator	35%	Bureau fire science representatives	5%
Staff (1) to support activities listed in Figure 3.32	50%	USGS fire-related research coordinator	10%
		JFSP representative	2%
		DOI leadership	1%
		OWF leadership	3%
Costs			
Depending on whether USGS tracks dissemination of its products, there may be associated costs for tracking software. These software services are typically less than \$1,000 a year.			

Figure 3.33 Capture Value of Research and Related Products - Resources

3.4 Reduce Barriers and Create Enablers for Collaboration

The implementation plans presented in this section help reduce barriers and create enablers for collaboration (e.g., sharing or combining services) across bureau and geographic boundaries at the local, regional, and national levels. These plans were developed to help reduce barriers and create enablers for collaboration through arrangements such as Service First, the Alaska Fire Service model, and other models (e.g., BLM providing fire suppression services for BIA in Nevada). These efforts include providing tools to assist in collaborative efforts and documenting and simplifying processes for transferring funds.

A key theme from the down-select working sessions is that cooperation currently exists, but there is potential for increased collaboration among bureaus at the local, regional, and national levels. To the extent the Department wants to encourage collaboration, Department and bureau wildland fire program leadership should convey expectations that teams should continue to collaborate and expand collaboration where possible. Discussion of the efforts described below includes implementation factors; benefits, limitations, risks, and impacts on wildland fire management partners; implementation steps and associated timelines; and resource requirements.

3.4.1 Provide Tools to Assist in Collaborative Efforts

The objective of this effort is to promote operational efficiencies through increased collaboration across organizational boundaries.

Preparing guidance, tools, and templates for various organizational levels may help make existing and future collaborative arrangements more effective. Partnerships with USFS and NASF will be essential in increasing collaboration efforts. [Figure 3.34](#) provides implementation factors related to this effort.

Importance	<p>Important</p> <ul style="list-style-type: none"> • May improve efficiencies through expanding the use of collaborative arrangements
Evidence of Success	<ul style="list-style-type: none"> • Increase in use of collaborative arrangements • Decrease in the challenges associated with collaborative efforts • More effective use of resources across bureaus • Positive visibility given to collaborative efforts
Outputs	<ul style="list-style-type: none"> • Toolkit, including lessons learned (e.g., leadership structure) made available at the national, regional, and local levels to promote and assist with collaborative efforts
Timing	<ul style="list-style-type: none"> • This effort should be initiated within the first six months of FY 2013 • DOI should initiate discussions with USFS as soon possible to explore working together on this effort
Data Requirements	<ul style="list-style-type: none"> • Documents regarding inter- and intra-agency collaboration (e.g., interagency agreements, Service First Memorandums of Understanding (MOUs)) • Metrics that indicate successful collaboration (e.g., personnel counts, costs, number of collaborative relationships)

Required Coordination	<ul style="list-style-type: none"> • The Project Team should coordinate with identified interviewees, building upon existing collaborative relationships • The Project Team should include the National Service First Coordinator to prevent duplication of ongoing efforts and utilize lessons learned and existing documents • DOI should include cooperators (e.g., USFS, NASF) in this effort • The Project Team should coordinate activities with Department initiatives related to Service First
Communication	<ul style="list-style-type: none"> • The Project Team should provide periodic updates and proactively address issues with DOI and bureau wildland fire leaders • The Project Team should distribute the results to the wildland fire management community through a variety of channels (e.g., website, email, DOI memoranda)

Figure 3.34 Provide Collaboration Tools - Implementation Factors

Figure 3.35 provides the benefits, limitations, risks, and impacts on wildland fire management partners.

Benefits	<ul style="list-style-type: none"> • May improve customer service • May increase operational and administrative efficiencies • Aligns with landscape scale management principles • Aligns with DOI’s ongoing initiatives (e.g., Cohesive Strategy, QFR) • May provide mechanisms to meet wildland fire management needs of smaller organizations (e.g., Reclamation)
Limitations	<ul style="list-style-type: none"> • Stakeholders may not have sufficient incentives to collaborate • A toolkit may not provide solutions to each identified administrative barrier, since some are based on policies and procedures external to wildland fire programs
Risks	<ul style="list-style-type: none"> • Without strong support from bureau and wildland fire program leadership, there may be little increase in collaboration outside of current comfort zones
Impacts on Partners	<ul style="list-style-type: none"> • Many collaborative relationships would require participation of external partners, which requires them to be included in the leadership and design of this effort

Figure 3.35 Provide Collaboration Tools - Benefits, Limitations, Risks, Impacts

Figure 3.36 summarizes the implementation plan steps and associated activities for this effort.

	Step	Activity	Quarter			
			1	2	3	4
1	Identify examples of existing collaborative relationships	<ul style="list-style-type: none"> Identify organizations with Service First and other current collaborative relationships Identify how DOI will coordinate with USFS and other partners in collaborative relationships 				
2	Identify lessons learned from existing collaborative relationships	<ul style="list-style-type: none"> Interview personnel at successful and non-successful collaborative environments (e.g., Fire Management Officers (FMOs), budget personnel) to identify lessons learned Interview national Service First program leadership to identify lessons learned and guidelines Document lessons learned and benefits of collaborative relationships. Areas of interest may include the following: <ul style="list-style-type: none"> Tools (e.g., MOUs, interagency agreements, employee guides) used Keys to success Problem areas Incentives or disincentives for collaboration 				
3	Identify metrics to encourage collaboration	<ul style="list-style-type: none"> Develop metrics to assess success of collaborative efforts. Metrics may include: <ul style="list-style-type: none"> Personnel counts Cost avoidances Number of new successful collaborative relationships Use and usefulness of toolkit Problems with collaborative relationships 				
4	Develop toolkit to encourage collaboration	<ul style="list-style-type: none"> Consolidate lessons learned into documents for toolkit Toolkit contents may include: <ul style="list-style-type: none"> How to initiate and sustain a collaborative organization beyond the tenure of the founders Contract and agreement structures Leadership structure Guidance for planning and transferring funds How to address policy issues Approaches for meeting needs of smaller partners (e.g., agreements to assist Reclamation with wildland fire planning and suppression activities) Required trainings Toolkit could be located on NIFC and OWF websites 				

	Step	Activity	Quarter			
			1	2	3	4
5	Provide toolkit and metrics to bureaus and partners	<ul style="list-style-type: none"> Communicate lessons learned and provide toolkit to wildland fire management community DOI and bureau leadership should encourage use of the toolkit Establish performance measures to track whether the toolkit is providing value and inform modifications Train wildland fire program leaders on use of the toolkit Track metrics to identify success of relationships <ul style="list-style-type: none"> Revise toolkit through stakeholder feedback, if applicable 				

 Ongoing

Figure 3.36 Provide Collaboration Tools - Implementation Steps

Figure 3.37 provides the resource requirements, in terms of people and cost, for this **nine-month effort**.

People			
Project Team Members	% of Time	Collaborators	% of Time
Project coordinator	25%	Local leaders of collaborative relationships	5%
Staff (2) to interview personnel, conduct analysis, and develop toolkit	90%	External partners (e.g., USFS, NASF)	5%
National Service First Coordinator	10%	Wildland fire program personnel not currently in an inter- or intra-agency relationship	5%
Costs			
The Assessment Team does not anticipate non-personnel costs for this effort.			

Figure 3.37 Provide Collaboration Tools - Resources

3.4.2 Document and Improve the Inter-Bureau Funds Transfer Process

The objective of this effort is to address challenges in transferring funds between bureaus by documenting and improving the funds transfer process.

Improving processes may promote increased interagency collaboration and streamline the steps required to complete interagency agreements in a timely manner. As bureaus are transitioning to FBMS, it will be important for the Department and bureaus to document and improve the funds transfer processes, potentially through making modifications to FBMS. The Department would make FBMS improvements, if identified, subsequent to these activities. **Figure 3.38** provides implementation factors related to this effort.

Importance	<p>Important</p> <ul style="list-style-type: none"> • May help address challenges voiced by many wildland fire program staff at the field level
Evidence of Success	<ul style="list-style-type: none"> • Funds transfers are planned and completed in shorter time frames • Local bureau leaders understand and use improved funds transfer processes
Outputs	<ul style="list-style-type: none"> • Guidance such as standard operating procedures, handbooks, or toolkits detailing how to plan funds transfers and transfer funds using current budget mechanisms • Documented roles and responsibilities for actions needed to implement improvements, such as in FBMS
Timing	<ul style="list-style-type: none"> • This effort should be initiated during FY 2013; additional efforts may be needed approximately one quarter after remaining bureaus implement FBMS
Data Requirements	<ul style="list-style-type: none"> • Documentation related to fund transfers (e.g., SF-1151 transfer process, DOI allocation spreadsheet, interagency agreements) • Acquisition data regarding existing fund transfers • Planned FBMS improvements that may impact fund transfers
Required Coordination	<ul style="list-style-type: none"> • The Project Team should coordinate with the FBMS Project Management Office (PMO) and acquisition personnel within the Department and bureaus • The Project Team should collect lessons learned from other agencies to inform improvements
Communication	<ul style="list-style-type: none"> • The Project Team should provide periodic updates, proactively address issues with DOI and bureau wildland fire leaders, and provide proposed process materials for review and approval • DOI should identify personnel who have knowledge of activities related to transferring funds

Figure 3.38 Document Funds Transfer Process - Implementation Factors

Figure 3.39 provides the benefits, limitations, risks, and impacts on wildland fire management partners.

Benefits	<ul style="list-style-type: none"> • Improves ease of transferring funding between bureaus and helps enable faster delivery of services or resources • Provides consistent procedures for transferring funds • Reduces burden of working between bureaus, potentially increasing the likelihood of bureaus working together more
Limitations	<ul style="list-style-type: none"> • Bureau policies regarding fund transfers may present some challenges (e.g., bureau administrative fee) • Documentation and improvement of funds transfer processes may only apply to bureaus and not improve processes to transfer funds to/from USFS
Risks	<ul style="list-style-type: none"> • Improved processes may not decrease the time it takes to transfer funds, due to policy requirements • Improved processes may not address all stakeholder challenges
Impacts on Partners	<ul style="list-style-type: none"> • Increased general knowledge of funds transfer processes may improve working relationships among wildland fire management partners as DOI's process becomes more consistent

Figure 3.39 Document Funds Transfer Process - Benefits, Limitations, Risks, Impacts

Figure 3.40 summarizes the implementation plan steps and associated activities for this effort.

	Step	Activity	Month			
			1	2	3	4
1	Document the current processes for transferring funds between bureaus and the current process for transferring funds in FBMS	<ul style="list-style-type: none"> Identify current processes used by individual bureaus, including: <ul style="list-style-type: none"> SF-1151 transfer process DOI allocation spreadsheet Interagency agreements Accepting and transferring funds for each bureau Interview appropriate personnel (e.g., budget), if necessary Assess past transfers to identify the processes used Document challenges with accepting and transferring funds 	■			
2	Identify metrics that can be used to measure success and assess current processes	<ul style="list-style-type: none"> Develop metrics to assess funding transfer success. Metrics may include: <ul style="list-style-type: none"> Time to complete funds transfers Number of successful transfers in a year Number of initiatives funded with transferred funds Conduct metric assessment of current state and processes Coordinate with the bureaus and other agencies to identify the processes for transferring funds and to benchmark processes for comparison purposes 	■			
3	Develop toolkits for transferring funds between bureaus	<ul style="list-style-type: none"> Develop and disseminate guidance using the documented processes (step 1) on scenarios that require funds transfer and the appropriate mechanisms Develop and disseminate guidance on how to plan and transfer funds using these mechanisms <ul style="list-style-type: none"> Guidance may include standard operating procedures, handbooks, and toolkits 		■		
4	Identify how FBMS affects transferring of funds between bureaus and issues that will not be addressed	<ul style="list-style-type: none"> Document differences among bureaus in current process for transferring funds Document limitations and plan for how the limitations will be addressed Identify potential improvements to FBMS, as well as other process modifications if FBMS is not the appropriate venue for making the improvements 		■		
5	Discuss potential improvements to FBMS to be incorporated in future deployments, if applicable	<ul style="list-style-type: none"> Discuss potential improvements to FBMS with bureau representatives and FBMS PMO Prepare materials documenting potential improvements for transferring funds, as suggested by bureau representatives and obtain approval from bureau and DOI wildland fire program leadership Communicate requested improvements to FBMS PMO Following agreement on improvements, develop clear roles and responsibilities for personnel and the actions needed to implement improvements in FBMS <ul style="list-style-type: none"> Maintain strong internal controls with revised processes 				■

	Step	Activity	Month			
			1	2	3	4
6	Conduct metric assessment of improved processes for transferring funds	<ul style="list-style-type: none"> Using the metrics defined in step 2, conduct a metric assessment on the improved processes for transferring funds Provide metrics to bureaus for tracking success of toolkit 				

Figure 3.40 Document Funds Transfer Process - Implementation Steps

Figure 3.41 provides the resource requirements, in terms of people and cost, for this **four-month effort**.

People			
Project Team Members	% of Time	Collaborators	% of Time
Project coordinator	25%	Budget personnel (at least one for each bureau)	10%
Staff (1) to support activities in Figure 3.40	100%	FBMS PMO	3%
Costs			
The Assessment Team does not anticipate non-personnel costs for this effort.			

Figure 3.41 Document Funds Transfer Process - Resources

4.0 Management of the Implementation Effort

As the Department moves forward with additional assessment and implementation efforts, it is important to use project management practices to help drive the actions that lead to successful implementation of the recommendations. These practices will help provide consistency in the management of the efforts and help drive support for the bureaus' wildland fire programs throughout the process. While the efforts listed in Section 2.0 and 3.0 may be viewed as individual projects, the Department should manage its efforts as a portfolio. In doing this, the Department should consider the approaches listed below to help coordinate implementation efforts.

Program Management

Program management activities, as detailed below, can help the Department consistently manage each of the efforts, identify impediments to progress and impacts to programs, and manage cross-effort dependencies. Program management should include the following activities:

- **Leadership and Coordination** - It will be important for DOI to define and communicate leadership roles and the approach to coordination of implementation activities, including who will select projects to implement. The Department should consider establishing new oversight bodies and processes, based on the efforts selected, to guide the activities and implementation efforts of the project teams. The Department may also structure dedicating working groups for each effort, based on the scope and scale of planned activities.
- **Project Selection and Staging** - DOI leadership should select projects based on level of importance, relationships among these efforts and other activities, and available resources. [Figure 4.1](#) summarizes the importance and potential staging of the implementation efforts described in Sections 3.2, 3.3, and 3.4.

Importance	Implementation Effort	FY 2013 Quarter				FY 2014 Quarter			
		1	2	3	4	1	2	3	4
Critical	Plan General Department-wide Communication (3.2.1)	█							
	Analyze Functions for Greater Efficiency (2.1, 2.2)	█	█						
	Strengthen Governance (3.2.3)	█	█	█					
	Improve Aviation Governance (3.2.5)	█	█	█	█				
	Identify Planning and Budget Tools* (3.3.1)		█	█	█	█			
Important	Evaluate and Update Internal Controls (3.2.2)		█	█					
	Plan Dispatch Improvements* (3.3.2)		█	█	█	█			
	Document and Improve Funds Transfer Process (3.4.2)			█	█				
	Provide Collaboration Tools (3.4.1)			█	█	█			
	Implement Approach for Improvements Based on Incident and Program Reviews (3.2.4)				█	█	█	█	
Beneficial	Capture Value of Research and Related Products (3.3.3)				█	█	█	█	

*DOI should initiate discussions with its partners as soon as possible

Figure 4.1 Potential Staging of Implementation Efforts

- Progress Tracking** - To provide leadership and bureau stakeholders with information on implementation progress, the Department should develop a dashboard for these efforts. The dashboard can help DOI demonstrate its accountability to bureaus and other stakeholders, improve trust, and provide transparency. This tool could help DOI track efforts and provide updates to leadership and bureaus on a monthly or quarterly basis, and might include information on project schedules, upcoming milestones, identified risks, and other agreed-upon metrics. Figure 4.2 provides a sample dashboard.

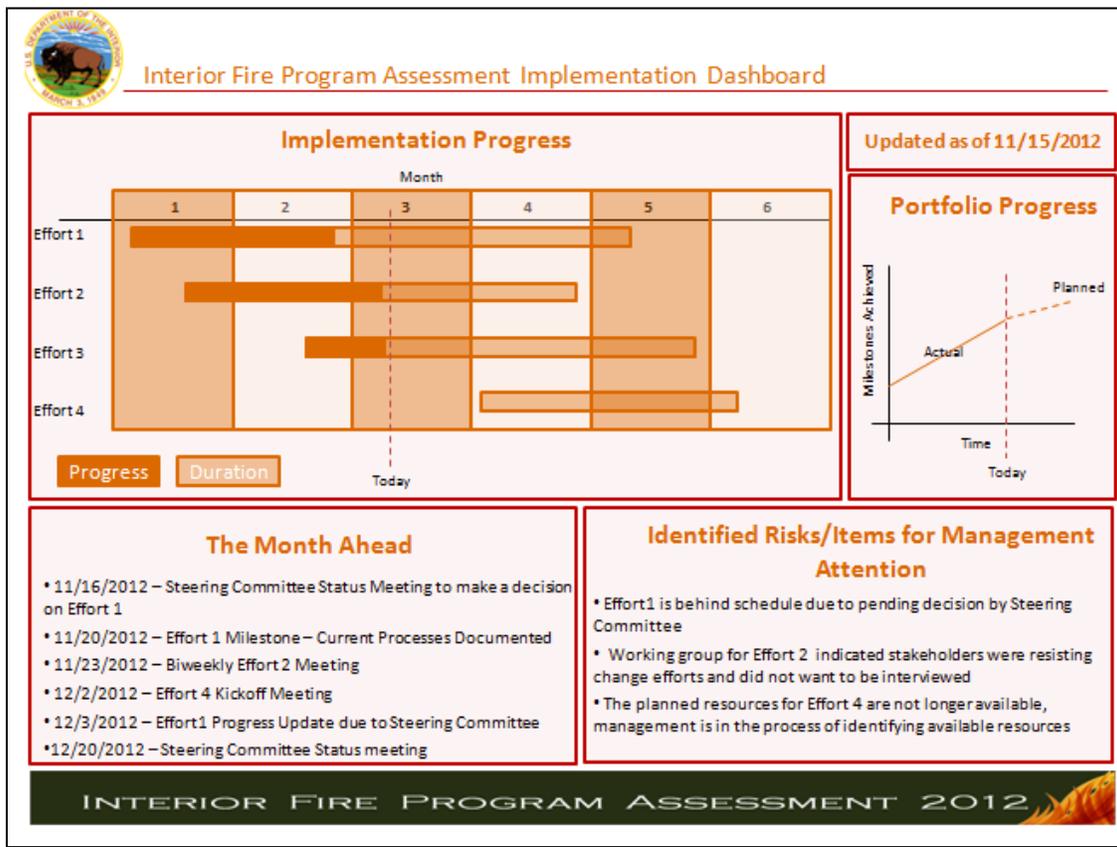


Figure 4.2 Sample Dashboard for Portfolio Tracking

Change Management

Adhering to a consistent approach to change management will help stakeholders focus on the actions that will help generate long-term, sustainable value. Change management could include the following activities:

- **Leadership Alignment** - Department, bureau, and wildland fire program leadership should commit to a set of actions and behaviors to sponsor these efforts. It is also important to develop a common vision and objectives for change to help set the tone for the initiatives. Setting a strong “tone at the top” has proven to be valuable in other DOI initiatives, such as activities related to the American Recovery and Reinvestment Act of 2009.
- **Stakeholder Management** - Understanding and managing stakeholder expectations and positions is important for the Department, especially where initiatives may have personnel impacts. The Department should track stakeholder buy-in, identify key resources, establish trust among resources, and request feedback on progress and results of changes.
- **Communication** - Throughout these efforts, DOI should take a centralized approach to managing communications. Stakeholders involved in the change should receive clear, consistent, and transparent communications to help promote a smooth integration of cultures and changes. Communication regarding change in processes or organization (e.g., change in governing bodies) should come from a single source, but should be agreed upon by DOI and bureau leadership before transmittal. The Department can

build on the current communication process established through the Assessment (e.g., posting updates and relevant documentation on the OWF website) and the process outlined in Section 3.2.1 of this report. Additionally, it is important for the Department to communicate how these efforts fit into the longer-term goals of the wildland fire programs and the associated benefits.

Data Management

The efforts defined in Section 2.0 and 3.0 often require data management and analysis. To help prevent duplication of efforts and establish a process for data calls, the Department should consider the data management activities described in Section 3.1.

5.0 Appendix A - Acronym List

The table below provides a list of acronyms and definitions used in this report.

Acronym	Definition
Assessment	Interior Fire Program Assessment
AGO	America’s Great Outdoors
AQD	Acquisition Service Directorate
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
DAS-PRE	Deputy Assistant Secretary-Public Safety, Resource Protection, and Emergency Services
DM	Department Manual
DOI	Department of the Interior
EEO	Equal Employment Opportunity
FBMS	Financial and Business Management System
FMO	Fire Management Officer
FPA	Fire Program Analysis
FWS	United States Fish and Wildlife Service
FTE	Full-Time Equivalent
FY	Fiscal Year
GACC	Geographic Area Coordination Center
GACG	Geographic Area Coordination Group
HFPAS	Hazardous Fuels Prioritization Allocation System
HR	Human Resources
IBC	Interior Business Center
IDIP	Interagency Dispatch Improvement Project
IDOPP	Interagency Dispatch Optimization Pilot Project
IFEC	Interior Fire Executive Council
IT	Information Technology
I&T	Information and Technology
JFSP	Joint Fire Science Program
LFCR	Large Fire Cost Review
MOU	Memorandum of Understanding
MSP	Medical Standards Program
NASF	National Association of State Foresters
NIAC	National Interagency Aviation Committee
NIFC	National Interagency Fire Center

Acronym	Definition
NIMO	National Incident Management Organization
NPS	National Park Service
NWCG	National Wildfire Coordinating Group
OAS	Office of Aviation Services
OMB	Office of Management and Budget
OWF	Office of Wildland Fire
PCS	Permanent Change of Station
PMO	Project Management Office
POC	Point of Contact
PwC	PricewaterhouseCoopers
QFR	Quadrennial Fire Review
Reclamation	Bureau of Reclamation
Report	House Report 112-151
USFS	United States Forest Service
USGS	U.S. Geological Survey
WFEC	Wildland Fire Executive Council