



# **BUDGET** The United States Department of the Interior **JUSTIFICATIONS**

and Performance Information  
Fiscal Year 2020

## **WILDLAND FIRE MANAGEMENT**

NOTICE: These budget justifications are prepared for the Interior, Environment and Related Agencies Appropriations Subcommittees. Approval for release of the justifications prior to their printing in the public record of the Subcommittee hearings may be obtained through the Office of Budget of the Department of the Interior.



Printed on  
Recycled Paper

## Table of Contents

<b>EXECUTIVE SUMMARY .....</b>	<b>1</b>
<i>INTRODUCTION.....</i>	<i>1</i>
<i>GOVERNANCE AND COORDINATION.....</i>	<i>2</i>
<i>GOVERNMENT REFORM.....</i>	<i>2</i>
<i>DOI REORGANIZATION.....</i>	<i>3</i>
<i>BUDGET OVERVIEW.....</i>	<i>5</i>
<i>FY 2020 BUDGET REQUEST.....</i>	<i>6</i>
<b>STRATEGIC AND PERFORMANCE OVERVIEW .....</b>	<b>8</b>
<i>DOI STRATEGIC FRAMEWORK.....</i>	<i>8</i>
<i>ALIGNMENT TO THE DOI STRATEGIC PLAN.....</i>	<i>9</i>
<i>FY 2020 DEPARTMENT PRIORITIES.....</i>	<i>10</i>
<b>BUDGET SUMMARY TABLES.....</b>	<b>13</b>
<i>BUDGET AT A GLANCE.....</i>	<i>13</i>
<i>SUMMARY OF REQUIREMENTS.....</i>	<i>14</i>
<b>PROGRAM ACTIVITIES.....</b>	<b>15</b>
<i>PREPAREDNESS.....</i>	<i>16</i>
<i>SUPPRESSION OPERATIONS.....</i>	<i>24</i>
<i>FUELS MANAGEMENT.....</i>	<i>28</i>
<i>OTHER OPERATIONS.....</i>	<i>33</i>
<i>OTHER OPERATIONS: BURNED AREA REHABILITATION.....</i>	<i>34</i>
<b>OTHER EXHIBITS.....</b>	<b>37</b>
<i>WFM APPROPRIATIONS LANGUAGE.....</i>	<i>37</i>
<i>JUSTIFICATION OF FIXED COSTS.....</i>	<i>43</i>
<i>EMPLOYEE COUNT BY GRADE.....</i>	<i>44</i>
<i>SECTION 403 COMPLIANCE.....</i>	<i>45</i>
<b>APPENDIX A – List of Tables and Figures .....</b>	<b>47</b>
<b>APPENDIX B – References .....</b>	<b>48</b>

**EXECUTIVE SUMMARY**

**INTRODUCTION**

Fire is a natural and essential component of many healthy ecosystems. In order to manage an effective wildland fire program, it is critical to take a proactive, cooperative and cohesive approach that mitigates the negative effects of wildfires while actively managing the strategic use of fire in order to achieve resource management goals.

In the United States, approximately 65,000 wildfires burn 6.6 million acres<sup>1</sup> every year. FY 2018 is documented as the costliest year on record, with 8.5 million acres burned and Federal suppression costs totaling over \$3.1 billion. Because wildfires are unpredictable events that often burn across multiple jurisdictions, collaboration is key to management efficiency and success.

The Department of the Interior (DOI) and the Department of Agriculture are integral parts of a larger wildland fire management (WFM) community that works collaboratively to implement a cohesive fire management framework to ensure wildland firefighter and public safety while mitigating loss from wildfire.

The DOI’s WFM program is composed of the Office of Wildland Fire (OWF) and four bureaus with wildland fire management responsibilities – the Bureau of Indian Affairs (BIA), the Bureau of Land Management (BLM), the Fish and Wildlife Service (FWS), and the National Park Service (NPS).



In addition, other bureaus and agencies play an integral role in supporting the DOI’s WFM program. Collaboration with Federal, Tribal, State and local entities is essential to providing a unified and

<sup>1</sup> Statistics cited from the ten-year average of fires from 2008-2017:  
<https://www.predictiveservices.nifc.gov/IMSR/2018/20181221IMSR.pdf>

coordinated response to wildland fire management. The military and international community also provide additional wildfire suppression support, especially when resources are stretched thin.

### GOVERNANCE AND COORDINATION

The Federal Wildland Fire Management program is closely coordinated and integrated with other Federal, Tribal, State and local programs using interoperable equipment, training, and standards. The overall program is guided by a common policy and approach, implemented through agency line organizations, and within the context of the statutory mission of each agency. A number of governance structures are used to develop and maintain this common, integrated approach – ranging from the national strategic level to regional and local coordination groups.

Originally formed by the Secretaries of the Departments of the Interior and Agriculture, the Wildland Fire Leadership Council (WFLC) is an intergovernmental council comprised of Federal, Tribal, State and local officials. Established in 2002 in the aftermath of several severe fire seasons, WFLC provides strategic guidance in the application of wildland fire management policy across multiple jurisdictions, and is instrumental in helping implement *the National Cohesive Wildland Fire Management Strategy*.



The *National Cohesive Wildland Fire Management Strategy* provides the framework for the DOI’s WFM program. Developed in 2014, the Cohesive Strategy establishes a national

vision for wildland fire management. It represents a commitment to work collaboratively among all stakeholders and across all landscapes through shared stewardship to achieve the three national goals.



In DOI, OWF is the principal office responsible for developing Department-wide wildland fire management policy, program accountability, and review; and oversight of the WFM budget. In carrying out these responsibilities, OWF ensures implementation of the WFM program is consistent across DOI and adheres to the goals established by Congress, DOI’s Strategic Plan, and other wildland fire policies and directives. Furthermore, OWF is responsible for the development and oversight of many of the Wildland Fire Information Technology (WFIT) systems used by the WFM community for tracking data, program planning and wildfire response.

### GOVERNMENT REFORM

President Trump signed an Executive Order to modernize and reform the executive branch and Interior is leading the way, developing and executing a program that will streamline processes and better serve the American people. The absolute first step in building a better and more efficient executive branch though is fostering a culture of ethics and respect amongst colleagues.

In the area of anti-harassment efforts, each bureau and office has made significant headway in putting a diverse set of measures in place to prevent and address unacceptable conduct. Interior has also launched an internal Workplace Culture Transformation Advisory Council to include leadership from across the Department to keep a focus on Interior's commitment to the workplace environment. The Council will look at common issues raised in the Federal Employee Viewpoint Survey, ways to improve employee engagement, and building career paths which cross bureau silos; all with the goal to transform Interior's workplace culture for our employees, so they can realize their individual potential and be their most productive selves for the American people.

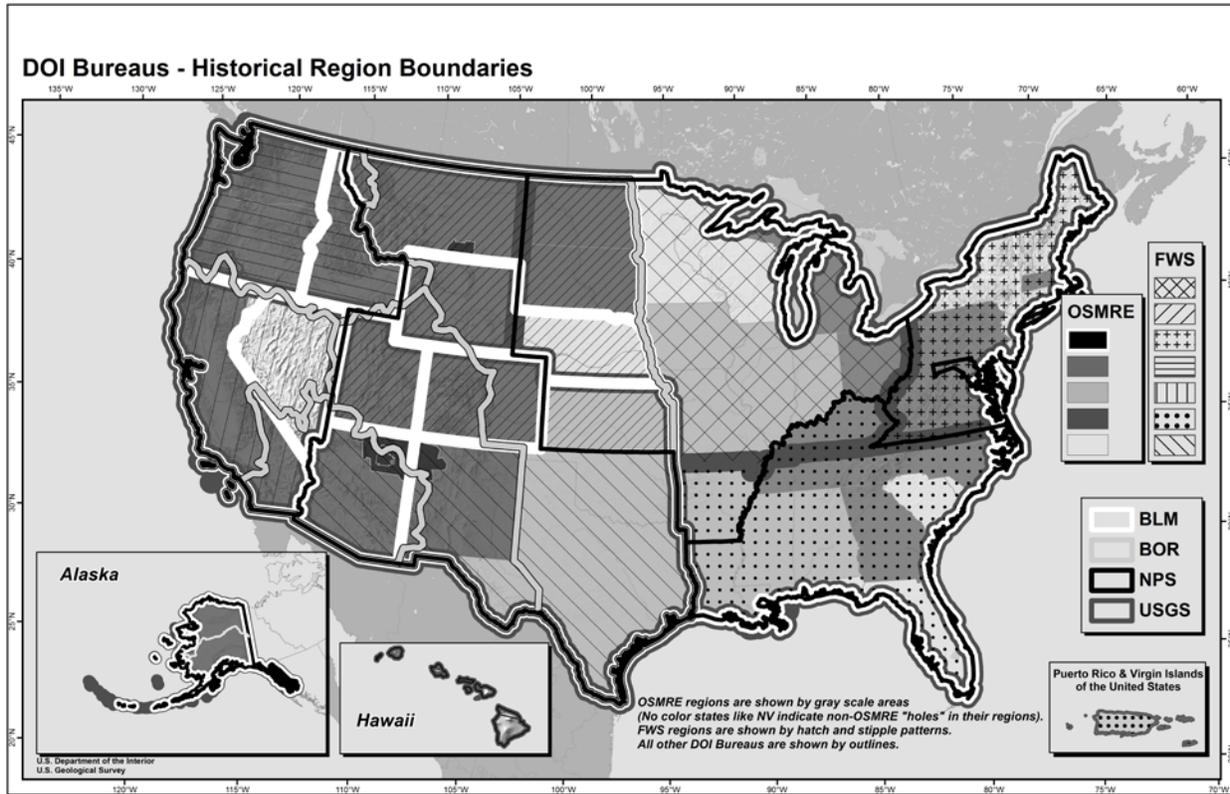
Another management priority is creating a strong ethical culture to ensure Interior employees honor the public's trust to manage taxpayer funds responsibly and avoid conflicts of interest. The expectations for appropriate employee conduct have been made clear. The Department has set goals and expectations for qualified ethics officials within Interior sufficient to ensure our operations are conducted ethically and ensure all employees have access to prompt, accurate ethics advice.

## **DOI REORGANIZATION**

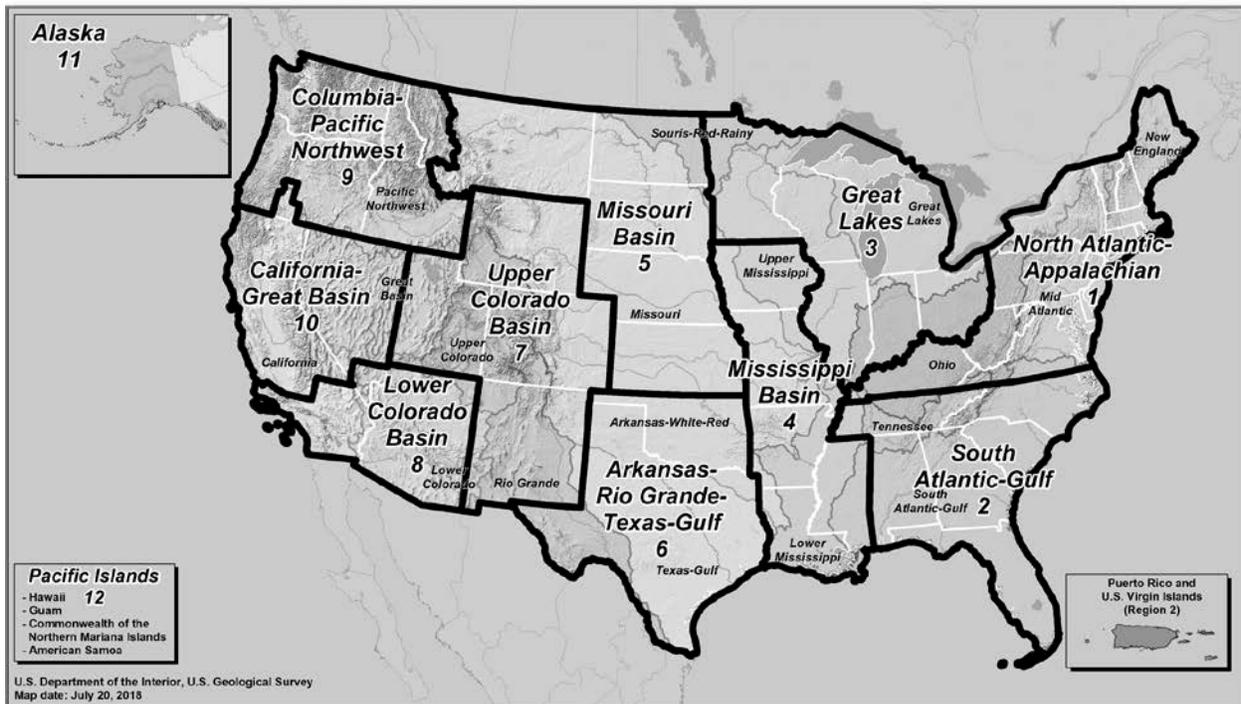
Over many decades, the Department of the Interior experienced new bureaus becoming established on an *ad hoc* basis with their own unique regional organizations. This ultimately resulted in a complicated series of 49 regional boundaries among 8 bureaus. This complexity led to the situation where bureau regional leadership was often focused on different geographic areas, did not have adequate and shared understanding of the needs and perspectives of regional stakeholders, and opportunities to share administrative capacity across bureaus were difficult to recognize and implement. Further, members of the public were often frustrated by problems in inter-bureau decision making where uncoordinated timelines and processes could lead to unnecessarily long delays in reaching a decision. The Department's reorganization is focused on making improvements across each of these areas.

On August 22, 2018, after working closely with stakeholders across the country on options to consolidate Interior's 49 different regions into common regions, the Department announced the designation of Interior's 12 new unified regions. As a result of Tribal consultation, BIA, BIE, and the Office of the Special Trustee for American Indians will not realign their regional field structure.

Establishing unified regions across bureaus is the cornerstone of the reforms designed to improve Interior's service delivery to the public. Within each unified region, bureaus will focus work on the same resources and constituents and improve coordination across the Department. For the public, fewer regions make it easier to do business with Interior, particularly when the public interacts with several bureaus or jurisdictions. Interior will leverage the unified regional structure to improve and streamline business operations using shared services and best practices across the Department focusing primarily on human resources, information technology, and acquisition services. Work is underway in 2019 to plan implementation, conduct analysis, and identify areas for collaboration within the new regions.



### DOI 12 Unified Regions



## BUDGET OVERVIEW

The DOI’s WFM program is committed to restoring and maintaining resilient landscapes, protecting lives and properties, creating fire-adapted communities, and ensuring safe and effective response to wildfires. It strives to achieve a cost-effective, technically sound, and scientifically-grounded wildland fire management program that safely meets resource management goals. In doing so, every effort is made to minimize the total cost of wildfire response and damage to communities and natural and cultural resources in accordance with DOI’s strategic goals.

DOI’s **Wildland Fire Management Appropriation** currently funds the following program activities:

Program Activity	Description
 <b>Preparedness</b>	Provides an integrated and coordinated framework for wildfire response by funding core firefighting resources and managing the capacity of assets and operations to respond to fire activities across the United States.
 <b>Suppression Operations</b>	Comprises the range of actions taken to directly extinguish wildfires, prevent the movement and growth of unwanted fire, and manage fire for resource benefits.
 <b>Fuels Management</b>	Represents a strategic investment in managing vegetation through active management to reduce the intensity, severity or negative effects of wildfire.
<b>Other Operations</b>	Includes Burned Area Rehabilitation; Facilities, Construction and Maintenance; and Joint Fire Science Program, as described below.
 <ul style="list-style-type: none"> <li>Burned Area Rehabilitation (BAR)</li> </ul>	Provides long-term recovery actions and treatments to restore and improve landscapes damaged by wildfire.
 <ul style="list-style-type: none"> <li>Facilities, Construction and Maintenance</li> </ul>	Provides the infrastructure used to support firefighters, safeguard the public, and improve capability to protect values at risk from damage by wildfire.
 <ul style="list-style-type: none"> <li>Joint Fire Science Program (JFSP)</li> </ul>	Delivers dedicated wildland fire research and science to inform fire management policies and decisions at local, regional and national levels.

**FY 2020 BUDGET REQUEST**

The FY 2020 budget request for the DOI’s WFM program is **\$919.9 million**.

**FY 2020 Request**

*(Dollars in Thousands)*

<b>Program Budget</b>	<b>2018 Actual<sup>(a)</sup></b>	<b>2019 CR Baseline</b>	<b>2020 Request</b>
Current	\$ 948,087	\$ 948,087	\$ 919,908
<i>Supplemental Appropriation</i>	<i>\$50,000</i>		
<b>Funding Total:</b>	<b>\$998,087</b>	<b>\$ 948,087</b>	<b>\$ 919,908</b>
Cap Adjustment			[\$300,000]
<b>Staffing</b>			
FTEs <sup>(b)</sup>	3,825	3,825	3,809

*Notes:*

(a) The total includes an appropriation of \$50 million provided in the Additional Supplemental Appropriations for Disaster Relief Requirements Act, 2017 (P.L. 115-72) for repayment of funds transferred to USFS in 2017.

(b) The FTE amounts in this table include reimbursable FTE, which explains the difference from the FTE displayed in the Summary of Requirements table.

The FY 2020 request supports a balanced allocation of resources that considers program efficiencies while prioritizing programs and activities that are most integral to the guiding principles of an integrated and cohesive WFM program. The Department will prioritize maintaining the program’s initial attack success rate and meeting the highest priority resource management objectives.

Addressing the threat of catastrophic wildfire also depends on the support of the Department’s resource management programs through active management and targeted timber or salvage harvests, as these strategies all improve forest and grasslands health. Underinvestment in active and appropriate fuels management, forest health and productivity leads to overgrown and unhealthy forests and woodlands, increased risk of catastrophic wildfire, and sharp declines in timber-related employment for many rural communities.

The Administration is unequivocal about the need to accelerate active forest management, and the budget request complements a significant interagency package of forest management reform legislation, providing needed authority for the Department of the Interior and the U.S. Department of Agriculture to better manage these critical landscapes and protect neighboring communities.

Decades of poor forest and vegetation management practices nationwide have contributed to deadly and destructive wildfires. Dense undergrowth has amassed on Federal lands, providing fuel for catastrophic wildfires and worsening insect infestation, invasive species, and disease. These conditions are weakening

the Nation's forests, rangelands, and watersheds, and placing people, their homes, and their communities at risk. These conditions also make it more dangerous for wildland firefighters to fight fires. Active fuels management is a necessary and important tool to combat these threats, save lives, and protect property.

The Department has a limited availability of necessary categorical exclusions for fuels management work. The use of categorical exclusions could help reduce NEPA investment requirements by an estimated 50 percent, resulting in more efficient land treatments that could help reduce wildfire risk. The Administration's forest management initiative promotes shared stewardship across ownership boundaries and the ability to treat additional acres more quickly to reduce the risk of wildfire and make meaningful progress towards safe and effective wildfire response, resilient landscapes, and fire-adapted communities.

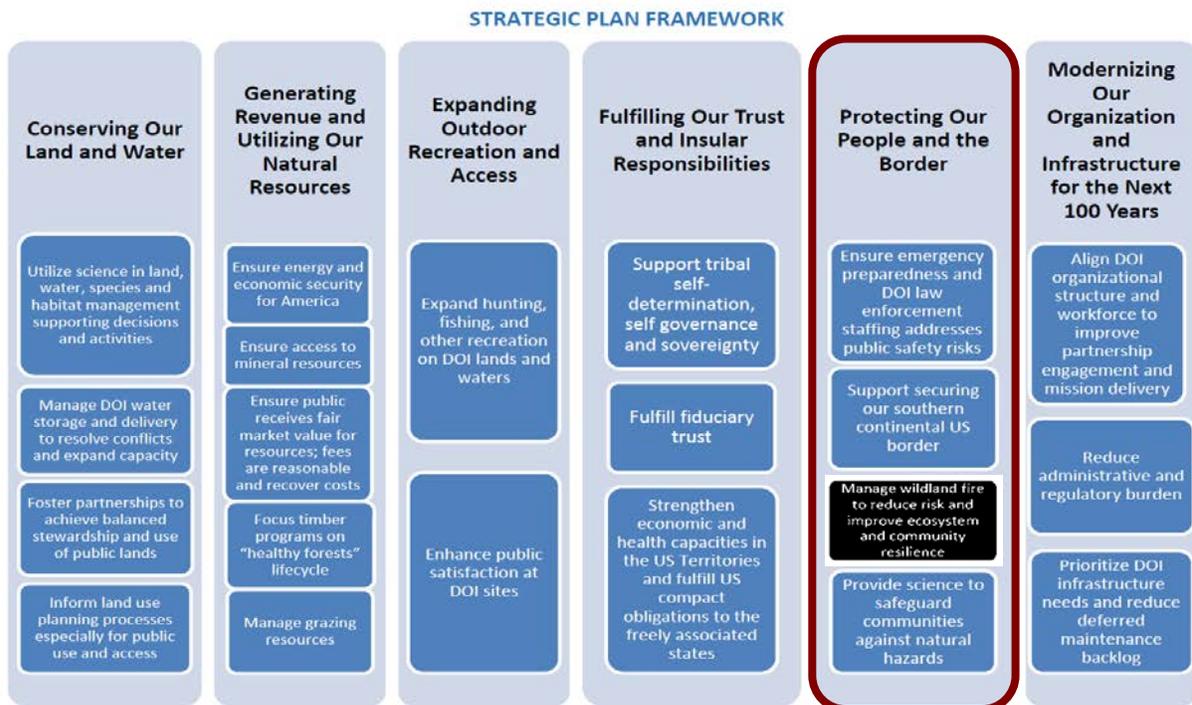
By providing the Department with the tools necessary to expedite timber salvage operations in response to wildfires, insect and disease infestations, and other disturbances, the Department can more effectively reduce the risk of wildfire, utilize forest materials damaged as a result of those events, and better allocate resources to support restoration activities. The proposed legislation would provide categorical exclusions on Interior lands for active forest management, including the ability to harvest dead, dying, or damaged trees and proactive fuels management including the use of fuel breaks. These changes are much needed to help reduce fire risk, improve forest health, minimize after fire impacts, prevent re-burn of fire impacted areas, and improve safety for wildland firefighters.

## STRATEGIC AND PERFORMANCE OVERVIEW

### DOI STRATEGIC FRAMEWORK

The DOI’s Strategic Plan Update for FY 2018-2022 provides the framework for the programs and activities that are performed by 10 bureaus and multiple offices, in approximately 2,400 locations throughout the Nation. The Strategic Plan facilitates the integration of programs, the allocation and alignment of resources, and collaboration and coordination with stakeholders to achieve key goals. A set of six mission areas, 21 goals, 34 strategies, and 127 performance measures guide the DOI’s activities during this five year period. These mission areas reflect the Department of the Interior’s priorities, while the goals and strategies describe the means by which those priorities will be achieved.

The WFM program is located within Mission Area 5 of the DOI’s Strategic Plan: “Protecting our People and the Border,” but the crosscutting reach of the program supports multiple mission areas.



The Strategic Plan identifies three key performance measures to demonstrate and evaluate the WFM program’s progress towards achieving the goals of the Cohesive Strategy – to restore and maintain resilient landscapes, promote fire-adapted communities, and respond to wildfires.

The Department continues to develop new wildland fire management performance measures to better evaluate program efficacy in achieving resource conditions that reduce the intensity, severity or negative effects of wildfire. The work entails the application of wildfire risk mitigation concepts and principles, such as the strategic placement of fuels treatments based on risk assessment factors and mitigation plans. To carry out the project, the Department has established a working group comprised of representatives

from the four DOI wildland fire bureaus and from the Office of Policy Analysis. The Department will also coordinate with the U.S. Forest Service as the work progresses. The project aims to develop recommendations for a) establishing outcome-based targets, and b) better evaluating program performance in meeting the objectives of the WFM program and the Department’s Strategic Plan. When completed, the Department will incorporate the new performance measures into its Strategic Plan implementation.

In addition to the performance measures identified in the Strategic Plan, other supporting indicators are tracked annually to enable the WFM program to monitor its performance across several functional areas.

### **ALIGNMENT TO THE DOI STRATEGIC PLAN**

The WFM program aligns its program activities and budgets to implement and achieve the goals of the DOI’s Strategic Plan elements.



#### **DOI Strategic Plan Element**

**Protecting our People and the Border: Manage wildland fire to reduce risk and improve ecosystem and community resilience**

---

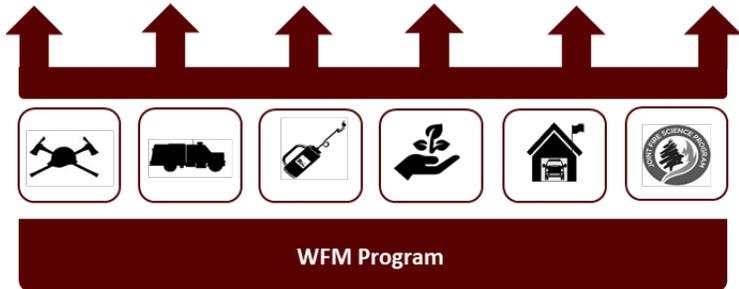
Additional elements supported:

- Conserving our land and water
- Generating revenue and utilizing our natural resources
- Fulfilling our trust and insular responsibilities
- Provide science to safeguard communities against natural hazards

---

Crosscutting principles:

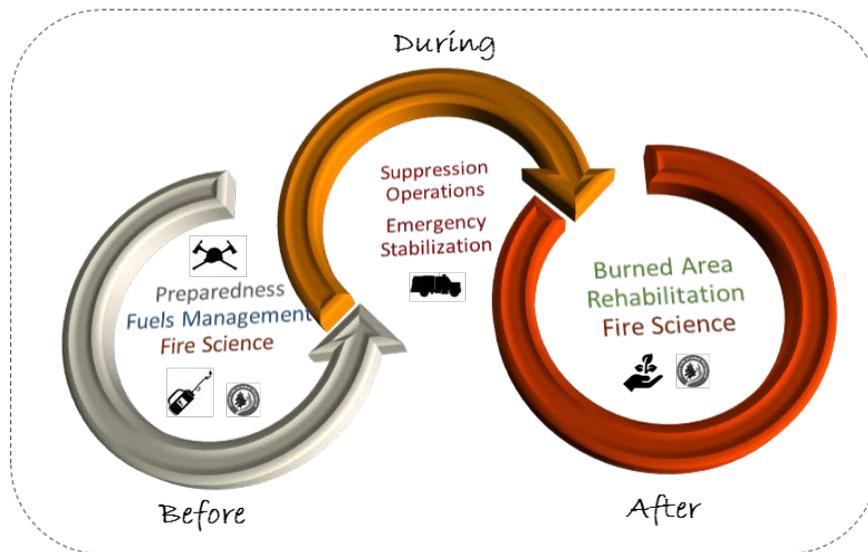
- Effective and accountable leadership
- Engaging the Nation in cooperative stewardship.



**FY 2020 DEPARTMENT PRIORITIES**

OWF fosters an integrated approach to the WFM program, ensuring that wildland fire management principles and concepts are a fundamental component of resource programs throughout DOI. An integrated wildland fire management approach includes activities that improve the integrity of landscapes and their resilience from wildfires; contribute to public and firefighter safety; improve community adaptation to fire; improve the ability to safely and appropriately respond to wildfire; address post-wildfire restoration needs; and provide opportunities for wildfires to be managed for resource objectives.

**Integrated Wildland Fire Management Approach**



The FY 2020 request for the WFM program supports the following Departmental priorities:

**Create a conservation stewardship legacy**

- Management of wildland fire is a critical component of DOI’s land stewardship responsibilities. By providing a technically sound and science-based wildland fire management program that is integrated with natural resource programs, WFM is committed to an integrated and cohesive approach that results in reducing wildfire risk, restoring or maintaining landscape resiliency, creating safer working conditions for firefighters, and helping communities live with wildland fire.
- WFM ensures the conservation of DOI and Tribal lands and waters through the active management of vegetation to mitigate the risk of wildfire and promote natural systems that are resilient to wildfire. Vegetation management efforts protect DOI and Tribal lands and waters by maintaining properly functioning watersheds and landscapes.
- Post-fire rehabilitation objectives are achieved by actions such as reseeding vegetation to control fire-prone invasive species, maintaining soil productivity, restoring wildlife habitat, repairing minor facilities damaged by wildfire, and monitoring efforts to ensure effectiveness.

**Sustainably develop our energy and natural resources**

- WFM program activities take place in national parks and monuments, national wildlife refuges and preserves, Tribal lands, and on other DOI-administered lands. The WFM program contributes to the protection of DOI lands and energy assets, increases opportunities for sporting and recreation, fosters job creation, and provides for the preservation and sustainability of important natural and cultural resources for the benefit of the public.
- WFM program activities restore, maintain, and enhance vegetation and landscape conditions that support proliferation of wildlife and their habitat; protect historic and cultural sites, grazing allotments, and recreation areas; and limit invasive species in order to increase opportunities that support additional use of DOI and Tribal lands.

**Restore trust and be a good neighbor**

- Collaboration with stakeholders is critical to achieve DOI's goals and significantly reduce wildfire risk to firefighters, communities, and landscapes. WFM works collaboratively with Federal, Tribal, State, and local entities to ensure a coordinated approach to wildland fire management that enables resources, assets, and response capabilities to be leveraged, in order to gain economic efficiency and reduce management duplication.

**Ensure tribal sovereignty means something**

- DOI's Bureau of Indian Affairs primarily provides wildland fire management for Indian trust lands; however, all agencies work closely with Tribes and Tribal partners to fulfill DOI's trust responsibilities. DOI recognizes and promotes self-governance by supporting Tribes that opt to directly manage their wildland fire management program or specific program elements and activities.
- The Department's Burned Area Rehabilitation (BAR) program is an important source of funding for the long-term stabilization and repair of damaged Tribal lands caused by catastrophic wildfires, and this work helps uphold our Trust responsibilities.
- Dedicated funding of \$10.0 million for fuels treatment under the Reserved Treaty Right Lands (RTRL) program upholds our trust responsibilities by supporting Tribes' participation in collaborative strategic fuels management projects on non-Tribal lands to protect priority Tribal natural resources that are at high risk from wildfire.
- The WFM program will continue to dedicate \$15.0 million of Preparedness base funding for Tribally-managed firefighting organizations and Tribal workforce development. These BIA-related increases were first requested and appropriated in 2015. Funding is also provided for Tribal contract support costs and allows Tribes to pay for facilities, unemployment and worker's compensation, as required by the Indian Self-Determination and Education Assistance Act of 1975 (P.L. 93-638).

**Increase revenues to support the Department and national interests**

- A Secretarial Wildland Fire Directive was issued in 2017 to all Department of the Interior bureaus, superintendents, and land managers at all levels to adopt more aggressive practices, using the full authority of the Department, to prevent and combat the spread of catastrophic wildfires through integrated active management activities. This was further codified in Executive Order 13855 and Secretarial Order 3372. Integrated active management activities include timber harvesting, salvage, thinning, chemical and mechanical treatments, prescribed burning, and managing wildfires as a means of meeting multiple landscape management objectives. Integrated active management activities may increase revenues through potential timber sales or small biomass opportunities. When completed, these activities help DOI and Tribal lands and resources be resilient to and recover from wildfires.

**Protect our people and the border**

- Ensuring the protection of human life is the single overriding priority for WFM. WFM program activities protect human lives, property and other values and are guided by bureau planning efforts, including fire management plans.
- Fire mitigation, prevention, readiness, and wildfire response activities protect communities and natural and cultural resources from detrimental effects of wildfires, enhance resource objectives, and prioritize firefighter and public safety.
- Wildfire suppression response also includes emergency stabilization projects, which reduce the risks of flood, landslides, and erosion. This work contributes to the protection of the Nation's public and Tribal land and water resources.
- Fuels treatment efforts protect public safety and property by enhancing safe and effective wildfire responses, mitigating wildfire risk to protect values at risk, and improving the ability of communities to withstand wildfires. Active management through prescribed fire, chemical and mechanical treatments, and other approaches help reduce wildfire risk, control invasive plants, enhance natural resources, and safeguard communities and infrastructure.
- DOI and the Department of Homeland Security Customs and Border Protection developed an initiative in 2018 that bolsters efforts to secure the southern border while taking measurable steps to address the threat of wildfires on Federal and Tribal lands. The Southern Border Fuels Management Initiative is a vegetation management strategy that facilitates national security operations carried out by the US Border Patrol, protecting natural and cultural resources on Federal and Tribal lands through active management.

**Achieve our goals and lead our team forward**

- WFM recognizes the importance of developing and adopting advanced or emergent technologies in all facets of wildland fire management. DOI is actively supporting fire managers by deploying unmanned aerial systems (UAS) for logistical support, including data collection and relay, mapping, hotspot detection, and wildland fire monitoring and management. The Department's Office of Aviation Services works with partners across the wildland fire community to evaluate new ways to use drone aircraft to supplement or enhance the manned aviation program. Through a robust UAS program, WFM continues to be innovative and improve operational efficiency.
- The Wildland Fire Information Technology (WFIT) Investment Management Five Year Plan for the wildland fire community is a blueprint that identifies and communicates the desired outcomes of technical investments that will achieve WFM business goals and objectives. To support future investment decisions, the blueprint identifies the current state of investments and outlines the strategy used to establish and prioritize new opportunities. The blueprint carefully lays out actions to capitalize on those investments and identifies the IT investment portfolio for FY 2016 through 2021. Applications in the WFIT portfolio provide capability to plan, analyze, and monitor the landscape for variables that affect wildland fire management and support incident management operations. This includes supporting cross-functional areas of incident management, fire environment, resource management and acquisitions.

**BUDGET SUMMARY TABLES**

**BUDGET AT A GLANCE**

Wildland Fire Management 2020 Budget at a Glance (Dollars in Thousands)						
Appropriation: Wildland Fire Management 14X1125	2018 Actual	2019 CR Baseline	Fixed Costs (+/-)	Internal Transfers (+/-)	Program Changes (+/-)	2020 Request
<b>Preparedness</b>	332,784	332,784	+1,539		-1,539	332,784
Fixed Costs			[+1,539]			
Preparedness Capacity					[-1,539]	
<b>Suppression Operations</b>	389,406	389,406			-5,749	383,657
Maintain 10-Year Suppression Average at FY 2015 Level					[-5,749]	
<b>Fuels Management</b>	184,000	184,000	+505		+9,495	194,000
Fixed Costs			[+505]			
Fuels Treatment Capacity					[+9,495]	
<b>Other Operations</b>	41,897	41,897			-32,430	9,467
<b>Burned Area Rehabilitation (BAR)</b>	20,470	20,470			-11,003	9,467
Rehabilitation Treatments					[-11,003]	
<b>Facilities Construction and Maintenance</b>	18,427	18,427			-18,427	0
					[-18,427]	
<b>Joint Fire Science Program</b>	3,000	3,000			-3,000	0
					[-3,000]	
<b>TOTAL, Wildland Fire Appropriation (Without Emergency Suppression)</b>	948,087	948,087	+2,044	0	-30,223	919,908
Emergency Suppression*	50,000					
<b>TOTAL, Wildland Fire Appropriation (With Emergency Suppression)</b>	998,087	948,087	+2,044	0	-30,223	919,908
<b>Cap Adjustment</b>						[300,000]

\*An appropriation of \$50,000 was provided in the Additional Supplemental Appropriations for Disaster Relief Requirements Act, 2017 (P.L. 115-72) for repayment of DOI FLAME funding transferred to U.S. Forest Service during the 2017 wildfire season.

**TABLE 1: FY 2020 Budget at a Glance**

**SUMMARY OF REQUIREMENTS**

**Wildland Fire Management Program  
Summary of Requirements  
(Dollars in Thousands)**

	2018		2019		Program Changes		2020 Request		Change from 2019		
	Actual	CR Baseline	Total FTE	Amount	Fixed Costs & Related (+/-)	Internal Transfers (+/-)	(+/-)		(+/-)		
	Amount	Amount					FTE	Amount	FTE	Amount	FTE
<b>Wildland Fire Management</b>											
Preparedness	332,784	2,298	332,784	+1,539	0	-14	-1,539	2,284	332,784	-14	+0
<b>Total, Preparedness</b>	<b>332,784</b>	<b>2,298</b>	<b>332,784</b>	<b>+1,539</b>	<b>0</b>	<b>-14</b>	<b>-1,539</b>	<b>2,284</b>	<b>332,784</b>	<b>-14</b>	<b>+0</b>
Suppression Operations	389,406	425	389,406	+0	0	0	-5,749	425	383,657	0	-5,749
<b>Total, Suppression Operations</b>	<b>389,406</b>	<b>425</b>	<b>389,406</b>	<b>+0</b>	<b>0</b>	<b>0</b>	<b>-5,749</b>	<b>425</b>	<b>383,657</b>	<b>0</b>	<b>-5,749</b>
Fuels Management	184,000	847	184,000	+505	0	47	+9,495	894	194,000	47	+10,000
<b>Total, Fuels Management</b>	<b>184,000</b>	<b>847</b>	<b>184,000</b>	<b>+505</b>	<b>0</b>	<b>47</b>	<b>+9,495</b>	<b>894</b>	<b>194,000</b>	<b>47</b>	<b>+10,000</b>
Other Operations											
Burned Area Rehabilitation (BAR)	20,470	61	20,470	+0	0	-41	-11,003	20	9,467	-41	-11,003
Facilities Construction and Maintenance	18,427	4	18,427	+0	0	-4	-18,427	0	0	-4	-18,427
Joint Fire Science Program	3,000	4	3,000	+0	0	-4	-3,000	0	0	-4	-3,000
<b>Total, Other Operations</b>	<b>41,897</b>	<b>69</b>	<b>41,897</b>	<b>+0</b>	<b>0</b>	<b>-49</b>	<b>-32,430</b>	<b>20</b>	<b>9,467</b>	<b>-49</b>	<b>-32,430</b>
<b>Subtotal, Without Emergency Suppression</b>	<b>948,087</b>	<b>3,639</b>	<b>948,087</b>	<b>+2,044</b>	<b>0</b>	<b>-16</b>	<b>-30,223</b>	<b>3,623</b>	<b>919,908</b>	<b>-16</b>	<b>-28,179</b>
Appropriation - Emergency Suppression*	50,000										
<b>Total, Wildland Fire Management (With Emergency Suppression)</b>	<b>998,087</b>	<b>3,639</b>	<b>948,087</b>	<b>+2,044</b>	<b>0</b>	<b>-16</b>	<b>-30,223</b>	<b>3,623</b>	<b>919,908</b>	<b>-16</b>	<b>-28,179</b>
Cap Adjustment									[300,000]		

\*An appropriation of \$50,000 was provided in the Additional Supplemental Appropriations for Disaster Relief Requirements Act, 2017 (P.L. 115-72) for repayment of DOI FLAME funding transferred to U.S. Forest Service during the 2017 wildfire season.

Note: The FTE amounts in this table do not include reimbursable FTE, which explains the difference from the FTE displayed in the Budget Summary table on page 4.

**TABLE 2: FY 2020 Summary of Requirements**

**PROGRAM ACTIVITIES**

The FY 2020 budget request for the DOI's WFM program is \$919,908,000 and 3,623 FTE, a program change of -\$30,223,000 and -16 FTE from the FY 2019 CR Baseline which includes:

Preparedness Capacity (\$332,784,000; 2,284 FTE) – The Department's Preparedness activities continue to support an interoperable approach to wildland fire management that increases efficiencies, supports partnerships, and maintains core capabilities. At the request level, the Department will maintain current levels of fire readiness and preparedness activities.

Maintain 10-Year Suppression Average at FY 2015 Level (\$383,657,000; 425 FTE) – This request fully funds Suppression Operations at the 10-year average of suppression obligations as reported in the FY 2015 President's budget, in accordance with PL 115-141.

Fuels Treatment Capacity (\$194,000,000/894 FTE) – The Department will target resources to high priority projects on approximately 1,200,000 acres while supporting active management to reduce the spread, intensity, and/or severity of wildfire.

Rehabilitation Treatments (\$9,467,000/20 FTE) – The Department will focus treatments on the most vulnerable and highest priority burned landscapes. Funding would provide for treatment of approximately 250,000 acres.

**PREPAREDNESS**



The Preparedness program provides an integrated and coordinated framework for wildfire response by funding core firefighting resources and managing the capacity of assets and operations to respond to fire activities across the United States.

<b>Activity: Preparedness</b>							
<b>Subactivity: Preparedness</b>							
<i>(dollars in thousands)</i>			<b>FY 2020 Request</b>				
	<b>2018 Actual</b>	<b>2019 CR Baseline</b>	<b>Fixed Costs (+/-)</b>	<b>Internal Transfers (+/-)</b>	<b>Program Changes (+/-)</b>	<b>2020 Request</b>	<b>Change from 2019 (+/-)</b>
<b>Preparedness</b>	332,784	332,784	+1,539	-	-1,539	\$332,784	-
<i>FTE</i>	2,298	2,298	-	-	-14	2,284	-14
<i>Tribal FTE</i>	214	214	-	-	-	214	-

**PROGRAM CHANGES**

The FY 2020 budget request for Preparedness is \$332,784,000 and 2,284 FTE.

Preparedness Capacity (\$332,784,000; 2,284 FTE) – The Department’s Preparedness activities continue to support an interoperable approach to wildland fire management that increases efficiencies, supports partnerships, and maintains core capabilities. At the request level, the Department will maintain current levels of fire readiness and preparedness activities.

**PROGRAM OVERVIEW**

The Preparedness program provides for the firefighting resources and assets to protect the public, communities, watersheds, and natural and cultural resources from the detrimental effects of wildfires.

The WFM program manages a fire response framework for efficient wildfire response regionally and nationally. As conditions change during a fire season, or as wildfire activity increases in specific locations, firefighting resources including equipment and people, are strategically moved to locations where the risks are highest and additional resources are needed.

Preparedness funds firefighting assets, such as aviation resources, engines, and equipment, along with firefighters and services that provide the capacity to safely and effectively fight wildfires. The DOI shares fire resources at all levels across the country. Through national interagency coordination and

<u>DOI Nationally Shared Fire Resources</u>	<u>DOI Unit or Local Level Assets</u>
<ul style="list-style-type: none"> <li>• Retardant-delivering air tankers</li> <li>• Retardant bases</li> <li>• Lead planes</li> <li>• Helicopters</li> <li>• Interagency hotshot crews</li> <li>• Smokejumpers</li> <li>• Large transport planes</li> <li>• Predictive services/staff</li> <li>• Meteorological services/staff</li> <li>• Dispatch service (National/Geographic)</li> <li>• Cache/warehouse service (Geographic)</li> <li>• Professional staff</li> </ul>	<ul style="list-style-type: none"> <li>• Engines (light and heavy)</li> <li>• Dozers</li> <li>• Tractors/plows</li> <li>• Water Tenders and other water handling equipment</li> <li>• Hand crews</li> <li>• Fire modules</li> <li>• Dispatch service</li> <li>• Cache/warehouse service</li> <li>• Fire Specialists</li> <li>• Professional staff</li> </ul>

collaboration, assets are available at the national, regional or local level depending on current need. Maximizing mobility of wildland firefighting resources increases efficiency by lowering costs and duplication of valuable firefighting assets.

### Primed for Action



Members of the Montana Conservation Corp conducting basic wildland fire training and practicing fireline construction in preparation for the Hooligan Springs Prescribed burn Northeast of Ten Sleep, WY. A fireline is made using hand tools to cut, scrape or dig to remove brush and debris that might fuel the spread of the fire. (Photo by Sage Decker, BLM-WY Fuels Technician)

The Preparedness workforce includes permanent, career seasonal, and temporary firefighting positions. The DOI's core firefighting capacity also includes staff funded from non-Preparedness activities within the WFM program, such as Fuels Management. Additionally, other non-WFM funded employees throughout the Department maintain fire qualifications and support firefighting operations on an as needed basis.

Preparedness activities bring value to wildland fire management by increasing efficiencies and partnerships while ensuring core capabilities are maintained. Through combined positions and reduced contract costs, the Preparedness program helps eliminate redundancy. Cooperative protection agreements with other Federal and State agencies, self-governing Tribes, local cooperators and contracts with private firms provide protection, shared resources, and streamlined work. These agreements help minimize overall protection costs for all parties, and they foster relationships essential to the development of a cohesive and coordinated response to manage wildfires. This is especially important as fires burn across land ownerships and administrative boundaries.


**SPOTLIGHT ON COLLABORATION**


### *The National Interagency Fire Center (NIFC)*

- The BLM, in cooperation with the other DOI wildland fire bureaus, the USFS, and the National Weather Service, hosts the National Interagency Fire Center (NIFC) in Boise, Idaho. The cooperating agencies at NIFC work together to share operating costs, exchange support, and jointly coordinate support operations for managing wildland fire throughout the United States.
- The NIFC is not an organization but a physical location at which a number of coordinated WFM services and activities take place. This includes:
  - **The National Incident Coordination Center (NICC)** - serves as a focal point for coordinating the national mobilization of firefighting resources. NICC also provides long and short-term fire outlook assessments and tracks and reports daily wildland fire activity.
  - **The Great Basin Cache** - serves as one of 11 national fire warehouses for supplies and equipment and has capability to equip 8,000 – 10,000 firefighters.
  - **The National Multi-Agency Coordinating group (NMAC)** – coordinates the movement of wildland firefighting resources and other activities supporting wildfire response.
  - **The National Incident Radio Cache** – provides emergency communication services to support wildland fire incidents. The cache is one of the largest in the world and has equipment to support about 32,000 firefighters or 53 major disasters at one time.
  - **National Predictive Services** – evaluates indicators of burn probability, fire potential, long-term drought, and weather trends to forecast areas that may be subject to increased or severe wildfire activity.

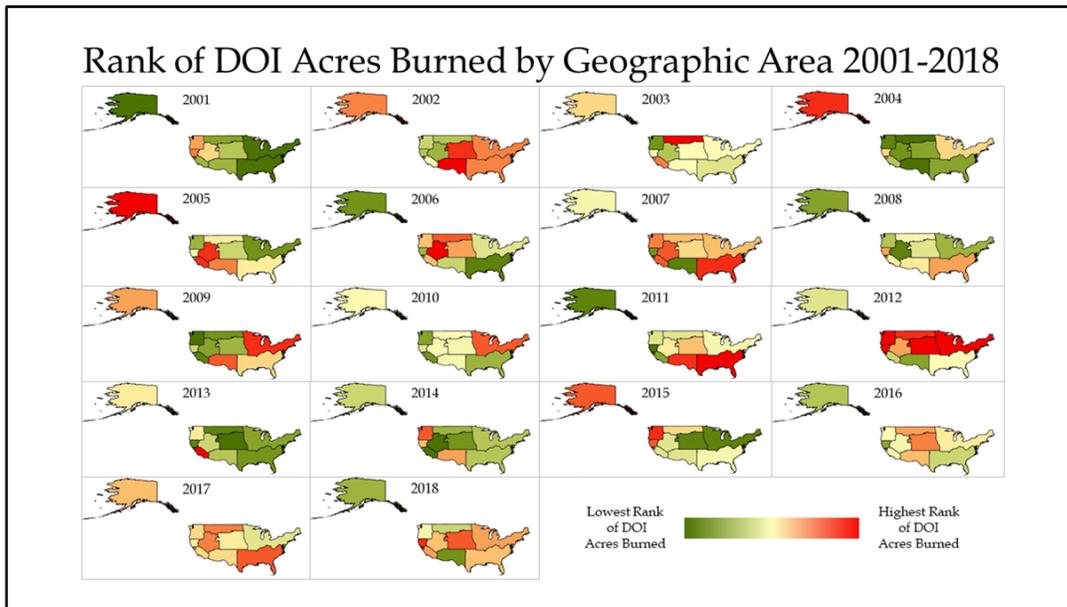
### **FY 2020 ACTIVITIES**

The WFM program's FY 2020 budget request prioritizes the Department's capacity to maintain its initial attack success rate of 97% to the maximum extent possible. Preparedness efforts help reduce the risk of large fire potential and lower the cost of more intensive fire suppression.

The FY 2020 request for Preparedness supports:

- 2,284 FTEs that make up DOI's core firefighting capacity. This includes permanent, career seasonal and temporary firefighting positions that are deployed to support fire incident response.
- Core firefighting resources and operations necessary to respond to fire activity across the United States, including but not limited to:
  - The National Interagency Fire Center in Boise, Idaho
  - The National Interagency Coordination Center
  - Predictive Services
  - Resources as depicted in Table 3A and Table 3B.
- Tribally-managed firefighting organizations and workforce development through dedicated funding of \$15 million.
- Integration of cost-effective technology advancements and the use of Unmanned Aircraft Systems (UAS) in wildfire operations.

## Managing Uncertainty



One of the main challenges of managing wildfires on DOI and Tribal lands is the uncertainty of where wildfires will occur from year to year. This diagram depicts DOI acres burned each year from 2001-2018, with each geographic area ranked from highest to lowest number of acres burned during the year. As illustrated, each geographic area experiences significant variations in the number of acres burned from year to year with no consistent pattern.

Because wildfires are unplanned events, DOI relies on analytical techniques to help predict what parts of the country might have conditions that support an above-normal occurrence of wildfires. However, this indicator does not yield a consistent trend from year to year, and data may not be available until post-season fire statistics are compiled. The Preparedness program manages the complexity and uncertainty of wildfire occurrence by ensuring that it has the capacity of a flexible and mobile workforce to respond quickly whenever and wherever wildfires strike.

*Data source: Giglio, L., Justice, C., Boschetti, L., Roy, D. (2015). MCD64A1 MODIS/Terra+Aqua Burned Area Monthly L3 Global 500m SIN Grid V006 [Data set]. NASA EOSDIS Land Processes DAAC. doi: 10.5067/MODIS/MCD64A1.006*

**PROGRAM PERFORMANCE**

Effective mobilization of wildfire response resources is critical to meet objectives for protection and natural and cultural resource management. Federal wildfire management agencies emphasize risk-informed wildfire response. This approach means agencies take intensive suppression actions when required to protect life, property, and other assets at risk; however, a different approach may be utilized in areas where wildfire risks are low or where fire may achieve ecological benefits.

Managing wildfires for multiple objectives allows implementation of fire management strategies and tactics to better manage risk, meet protection and resource objectives, and reduce overall cost. Effective response to wildfire requires the proper resources to analyze risks, evaluate potential actions, provide program management and oversight, and provide operational resources to manage wildfires.

**Supporting Rural Fire Readiness**



In 2018, DOI received authority\* to transfer excess equipment, vehicles and supplies to volunteer fire departments, rural fire departments, and rangeland fire protection associations to enhance their wildland firefighting capabilities. This enabled DOI to expand its Rural Fire Readiness program by allowing local wildland fire cooperators to receive, at no cost, wildland fire engines, water tenders, radio pumps, hoses, chainsaws, hand tools, personal protective equipment, fire shelters, and other items that support wildland fire suppression operations.

For example, BLM plans to transfer 36 wildland fire engines to local and volunteer fire departments and rangeland fire protection associations in 2019.



\*The Department of the Interior, Environment, and Related Agencies Appropriations Act, 2018

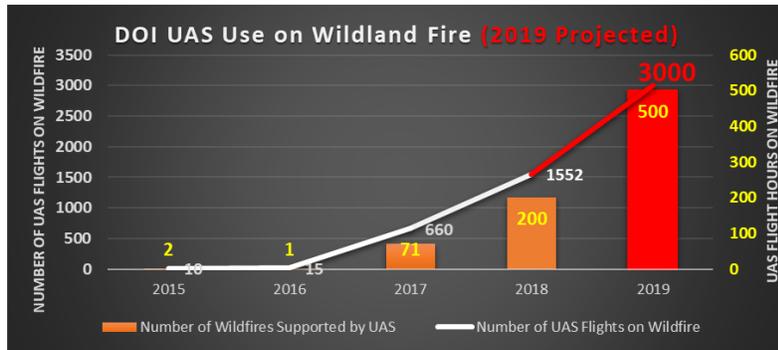
Additionally, DOI recognizes the importance of developing and adopting advanced or emergent technologies in support of wildfire incidents.

**SPOTLIGHT ON INNOVATION**

**Taking Flight: Drones on Wildland Fires**



- DOI is the leader in the research and development and practical deployment of Unmanned Aircraft Systems (UAS), or drones, for wildland fire management.
- DOI conducted 1552 flights with UAS on 200 fires during the 2018 fire season to perform a variety of actions, including aerial ignition, mapping, monitoring, data relay, traffic management, and critical detection of hot spots, fire behavior, and danger and escape routes. These advancements support the safety of our firefighters and the public and allow us to better respond to wildland fire.



- Because UAS technologies work at times when traditional methods are not viable, the improved efficacy of suppression activities is expected to result in fires with quicker containments and fewer acres burned. Through a robust UAS program, DOI continues to be innovative and improve our operational efficiency.
- For more information, visit DOI's Office of Aviation Services' (OAS) website: <https://www.doi.gov/aviation/uas>

**PREPAREDNESS RESOURCES TABLES**

Table 3A provides the total number of personnel employed within the Preparedness program and the type and amount of resources that were or will be utilized (staffed or contracted). 2018 data is actual implementation, while 2019 and 2020 are estimated numbers.

**Table 3A: Estimated Government Preparedness Resources 2018-2020**

<b>Firefighting Asset</b>	<b>Resource Type</b>	<b>2018 Actual</b>	<b>2019 Planned</b>	<b>2020 Estimated</b>
<b><u>Personnel</u></b>	All Personnel	4,492	4,492	4,464
	<i>FTE</i>	2,298	2,298	2,284
	Smokejumpers	151	151	151
	Type 1 Hotshot Crews	17	18	18
<b><u>Equipment</u></b>	Engines	649	649	649
	Other Heavy Equipment	108	108	108
<b><u>Aviation</u></b>	Water Scoopers	5	5	5
	Single Engine Air Tankers	39	39	38
	Helicopters Type 1	1	1	1
	Helicopters Type 2	10	10	10
	Helicopters Type 3	29	29	29
	Smokejumper Plane	7	7	7
	ASM/Lead Plane	4	4	4
	Air Tactical	11	11	11
Utility	5	5	5	

This table is an estimate only. Actual numbers are dependent upon timing and implementation of specific budgetary actions.

Table 3B is an extension of Table 3A and identifies Tribal Preparedness Resources funded through agreements between the BIA and individual Tribes. 2018 data is actual implementation, while 2019 and 2020 are estimated numbers.

**Table 3B: Estimated Tribal Preparedness Resources 2018-2020**

<b>Firefighting Asset</b>	<b>Resource Type</b>	<b>2018 Actual</b>	<b>2019 Planned</b>	<b>2020 Estimated</b>
<b><u>Personnel</u></b>	All Personnel	492	492	492
	<i>Tribal Staff Equivalent</i>	214	214	214
	Type 1 Hotshot Crews	4	4	4
<b><u>Equipment</u></b>	Engines	107	107	107
	Other Heavy Equipment	23	23	23

This table is an estimate only. Actual numbers are dependent upon timing and implementation of specific budgetary actions.

Table 3C displays DOI Preparedness Program allocated and spent funds broken out by General Cost Categories derived from DOI’s Budget Object Classes. 2018 data is reported from actual budget reports generated from DOI’s financial accounting system. 2019 and 2020 display estimated cost category allocations.

**Table 3C: Estimated Preparedness Program Costs (\$000) 2018 – 2020**

<b>General Cost Category</b>	<b>2018 Actual</b>	<b>2019 Planned</b>	<b>2020 Estimated</b>
Salaries and Benefits	\$ 193,134	\$ 193,000	\$ 193,000
Travel and PCS Move	\$ 7,206	\$ 7,200	\$ 7,200
General Contracts and Agreements	\$ 40,883	\$ 38,000	\$ 38,000
Aviation Contracts and Use	\$ 38,288	\$ 38,288	\$ 38,288
Tribal Contracts and Agreements	\$ 21,710	\$ 21,000	\$ 21,000
Fire Vehicle and Equipment			
Fleet	\$ 7,614	\$ 7,000	\$ 7,000
Supplies and Materials	\$ 23,590	\$ 20,000	\$ 20,000
Other <sup>1</sup>	\$ 8,445	\$ 8,296	\$ 8,296
<b>Total Program Cost</b>	<b>\$ 340,870</b>	<b>\$ 332,784</b>	<b>\$ 332,784</b>

<sup>1/</sup> This includes primarily expenditures in utilities and rental payments.

**SUPPRESSION OPERATIONS**



Suppression Operations comprises the range of actions taken to directly extinguish wildfires, prevent the movement and growth of unwanted fire, and manage fire for resource benefits.

Suppression Operations also provide funding for post-fire emergency stabilization.

<b>Activity: Suppression Operations</b>							
<b>Subactivity: Suppression Operations</b>							
<i>(dollars in thousands)</i>			<b>FY 2020 Request</b>				
	<b>2018 Actual</b>	<b>2019 CR Baseline</b>	<b>Fixed Costs (+/-)</b>	<b>Internal Transfers (+/-)</b>	<b>Program Changes (+/-)</b>	<b>2020 Request</b>	<b>Change from 2019 (+/-)</b>
<b>Suppression Operations</b>	389,406	389,406	-	-	-5,749	\$383,657	-5,749
<i>FTE</i>	425	425	-	-	-	425	-

**PROGRAM CHANGES**

The FY 2020 budget request for Suppression is \$383,657,000 and 425 FTE.

Maintain 10-Year Suppression Average at FY 2015 Level (\$383,657,000; 425 FTE) – This request fully funds Suppression Operations at the 10-year average of suppression obligations as reported in the FY 2015 President’s budget, in accordance with PL 115-141.

**PROGRAM OVERVIEW**

When wildfires occur, the Suppression Operations program deploys the direct response to manage these incidents in order to protect life, property and natural and cultural resources at risk. It funds the extensive resources necessary to support fireline operations in support of wildfire incidents, such as:

- Incident management and support functions
- Aviation assets and operations
- Logistical services, supplies, equipment
- Temporary emergency firefighters
- Personnel costs above those covered by the Preparedness program

Wildfire response actions are guided by resource priorities and objectives identified in bureau management plans, including fire management plans, and may include a range of activities, such as:

- Intensive suppression operations of wildfires that threaten communities, lives, and values at risk.
- Managing wildfires to accomplish resource benefits.

- Emergency stabilization projects conducted to protect water quality and reduce the risks of floods, landslides, and erosion. These projects are typically performed in the first year after a wildfire, and monitoring may take place for up to three years after fire containment. This work contributes to the protection of the Nation’s public and Tribal land and water resources.
- Fire severity funding authority, which enables the use of Suppression Operations funds to increase Preparedness response capabilities during extraordinary fire situations. These funds ensure that DOI can effectively prepare for and manage fire response in periods of prolonged high fire danger or when wildfire seasons start earlier than normal or last longer than normal.

### **FY 2020 PROGRAM ACTIVITIES**

The 2020 budget request for Suppression Operations supports:

- Wildfire suppression and response throughout the United States and a workforce of 425 FTE that provides the capacity for incident management operations.

Additionally, the Consolidated Appropriations Act, 2018 (Public Law 115-141) amends the Balanced Budget and Emergency Deficit Control Act to provide additional new budget authority for Fiscal Years 2020 through 2027. Under this provision, otherwise known as the Wildfire Suppression Funding and Forest Management Activities Act, both DOI and the Department of Agriculture will be provided additional new budget authority “in excess of the average costs for wildfire suppression operations as reported in the budget of the President... for fiscal year 2015.”

The FY 2020 budget allocates as a preliminary split, \$300 million of the \$2.25 billion authorized cap adjustment resources to the Interior Department, with the remainder allocated to the U.S. Forest Service. The Administration will reallocate resources between agencies as necessary to meet actual wildfire suppression needs.

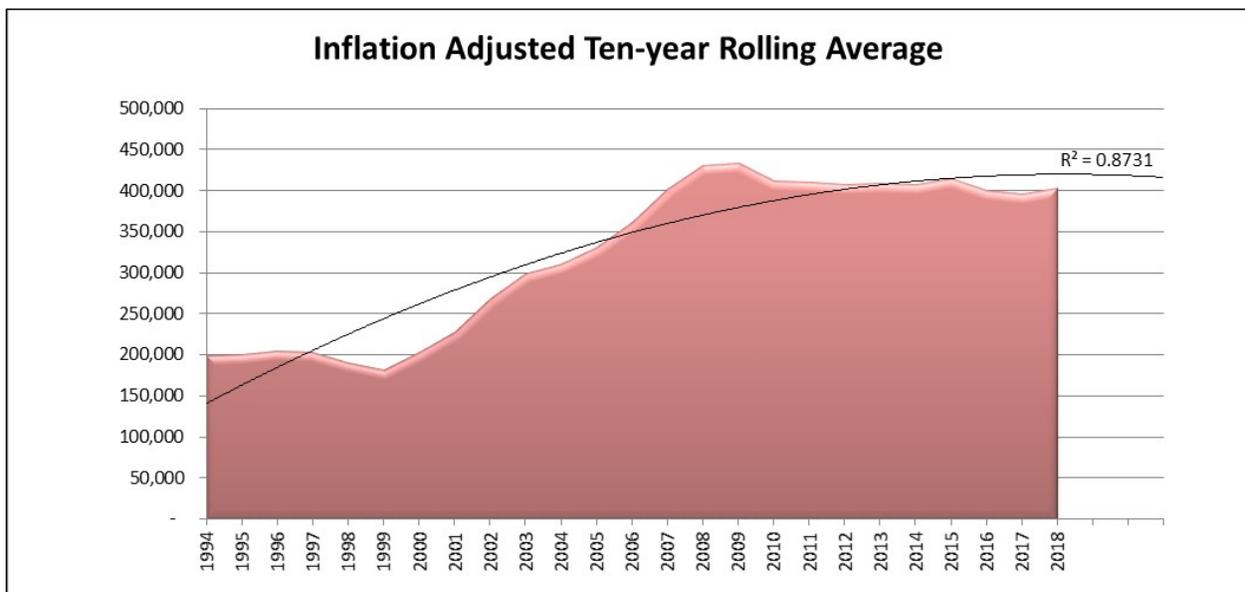
**PROGRAM PERFORMANCE**

DOI’s annual Suppression Operations obligations fluctuate from year to year. In calculating the ten-year average, obligations are adjusted annually to account for inflation.

**The Ten-Year Average**

SUPPRESSION OBLIGATIONS 2009 – 2018 ( in thousands)					
Year	Net Nominal Suppression Obligations	GDP Inflator [2009=1.00]	GDP Deflator [2018=1.00]	Adjusted Obligations [2018=1.00]	Rolling 10-Year Average
2009	218,418	1.0000	0.8656	252,338	432,885
2010	231,214	1.0151	0.8786	263,148	411,640
2011	318,788	1.0371	0.8977	355,121	409,778
2012	465,832	1.0592	0.9168	508,096	406,552
2013	399,199	1.0745	0.9301	429,218	408,825
2014	326,194	1.0909	0.9443	345,450	406,598
2015	417,545	1.0980	0.9504	439,335	413,245
2016	371,729	1.1082	0.9592	387,528	399,912
2017	508,103	1.1301	0.9782	519,433	395,482
2018	528,350	1.1553	1.0000	528,350	402,802

As illustrated below, the trend over the past 20 years indicates a significant rise in costs, with obligations nearly doubling during this time period.



**FIGURE 1: Trend in DOI Suppression Ten-year Average, FY 1994-2018**

This rise in costs is attributable to many factors, such as the following:

- Increases in invasive annual grass, resulting in increased flammability and shorter fire return intervals on rangelands.
- Drought conditions, insect infestations, earlier mountain snow melt, and extended burning season lengths, resulting in higher frequency of large fire incidences and greater wildfire severity in forests.<sup>2</sup>
- Increased risk levels resulting from population growth and home construction in the Wildland Urban Interface (WUI). This rapid growth into wildland areas complicates landscape protection needs and creates additional sources of ignition.<sup>3</sup>

DOI is continuing to work closely with the U.S. Forest Service to address the challenge of rising suppression costs. This includes the use of risk-based strategies to manage wildfires to meet resource and protection objectives. A single wildfire may be simultaneously suppressed in one spot and allowed to burn in another to achieve resource benefits, including the reduction of fuel load. These operations balance the expenditure of Suppression funding with the risk a wildfire poses to firefighters, the public, or to natural and cultural resources.

### Rapid Response Saves Sam Creek Cabin



The Andrew Creek Fire came within yards of the Sam Creek Cabin in Yukon-Charley Rivers National Preserve in Alaska. Firefighters used pumps and hoses to protect the cabin from the fire front and spot fires on July 26, 2018. Photo by Chris Havener, National Park Service.

Frequent lightning-caused fires, along with historic and cultural resources at risk, made the summer of 2018 challenging for the Yukon-Charley Rivers National Preserve in Alaska. Considerable planning, collaboration, and prompt action between BLM-Alaska Fire Service (AFS) and NPS helped save those resources, including the historic NPS cabin at Sam Creek. As one of the oldest log structures, the cabin was used as temporary lodging by people working their way up to mining claims on Sam and Ben Creeks.

The Andrew Creek Fire ignited by lightning on July 24, 2018. Twelve firefighters from AFS and NPS deployed by boat downstream of the Yukon River to the cabin on the evening of July 25. By 12:30 a.m. the following morning, the crew had secured the structure from the fire, reducing the threat to the cabin. The crew continued to hold and improve structure protection until August 6, when significant precipitation arrived.

Committed to safety, science, and resource stewardship, the NPS works closely with interagency partners, and responds to fires as a team.

<sup>2</sup> Germino, Matthew J., Chambers, Jeanne C., Brown, Cynthia S. (2016). "Exotic Brome-Grasses in Arid and Semiarid Ecosystems of the Western US".

<sup>3</sup> Stein, S.M., Menakis, J., Carr, M.A., Comas, S.J., Stewart, S.I., Cleveland, H., Bramwell, L. & Radeloff, V.C. (2013). "Wildfire, wildlands, and people: understanding and preparing for wildfire in the wildland-urban interface—a Forests on the Edge Report". U.S. Department of Agriculture General Technical Report, RMRS-GTR-299, 36.



**FUELS MANAGEMENT**

The Fuels Management program represents a strategic investment in managing vegetation through active management to reduce the intensity, severity or negative effects of wildfire. It provides cost-effective benefits to the American people, helps restore and maintain healthy ecosystems, and supports communities in their efforts to become fire-adapted.

<b>Activity: Fuels Management</b>							
<b>Subactivity: Fuels Management</b>							
<i>(dollars in thousands)</i>			<b>FY 2020 Request</b>				
	<b>2018 Actual</b>	<b>2019 CR Baseline</b>	<b>Fixed Costs (+/-)</b>	<b>Internal Transfers (+/-)</b>	<b>Program Changes (+/-)</b>	<b>2020 Request</b>	<b>Change from 2019 (+/-)</b>
<b>Fuels Management</b>	184,000	184,000	<b>+505</b>	-	<b>+9,495</b>	<b>\$194,000</b>	<b>+10,000</b>
<i>FTE</i>	847	847	-	-	+47	894	+47
<i>Tribal FTE</i>	370	370	-	-	+88	458	+88

**PROGRAM CHANGES**

The FY 2020 budget request for Fuels Management is \$194,000,000 and 894 FTE.

Fuels Treatment Capacity (\$194,000,000/894 FTE) – The Department will target resources to high priority projects on approximately 1,200,000 acres while supporting active management to reduce the spread, intensity, and/or severity of wildfire.

**PROGRAM OVERVIEW**

The strategic removal and management of burnable vegetation such as trees, shrubs, and grasses, known as fuels, in priority areas before a wildfire occurs is a cost-effective approach to help manage the negative effects of high intensity or high severity wildfires. The active management of DOI and Tribal lands is carried out in collaboration with multiple partners, including other Federal agencies, Tribes, States, counties, local organizations and private landowners.

Agencies strategically plan and implement fuel projects where wildfire risk requires mitigation to achieve priority land management objectives before a wildfire occurs. These projects occur year-round depending upon geographic location, vegetation type, and treatment method.

The strategic application of fuels projects:

- Contributes to public and firefighter safety;
- Maintains and restores the integrity of landscapes and their resilience from wildfires;
- Supports fire-adapted communities;
- Increases safe and effective response to wildfire;
- Contributes to national security objectives on the Southern border;
- Contributes to local economies, including Tribes;
- Provides an opportunity to manage wildfires for resource objectives to restore and maintain fire-adapted ecosystems and achieve fire-resilient landscapes; and
- Helps prevent or avoid costs associated with wildfire suppression as well as negative impacts and losses incurred from wildfire damages.

The Fuels Management program supports Executive Order 13855 “Promoting Active Management of America's Forests, Rangelands, and Other Federal Lands To Improve Conditions and Reduce Wildfire Risk” and Secretarial Order 3372 “Reducing Wildfire Risks on Department of the Interior Land Through Active Management”. Active management reduces the spread, intensity, and/or severity of wildfire, enhances the safe and effective response to wildfire, supports fire-adapted communities, and creates fire resilient landscapes through direct program activities and through strong Federal, Tribal, State, and local collaboration. The program also contributes to the September 2017 Secretarial Wildland Fire Directive that encourages aggressive fuels reduction and pre-suppression techniques to help prevent and combat the spread of catastrophic wildfires. DOI will continue to partner with Federal, Tribal, State, and local partners and stakeholders to maximize resources and better incorporate fuels management into resource management planning.

Trained specialists plan, implement, and monitor fuels projects in an integrated approach with resource management and stakeholders to ensure projects meet full regulatory compliance. Specialists use a variety of land management practices, including prescribed fire (broadcast burning, pile burning, etc.), mechanical methods (thinning of excess trees, mowing of brush and grass, etc.) or other methods (chemical, biological, grazing, etc.). Coordination, cooperation, and collaboration are priorities among Federal agencies, Tribal, State, local governments, and other stakeholder groups. Community assistance activities enhance and facilitate these efforts.

## Fuels Focus: Reserved Treaty Rights Land (RTRL)



Aerial view of post thinning operation on the Seneca Lake RTRL project in AZ for ecological restoration, protection of cultural resources, and enhancing wildfire resiliency.

The Reserved Treaty Rights Lands (RTRL) program provides \$10 million to Tribes to participate in collaborative projects with other landowners supporting the health and resiliency of priority Tribal resources at high risk to wildfire.

BIA reported FY 2018 accomplishments include:

- 315 jobs created or supported.
- Approximately 95 partnership opportunities within Indian Country (between BIA/Tribes and other Federal and non-Federal collaborators) that facilitated advancement of the Cohesive Strategy.
- Over 56 Tribal and 41 partnership priorities met.
- An estimated \$14 million in avoided costs as a result of meeting program objectives.

Treaties recognize and establish a unique set of rights, benefits, and conditions for Tribes who agreed to cede millions of acres of their lands to the United States in exchange for guarantees and protections. For many Tribes, the reserved rights areas fall under the management of other Federal agencies and in some cases, Tribes share co-management rights with Federal agencies. Fuels Management funding has been designated for the purpose of treating and restoring Tribal landscapes within and adjacent to Reserved Treaty Right Lands (RTRL). The RTRL program enables Tribes to participate in collaborative projects with non-Tribal landowners to enhance the health and resiliency of priority Tribal natural resources at high risk to wildland fire. DOI will continue to direct \$10 million of Fuels Management funds to Tribes for this purpose, in addition to the allocation of Fuels Management funds provided to the BIA.

### **FY 2020 ACTIVITIES**

The WFM Program's FY 2020 budget request supports Executive Order 13855, Secretarial Order 3372, and the 2017 Wildland Fire Directive encouraging aggressive active management through fuels reduction and pre-suppression techniques to prevent and combat the spread of catastrophic wildfires. DOI will continue to partner with Federal, Tribal, State, and local private stakeholders to maximize resources and better incorporate active fuels management into resource management planning. This includes collaborative efforts along the Southern border that meet resource management objectives and support national security objectives carried out by the Department of Homeland Security (DHS)-Customs and Border Protection (CBP).

The 2020 request for Fuels Management supports:

- 894 FTEs that plan, implement, and monitor fuels treatments in an integrated approach with resource management and stakeholders to ensure projects meet full regulatory compliance and DOI objectives, including increasing firefighter and public safety.
- Prioritization of active management, in alignment with the 2017 Secretarial Wildland Fire Directive, Executive Order 13855 and Secretarial Order 3372.
- Projects along the Southern border that meet DOI's resource management objectives and support national security operations carried out by DHS-CBP.
- Maintenance of the Reserved Treaty Rights Land program, which provides \$10 million dedicated funding to BIA to enable Tribes to participate in collaborative projects.
- Integration of cost-effective advances in technology, including testing UAS versatility in fuels management work.
- Citizen-driven efforts to create and maintain fire-adapted communities.
- Mitigation of impacts from potential wildfire emissions by promoting and maintaining land in desired condition.

## Shared Stewardship



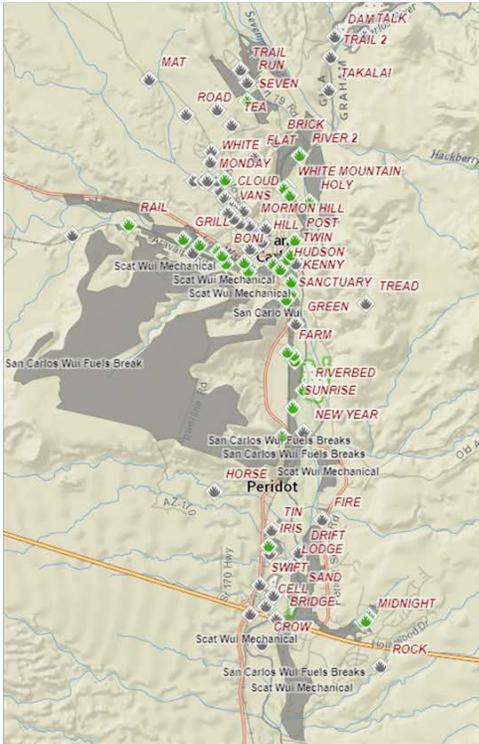
Botanical Site Prescribed Fire Project. Photo taken from the helicopter being utilized for aerial ignition of the 400 acre tract of J.N. Ding Darling NWR. Photo by Brian Pippen, USFWS.

The Botanical Site Prescribed Fire project removed 400 acres of flammable vegetation from FWS and City of Sanibel properties in Sanibel Island, Florida. By burning the vegetation under carefully prescribed conditions, firefighters are able to reduce the risk of a wildfire burning under uncontrolled circumstances.

Not only did the treatment create defensible space around homes, it also benefited the wildlife habitat by removing dead decadent vegetation and promoting fresh growth. Additionally, it helped control exotic/invasive species which cause wildfires to burn with an increased severity.

The project was the result of a partnership between FWS, the Florida Forest Service, the City of Sanibel, and the private landowners which border the refuge.

## Fuel Treatment Effectiveness Monitoring



One challenge in managing wildfires on DOI and Tribal lands is the uncertainty of where wildfires will occur from year to year. This is why the strategic placement of fuels treatments is so important.

The Fuel Treatment Effectiveness Monitoring (FTEM) reporting system is a powerful tool that helps validate treatment effectiveness in reducing wildfire risk, creating fire resilient landscapes, supporting fire-adapted communities, and aiding in safe and efficient suppression response.

DOI has required the use of FTEM to report wildfire-fuel treatment interactions since 2012. This was enhanced in 2018 with the development of a new spatial dataset that establishes FTEM as a map-based system. This will increase reporting efficiency and help DOI better identify the frequency of wildfire-fuel treatment intersections.

In addition, FTEM captures essential data that informs lessons learned to adapt future projects to be more effective and allows DOI to share successes with partners, the public, and other stakeholders.

*Above: A map from FTEM showing the intersection of fuel reduction treatments and wildfires in San Carlos and Peridot, Arizona.*

**OTHER OPERATIONS**

Other Operations is a program activity within DOI’s WFM program. It consists of three sub-activities:

1. Burned Area Rehabilitation (BAR)
2. Facilities Construction and Maintenance
3. Joint Fire Science Program (JFSP)

<b>Activity: Other Operations</b>							
<i>(dollars in thousands)</i>			<b>FY 2020 Request</b>				
	<b>2018 Actual</b>	<b>2019 CR Baseline</b>	<b>Fixed Costs (+/-)</b>	<b>Internal Transfers (+/-)</b>	<b>Program Changes (+/-)</b>	<b>2020 Request</b>	<b>Change from 2019 (+/-)</b>
Burned Area Rehabilitation	20,470	20,470	-	-	-11,003	\$9,467	-11,003
Facilities Construction and Maintenance	18,427	18,427	-	-	-18,427	\$0	-18,427
Joint Fire Science Program	3,000	3,000	-	-	-3,000	\$0	-3,000
<b>TOTAL Other Operations</b>	<b>41,897</b>	<b>41,897</b>	-	-	<b>-32,430</b>	<b>\$9,467</b>	<b>-32,430</b>
<i>FTE</i>	<i>69</i>	<i>69</i>	-	-	<i>-49</i>	<i>20</i>	<i>-49</i>

The FY 2020 budget submission does not request funding for the Facilities Construction and Maintenance program and Joint Fire Science program in order to fund higher wildland fire priorities.

DOI’s fire bureaus will fund priority fire facility needs through their base construction or deferred maintenance accounts. These projects will be integrated into the planning process the bureaus use for developing their individual Five-Year Deferred Maintenance and Capital Improvement Plans.



**OTHER OPERATIONS**

**BURNED AREA REHABILITATION**

The Burned Area Rehabilitation (BAR) program provides long-term recovery actions and treatments to restore and improve landscapes damaged by wildfire.

<b>Activity: Other Operations</b>							
<b>Subactivity: Burned Area Rehabilitation</b>							
<i>(dollars in thousands)</i>			<b>FY 2020 Request</b>				
	<b>2018 Actual</b>	<b>2019 CR Baseline</b>	<b>Fixed Costs (+/-)</b>	<b>Internal Transfers (+/-)</b>	<b>Program Changes (+/-)</b>	<b>2020 Request</b>	<b>Change from 2019 (+/-)</b>
<b>Burned Area Rehabilitation</b>	20,470	20,470	-	-	-11,003	\$9,467	-11,003
<i>FTE</i>	61	61	-	-	-41	20	-41

**PROGRAM CHANGES**

The FY 2020 budget request for BAR is \$9,467,000 and 20 FTE.

Rehabilitation Treatments (\$9,467,000/20 FTE) – The Department will focus treatments on the most vulnerable and highest priority burned landscapes. Funding would provide for treatment of approximately 250,000 acres.

**PROGRAM OVERVIEW**

The BAR program addresses the long-term restoration of DOI and Tribal lands damaged by catastrophic wildfires where desirable trees and plants are not likely to regrow without human assistance. The DOI, along with partners from Tribal, State, county, and local governments, work on non-emergency, longer-term rehabilitation actions which may take up to five years to complete. Immediate threats after a fire, such as floods, debris flows, and erosion are treated using Emergency Stabilization funds from the Suppression Operations activity.

BAR projects help maintain proper functioning watersheds and landscapes. Through these projects, agencies re-seed or plant trees and other desirable vegetation to prevent the introduction of invasive species, maintain soil productivity, repair wildlife habitat, repair minor assets such as signs damaged by wildfire, rehabilitate Tribal trust resources, and monitor these efforts for effectiveness.

Program managers evaluate and prioritize rehabilitation projects at the local and national level. Restoration projects that may be required five or more years after a fire fall under the land management agency’s program goals for long-term management.

**Examples of BAR actions include:**

<b>BAR Action Examples</b>	
<b>Chemical treatment</b> – application of herbicide to reduce the incidence of an undesired plant	Treated 214 acres affected by the Cowbell Fire in Florida to reduce the incidence of invasive species.
<b>Planting</b> – placement of nursery stock, seedlings or cuttings into the growth of a BAR treatment	Planted tree seedlings on 1,250 acres affected by the Carpenter Road Fire in Washington.
<b>Drill seeding</b> – placement of seed into soil using a rangeland drill	Drill seeded 4,320 acres affected by the Cherry Road Fire in Oregon to stabilize soil and increase the number of native plants in the burned area.
<b>Aerial seeding</b> – placement of seed into soil using an aerial platform, such as an airplane	Aerial seeded 4,000 acres affected by the Dead Dog Fire in Colorado to introduce vegetation on the burned area.
<b>Minor repairs</b> – repair/replacement of minor assets damaged by a wildfire (e.g. small trail bridges, handrails, campground, boat ramp, fence, stock tanks, informational kiosk)	Repaired twenty miles of hiking trail that was damaged by the Berry Fire in Wyoming.
<b>Noxious weed detection</b> – detection of noxious weeds and treatment to reduce the incidence of the weed	Detected noxious weed infestation on 128 acres burned in the Chimney fire in California.

**FY 2020 ACTIVITIES**

The FY 2020 budget request funds the BAR program at \$9.5 million for post-wildfire treatments that result in enhancing ecosystem health and enabling landscapes to be more resilient to wildfires. Without timely rehabilitation and recovery action to restore burned acres to their desired condition, post-wildfire damages become more complex and costly to treat.

The FY 2020 request for BAR supports:

- 20 FTEs that evaluate and implement priority rehabilitation projects at the local and national level.
- Rehabilitation and restoration treatments for approximately 250,000 burned acres, up to five years after a fire.

**PROGRAM PERFORMANCE**

DOI will continue to work cooperatively with the U.S. Forest Service, the U.S. Geological Survey, and various scientific institutions to implement monitoring protocols and methods to more accurately assess the effectiveness of wildfire rehabilitation treatments.

The WFM program established a baseline in 2009 to measure the long-term effect of rehabilitating treated acres to their desired condition. The description of desired condition includes measurable objectives for physical, chemical, hydrologic, and biologic attributes. Specific measurable objectives may include examples such as managing for specific species canopy cover or vegetation height.

## Improving Rangeland Health Through Rehabilitation

The Ana fire burned approximately 5,800 acres of high quality, big game winter range and priority sage-grouse habitat within a grazing allotment in the BLM Lakeview District in Oregon. A pre-emergent herbicide was applied in the fall immediately following the fire to prevent invasive annual grasses and promote native perennial grass recovery. Through coordination with the permittee, the area is currently being rested from livestock grazing to promote continued vegetation recovery and provide a more resilient site for future grazing.



*At left* - Post-fire herbicide treatment is applied to burned area adjacent to unburned cheat grass. *At right* - A year later the same area is rehabilitated by growth of native perennial grasses after the treatment. (Photo by Dave Budeau, retired, Oregon Dept. of Fish & Wildlife)

**(OTHER EXHIBITS)****WFM APPROPRIATIONS LANGUAGE****Appropriation Language Sheet****DEPARTMENT OF THE INTERIOR  
DEPARTMENT WIDE PROGRAMS  
WILDLAND FIRE MANAGEMENT  
(INCLUDING TRANSFERS OF FUNDS)**

*For necessary expenses for fire preparedness, fire suppression operations, fire science and research, emergency rehabilitation, fuels management activities, and rural fire assistance by the Department of the Interior, \$919,908,000, to remain available until expended: Provided, That such funds are also available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes: Provided further, That of the funds provided \$194,000,000 is for fuels management activities: Provided further, That of the funds provided \$9,467,000 is for burned area rehabilitation: Provided further, That persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation: Provided further, That notwithstanding 42 U.S.C. 1856d, sums received by a bureau or office of the Department of the Interior for fire protection rendered pursuant to 42 U.S.C. 1856 et seq., protection of United States property, may be credited to the appropriation from which funds were expended to provide that protection, and are available without fiscal year limitation: Provided further, That using the amounts designated under this title of this Act, the Secretary of the Interior may enter into procurement contracts, grants, or cooperative agreements, for fuels management activities, and for training and monitoring associated with such fuels management activities on Federal land, or on adjacent non-Federal land for activities that benefit resources on Federal land: Provided further, That the costs of implementing any cooperative agreement between the Federal Government and any non-Federal entity may be shared, as mutually agreed on by the affected parties: Provided further, That notwithstanding requirements of the Competition in Contracting Act, the Secretary, for purposes of fuels management activities, may obtain maximum practicable competition among: (1) local private, nonprofit, or cooperative entities; (2) Youth Conservation Corps crews, Public Lands Corps (Public Law 109-154), or related partnerships with State, local, or nonprofit youth groups; (3) small or micro-businesses; or (4) other entities that will hire or train locally a significant percentage, defined as 50 percent or more, of the project workforce to complete such contracts: Provided further, That in implementing this section, the Secretary shall develop written guidance to field units to ensure accountability and consistent application of the authorities provided herein: Provided further, That funds appropriated under this heading may be used to reimburse the United States Fish and Wildlife Service and the National Marine Fisheries Service for the costs of carrying out their responsibilities under the Endangered Species Act of 1973 (16 U.S.C. 1531 et seq.) to consult and conference, as required by section 7 of such Act, in connection with wildland fire management activities: Provided further, That the Secretary of the Interior may use wildland fire appropriations to enter into leases of real property with local governments, at or below fair market value, to construct capitalized improvements for fire facilities on such leased properties, including but not limited to fire guard stations, retardant stations, and other initial attack and fire support facilities, and to make advance payments for any such lease or for construction activity associated with the lease: Provided further, That the Secretary of the Interior and the Secretary of Agriculture may authorize the transfer of funds appropriated for wildland fire management, in an aggregate amount not to exceed \$50,000,000, between the Departments when such transfers would facilitate and expedite wildland fire*

*management programs and projects: Provided further, That funds provided for wildfire suppression shall be available for support of Federal emergency response actions: Provided further, That funds appropriated under this heading shall be available for assistance to or through the Department of State in connection with forest and rangeland research, technical information, and assistance in foreign countries, and, with the concurrence of the Secretary of State, shall be available to support forestry, wildland fire management, and related natural resource activities outside the United States and its territories and possessions, including technical assistance, education and training, and cooperation with United States and international organizations: Provided further, That of the funds provided under this heading, \$383,657,000 is provided to meet the terms of section 251(b)(2)(F)(ii)(I) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.*

*In addition to the amounts provided under this heading for wildfire suppression operations, \$300,000,000 is additional new budget authority as specified for purposes of section 251(b)(2)(F) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided, That the Secretary of the Interior may transfer such amounts for wildfire suppression operations to the Department of Agriculture.*

*Note.—A full-year 2019 appropriation for this account was not enacted at the time the budget was prepared; therefore, the budget assumes this account is operating under the Continuing Appropriations Act, 2019 (Division C of P.L. 115–245, as amended). The amounts included for 2019 reflect the annualized level provided by the continuing resolution.*

**Appropriations Language Citations****DEPARTMENT OF THE INTERIOR  
DEPARTMENT WIDE PROGRAMS****Appropriation: Wildland Fire Management (Including Transfers of Funds)**

Appropriations language and citations:

**1. For necessary expenses for fire preparedness, fire suppression operations, fire science and research, emergency rehabilitation, fuels management activities, and rural fire assistance by the Department of the Interior, \$919,908,000, to remain available until expended:**

This language provides funding for fire preparedness, suppression operations, fire science and research, emergency rehabilitation, fuels management, and rural fire assistance.

**2. *Provided*, That such funds are also available for repayment of advances to other appropriation accounts from which funds were previously transferred for such purposes:**

This language authorizes appropriations to be used to repay treasury accounts and transfers for previous fires and incidents.

**3. *Provided further*, That of the funds provided \$194,000,000 is for fuels management activities:**

This language provides funding for fuels management activities.

**4. *Provided further*, That of the funds provided \$9,467,000 is for burned area rehabilitation:**

This language provides funding for burned area rehabilitation.

**5. *Provided further*, That persons hired pursuant to 43 U.S.C. 1469 may be furnished subsistence and lodging without cost from funds available from this appropriation:**

This language allows the Department to feed and house firefighters with this appropriation.

**6. *Provided further*, That notwithstanding 42 U.S.C. 1856d, sums received by a bureau or office of the Department of the Interior for fire protection rendered pursuant to 42 U.S.C.**

**1856 et seq., protection of United States property, may be credited to the appropriation from which funds were expended to provide that protection, and are available without fiscal year limitation:**

This language provides a no-year appropriation authority for funding targeted for firefighting and mitigation efforts.

**7. *Provided further*, That using the amounts designated under this title of this Act, the Secretary of the Interior may enter into procurement contracts, grants, or cooperative agreements, for fuels management activities, and for training and monitoring associated with such fuels management activities on Federal land, or on adjacent non-Federal land for activities that benefit resources on Federal land:**

This language allows the Department to enter into procurement mechanisms (contracts, grants, and/or cooperative agreements) for firefighting, fuels management, and training for the benefit of federally held or adjacent lands.

**8. *Provided further*, That the costs of implementing any cooperative agreement between the Federal Government and any non-Federal entity may be shared, as mutually agreed on by the affected parties:**

This language allows the Department to utilize cost-shared cooperative agreements.

**9. *Provided further*, That notwithstanding requirements of the Competition in Contracting Act, the Secretary, for purposes of fuels management activities, may obtain maximum practicable competition among: (1) local private, nonprofit, or cooperative entities; (2) Youth Conservation Corps crews, Public Lands Corps (Public Law 109–154), or related partnerships with State, local, or nonprofit youth groups; (3) small or micro-businesses; or (4) other entities that will hire or train locally a significant percentage, defined as 50 percent or more, of the project workforce to complete such contracts:**

This language indicates the Secretary may utilize contracting arrangements with the Youth Conservation Corp., local/private/non-profit entities, small businesses or any other entity that may hire or train a significant percentage (50%) of the project workforce to complete projects.

**10. *Provided further*, That in implementing this section, the Secretary shall develop written guidance to field units to ensure accountability and consistent application of the authorities provided herein:**

This language directs the Department to formulate and distribute guidance in order for field staff to utilize these contracts.

**11. *Provided further*, That funds appropriated under this heading may be used to reimburse the United States Fish and Wildlife Service and the National Marine Fisheries Service for the costs of carrying out their responsibilities under the Endangered Species Act of 1973 (16 U.S.C. 1531 et seq.) to consult and conference, as required by section 7 of such Act, in connection with wildland fire management activities:**

This language allows the Department to use appropriated funds to reimburse the U.S. Fish and Wildlife Service and the National Marine Fisheries Service for consultation services necessary for compliance with the Endangered Species Act.

**12. *Provided further*, That the Secretary of the Interior may use wildland fire appropriations to enter into leases of real property with local governments, at or below fair market value, to construct capitalized improvements for fire facilities on such leased properties, including but not limited to fire guard stations, retardant stations, and other initial attack and fire support facilities, and to make advance payments for any such lease or for construction activity associated with the lease:**

This language allows the Department the ability to enter into leases with local governments for properties necessary to provide firefighting facilities and to provide payment in advance for any construction activities if necessary.

**13. *Provided further*, That the Secretary of the Interior and the Secretary of Agriculture may authorize the transfer of funds appropriated for wildland fire management, in an aggregate amount not to exceed \$50,000,000, between the Departments when such transfers would facilitate and expedite jointly funded wildland fire management programs and projects:**

This language allows the Departments of the Interior and Agriculture to transfer funds up to \$50,000,000 annually between agencies to expedite joint wildland fire management programs or projects.

**14. *Provided further*, That funds provided for wildfire suppression shall be available for support of Federal emergency response actions:**

This language allows the Departmental wildland fire management personnel and services to be used in support of Federal emergency responses.

**15. *Provided further, That funds appropriated under this heading shall be available for assistance to or through the Department of State in connection with forest and rangeland research, technical information, and assistance in foreign countries, and, with the concurrence of the Secretary of State, shall be available to support forestry, wildland fire management, and related natural resource activities outside the United States and its territories and possessions, including technical assistance, education and training, and cooperation with United States and international organizations.***

This language allows the Department's wildland fire management personnel and services to be used to assist foreign countries with the concurrence of the Secretary of State, in support of forestry, wildland fire management, and related natural resource activities, including technical assistance, education, training and cooperation outside the United States.

**16. *Provided further, That of the funds provided under this heading, \$383,657,000 is provided to meet the terms of section 251(b)(2)(F)(ii)(I) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended.***

This language provides funding for fire suppression based on the ten-year average of suppression obligations as reported in the FY 2015 President's Budget, in accordance with the Consolidated Appropriations Act, 2018 (PL 115-141), which amended the terms of section 251(b)(2)(F)(ii)(I) of the Balanced Budget and Emergency Deficit Control Act of 1985 to include this provision.

**17. *In addition to the amounts provided under this heading for wildfire suppression operations, \$300,000,000 is additional new budget authority as specified for purposes of section 251(b)(2)(F) of the Balanced Budget and Emergency Deficit Control Act of 1985, as amended: Provided further, That the Secretary of the Interior may transfer such amounts for wildfire suppression operations to the Department of Agriculture.***

This language provides additional new budget authority in excess of the average costs for wildfire suppression operations as reported in the FY 2015 President's Budget, in accordance with the Consolidated Appropriations Act, 2018 (PL 115-141), which amended the terms of section 251(b)(2)(F)(ii)(I) of the Balanced Budget and Emergency Deficit Control Act of 1985. Under this provision, \$300 million of the \$2.25 billion made available by the Act in FY 2020 will be provided to DOI for wildfire suppression operations; the remaining \$1.95 billion will be provided to the Department of Agriculture's U.S. Forest Service in support of wildfire suppression operations. This amount is available for transfer to the Department of Agriculture.

**JUSTIFICATION OF FIXED COSTS**

**Wildland Fire Management  
Justification of Fixed Costs and Internal Realignments**  
*(Dollars In Thousands)*

<b>Fixed Cost Changes and Projections</b>	<b>2019 Total or Change</b>	<b>2019 to 2020 Change</b>
<b>Change in Number of Paid Days</b> This column reflects changes in pay associated with the change in the number of paid days between 2019 and 2020, from 2,088 hours in 2019 to 2,096 hours in 2020.	+1,404	+1,534
<b>Pay Raise</b> The 2020 request reflects a pay freeze for civilian employees.	+1,850	+0
<b>Employer Share of Federal Employee Retirement System</b> The change reflects the directed 2.3% increase in the employer contribution to the Federal Employee Retirement System.	+0	+880
<b>Departmental Working Capital Fund</b> The change reflects expected changes in the charges for centrally billed Department services and other services through the Working Capital Fund. These charges are detailed in the Budget Justification for Departmental Management.	+381	-367
<b>Worker's Compensation Payments</b> The amounts reflect projected changes in the costs of compensating injured employees and dependents of employees who suffer accidental deaths while on duty. Costs for FY 2020 will reimburse the Department of Labor, Federal Employees Compensation Fund, pursuant to 5 U.S.C. 8147(b) as amended by Public Law 94-273.	+0	+0
<b>Unemployment Compensation Payments</b> The amounts reflect projected changes in the costs of unemployment compensation claims to be paid to the Department of Labor, Federal Employees Compensation Account, in the Unemployment Trust Fund, pursuant to Public Law 96-499.	+0	+0
<b>Rental Payments</b> The amounts reflect changes in the costs payable to General Services Administration (GSA) and others for office and non-office space as estimated by GSA, as well as the rental costs of other currently occupied space. These costs include building security; in the case of GSA space, these are paid to Department of Homeland Security (DHS). Costs of mandatory office relocations, i.e. relocations in cases where due to external events there is no alternative but to vacate the currently occupied space, are also included.	+0	-3
<b>Baseline Adjustments for O&amp;M Increases</b> In accordance with space maximization efforts across the Federal Government, this adjustment captures the associated increase to baseline operations and maintenance requirements resulting from movement out of GSA or direct-leased (commercial) space and into Bureau-owned space. While the GSA portion of fixed costs will go down as a result of these moves, Bureaus often encounter an increase to baseline O&M costs not otherwise captured in fixed costs. This category of funding properly adjusts the baseline fixed cost amount to maintain steady-state funding for these requirements.	+0	+0

**TABLE 4: Justification of Fixed Costs**

**EMPLOYEE COUNT BY GRADE**

<b>Office of the Secretary - Office of Wildland Fire</b>			
<b>Employee Count by Grade</b> (Total Employment)			
	2018 Actuals	2019 Estimate	2020 Estimate
Executive Level V .....	0	0	0
SES .....	1	1	1
<b>Subtotal .....</b>	<b>1</b>	<b>1</b>	<b>1</b>
SL - 00 .....	0	0	0
ST - 00 .....	0	0	0
<b>Subtotal .....</b>	<b>0</b>	<b>0</b>	<b>0</b>
GS/GM -15 .....	5	5	5
GS/GM -14 .....	12	13	14
GS/GM -13 .....	3	4	5
GS -12 .....	2	2	2
GS -11 .....	1	1	1
GS -10 .....	0	0	0
GS - 9 .....	0	1	1
GS - 8 .....	0	0	0
GS - 7 .....	0	0	0
GS - 6 .....	0	0	0
GS - 5 .....	1	1	1
GS - 4 .....	0	0	0
GS - 3 .....	0	0	0
GS - 2 .....	0	0	0
GS - 1 .....	0	0	0
<b>Subtotal .....</b>	<b>24</b>	<b>27</b>	<b>29</b>
Other Pay Schedule Systems .....	0	0	0
<b>Total employment (actuals &amp; estimates) .....</b>	<b>25</b>	<b>28</b>	<b>30</b>

Note: This exhibit only displays personnel counts in the Office of Wildland Fire. The WFM appropriation funds thousands of firefighters and support personnel who are not shown in this table. These personnel are included in the "Employee Count by Grade" exhibits in the BIA, BLM, FWS, and NPS Budget Justifications.

**TABLE 5: Employee Count by Grade**

**SECTION 403 COMPLIANCE**

**Section 403 Compliance - Wildland Fire Management**  
*Dollars in Thousands*

<i>Description of Assessment</i>	<i>Bureau</i>	<i>Preparedness</i>	<i>Suppression</i>	<i>Fuels</i>	<i>BAR</i>	<i>Basis</i>
<i>External Administrative Costs</i>						
<b>Human Resource Fire Program Support</b>	<b>BIA</b>	\$ 207	\$ -	\$ -	\$ -	Estimated
<b>Centrally Funded Initiatives</b> includes Working Capital Fund Direct and Central Bill and BLM Director's Priorities	<b>BLM</b>	\$ 6,929	\$ -	\$ 2,759	\$ -	Share of total BLM appropriated funds
<b>National Operations Center</b> (Procurement, HR, IT, data management services centrally provided for entire agency)	<b>BLM</b>	\$ 1,847	\$ -	\$ 1,549	\$ -	FTEs
<b>Headquarters support</b> (General headquarters oversight, external affairs, IT, law enforcement, EEO, HR, resources, business practices)	<b>BLM</b>	\$ 635	\$ -	\$ 352	\$ 217	Evaluation of support needed for subactivity
<b>National Training Center</b> (Non-program specific training, centrally funded)	<b>BLM</b>	\$ -	\$ -	\$ -	\$ -	FTEs
<b>User Pay Cost Share:</b> The non-resource management cost share collects costs from multiple, distributed accounts. The funds collected are used to pay Service-wide charges that cannot easily be attributed to a specific program or subactivity.	<b>FWS</b>	\$ 2,810	\$ -	\$ -	\$ -	Percentage based on FTE
<b>Enterprise Wide Cost Share:</b> The Service assesses its resource management programs for costs that can be directly tracked back to users. This includes such items as software licenses, cell phone costs, ID cards and the like.	<b>FWS</b>	\$ 578	\$ -	\$ 327	\$ -	Percentage based on FTE
<b>Working Capital Fund Central Bill:</b> Costs covered include a variety of services including mail services, safety, security, property services, building management and services, and the finance branch.	<b>OS</b>	\$ 370	\$ -	\$ -	\$ -	The basis for distribution of costs includes elements such as FTE's and square footage.
<b>Subtotal External Administrative Costs</b>		<b>\$ 13,376</b>	<b>\$ -</b>	<b>\$ 4,987</b>	<b>\$ 217</b>	

**TABLE 6: Section 403 Compliance**

**Section 403 Compliance - Wildland Fire Management**

*Dollars in Thousands*

<i>Description of Assessment</i>	<i>Bureau</i>	<i>Preparedness</i>	<i>Suppression</i>	<i>Fuels</i>	<i>BAR</i>	<i>Basis</i>
<b>Program Assessment Costs</b>						
<b>Office of Aircraft Services Central Bill</b> (Administrative charges for OAS training, management, flight services, safety)	<b>BLM</b>	\$ -	\$ 3,786	\$ -	\$ -	Flight time by subactivity
<i>Subtotal Program Assessment Costs</i>		\$ -	\$ 3,786	\$ -	\$ -	
<b>Bureau Administrative Costs</b>						
<b>Preparedness Indirect for Tribal Programs</b>	<b>BIA</b>	\$ 4,202	\$ -	\$ 6,050	\$ -	7% of Base Prep. Allocation, 14.5% Fuels allocation.
<b>State Level Indirect</b> (Admin support at the State, district, and field office level: procurement, HR, IT)	<b>BLM</b>	\$ 13,000	\$ -	\$ 4,990	\$ -	10% of State Base allocation
<b>Regional Program Management Support Share:</b> This includes regional assessments made to meet specific administrative support and Regional Director priorities for that particular geographic region. Most methods based on FTE to cover HR, Contracting, and other admin costs.	<b>FWS</b>	\$ 2,795	\$ -	\$ 752	\$ -	Percentage based on FTE
<i>Subtotal Bureau Administrative Costs</i>		\$ 19,997	\$ -	\$ 11,792	\$ -	
<b>Total Assessments and Reserves</b>		\$ 33,373	\$ 3,786	\$ 16,779	\$ 217	

**TABLE 6: Section 403 Compliance**

## APPENDIX A – List of Tables and Figures

### LIST OF TABLES

Table 1	FY 2020 Budget at a Glance	Pg. 13
Table 2	FY 2020 Summary of Requirements	Pg. 14
Table 3	Preparedness Resources Tables 3A-3C	Pg. 22-23
Table 3A	Estimated Government Preparedness Resources, 2018-2020	Pg. 22
Table 3B	Estimated Tribal Preparedness Resources, 2018-2020	Pg. 23
Table 3C	Estimated Preparedness Program Costs, 2018-2020	Pg. 23
Table 4	Justification of Fixed Costs	Pg. 43
Table 5	Employee Count by Grade	Pg. 44
Table 6	Section 403 Compliance	Pg. 45-46

### LIST OF FIGURES

Figure 1	Trend in DOI Suppression Ten-year Average, FY 1994-2018	Pg. 26
----------	---	--------

**APPENDIX B – References**

**ACRONYMS**

DOI	The Department of the Interior
BAR	Burned Area Rehabilitation
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
CR	Continuing Resolution
FSEN	Fire Science Exchange Network
FTE	Full-Time Equivalent (employees)
FWS	Fish and Wildlife Service
FY	Fiscal Year
GACC	Geographic Area Coordination Center
JFSP	Joint Fire Science Program
NPS	National Park Service
OWF	Office of Wildland Fire
RTRL	Reserved Treaty Rights Land
UAS	Unmanned Aircraft Systems
USDA	U.S. Department of Agriculture
USFS	U.S. Forest Service
WFIT	Wildland Fire Information Technology
WFLC	Wildland Fire Leadership Council
WFM	Wildland Fire Management
WUI	Wildland-Urban Interface

## ACKNOWLEDGEMENTS

### Data and graphics used throughout this document have been sourced from the following:

- Forests and Rangelands – The National Cohesive Wildland Fire Management Strategy: <https://www.forestsandrangelands.gov/strategy/>
- The National Interagency Fire Center: <https://www.nifc.gov/>
- The National Interagency Coordination Center – Predictive Services: <https://www.predictiveservices.nifc.gov/>
- The DOI Office of Aviation Services: <https://www.doi.gov/aviation/uas>
- Icon associated with the BAR program designed by Freepik from <https://www.flaticon.com/>
- Publications:
  - Germino, Matthew J., Chambers, Jeanne C., Brown, Cynthia S. (2016). “Exotic Brome-Grasses in Arid and Semiarid Ecosystems of the Western US”.
  - Stein, S.M., Menakis, J., Carr, M.A., Comas, S.J., Stewart, S.I., Cleveland, H., Bramwell, L. & Radeloff, V.C. (2013). “Wildfire, wildlands, and people: understanding and preparing for wildfire in the wildland-urban interface—a Forests on the Edge Report”. U.S. Department of Agriculture General Technical Report, RMRS-GTR-299, 36.

### For more information on the DOI’s Wildland Fire Management Budget, please visit:

- <https://www.doi.gov/wildlandfire/budget>