



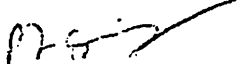
## United States Department of the Interior

OFFICE OF THE ASSISTANT SECRETARY  
POLICY, MANAGEMENT AND BUDGET  
Washington, DC 20240



MAR 22 2005

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

From: P. Lynn Scarlett   
Assistant Secretary for Policy, Management and Budget

Subject: Update on Fire Program Analysis (FPA)

Bureau wildland fire staffs have been working with the USDA Forest Service for the past two years to create the Initial Response module of the interagency Fire Program Analysis system. This system will comply with direction from the Departments, Congress and OMB to identify cost-effective collaborative programs at the local level and improve the formulation of wildland fire budget requests. The initial version of FPA has been tested by the four prototype fire planning units. The testing identified needed changes and the FPA staff and contractors are committed to incorporating needed changes so that the system can be used to support the Department's 2007 Wildland Fire Preparedness budget request.

The bureaus are asked to assist in FPA implementation by completing the following tasks:

1. By July 15, 2005, 39 Fire Planning Units (FPUs) will complete a model run using the latest model version available. Model run certification and approval will not be required. By analyzing 60 percent of the national wildland fire workload, this model run will provide the Departments a proof of concept that shows how FPA will be used as a budgeting tool. A list of the 39 FPUs is attached.
2. By October 1, 2005 all FPUs will finalize their boundaries and interagency partnerships so that unit line officers can develop charters for governing boards and approve FPA outputs in time to submit budget requests by February 15, 2006.
3. By November 15, 2005, approximately two thirds of the FPUs will run FPA using the latest model version available. Model run certification and approval will not be required. A list of these FPUs will be developed by the Geographic Area Coordination Groups and the FPA Implementation Coordination Group and will be approved by the agency Fire Directors. It is imperative that FPU representatives attend training offered this spring in order to complete the analysis. The analysis outputs will be used to support development of the final Wildland Fire justification in the President's 2007 budget request.
4. By February 15, 2006, all FPUs will complete a model run using the latest version available. In order to meet this requirement, it is important that FPU representatives attend training this Spring. Only a limited amount of training will be offered in the Fall. Since this information will be used to formulate the 2008 budget, and will be the first analysis of all 147 FPUs. Model run must be certified and approved. Instructions for certification and agency administrator approval are attached. Since it may take up to two months to complete the certification and approval process, FPUs are urged to begin this process as early as possible.

5. By September 30, 2006, FPU, state, regional, and national offices will develop transition plans to guide the implementation of FPA. It will require several years to fully develop all modules of the FPA system. Until all of the FPA modules are operational, the complete fire program cannot be analyzed. Transition plans will need to be developed to address the phase in of FPA modules and resultant program changes. The FPA Transition Strategy (see attachment) outlining the process to complete development of FPA and develop transition plans is attached. FPU transition plans will be developed by local governing boards to ensure that all staffing and organizational changes incorporate the concerns of local, interagency partners.

Development of the remaining FPA modules, including analysis of programs for prevention, extended response, large fire support, fuels management, and rehabilitation, has begun and will be completed by the end of fiscal year 2008. The final system will integrate all phase 1 and 2 modules into one system.

If you have any questions concerning the above information please contact your geographical area FPA coordinator or Agency FPA coordinator.

cc: Director, Office of Wildland Fire Coordination

**Attachments:**

Priority 39 Fire Planning Units  
Transition Strategy

## Priority 39 Fire Planning Units

No.	FPU Unique ID	FPU Name
1	AK_AK_001	Alaska #1
2	CA_CA_001	California #1
3	CA_CA_002	California #2
4	CA_CA_007	California #7
5	CA_CA_008	California #8
6	CA_CA_012	California #12
7	EA_MN_001	Minnesota Woodland (EA #1)
8	EA_MN_002	Minnesota Transition and Prairie (EA#2)
9	GB_ID_004	Eastern Idaho
10	GB_NV_002	Northeast Nevada
11	GB_UT_002	Color Country
12	GB_WY_001	Western Wyoming
13	NR_ID_002	North Idaho
14	NR_MT_003	Dillon
15	NR_MT_004	Rocky Mountain Front
16	NR_MT_007	Lewistown
17	NR_MT_010	SW Montana
18	NW_OR_003	Southwest Oregon
19	NW_OR_004	Central Oregon
20	NW_OR_008	Southeast/South Central Oregon
21	NW_WA_004	Northeast Washington
22	RM_CO_001	Southern Front Range
23	RM_CO_002	Montrose
24	RM_CO_005	NW Colorado
25	RM_CO_006	Upper Colorado River
26	RM_SD_001	Black Hills
27	RM_SD_002	Prairie
28	RM_WY_003	Wyoming #3 - Big Horn Basin
29	SA_AR_002	#22 - Southern Ozarks
30	SA_FL_001	#01 - South Florida
31	SA_FL_003	Central Florida
32	SA_MS_002	#17 - Southeast Mississippi
33	SA_SC_002	Low Country
34	SW_AZ_001	Southeast Arizona
35	SW_AZ_003	White Mountains
36	SW_NM_002	Southern NM Mountains
37	SW_NM_005	Central New Mexico
38	SW_NM_006	Northwest NM Plateau
39	SW_NM_007	Colorado Plateau NM/AZ

**Fire Program Analysis Transition Strategy March 2005**

Action Item	Fiscal Year 05 (Oct. 1, 2004 - Sept. 30, 2005)	Fiscal Year 2005 (Oct. 1, 2005 - Sept. 30, 2006)	Fiscal Year 2007 (Oct. 1, 2006 - Sept. 30, 2007)	Fiscal Year 2008 (Oct. 1, 2007 - Sept. 30, 2008)	Fiscal Year 2009 (Oct. 1, 2008 - Sept. 30, 2009)
Transition Actions at Fire Planning Unit Level	FPU charters are developed to establish FPU Boards consisting of line officers or their representatives. Boards will oversee FPA implementation within each FPU. ICG will work with FPU Boards to establish process for developing transition plans.	FPU Boards sign charters in early FY 2006 in order to finalize FPU partnerships and establish FPU approval process for 2005 budget request. Develop initial transition plans based on FPA run in February. More detail and refinements will be added based on President's 2007 budget request. Movement of existing initial response resources by FPU Board discretion. Anticipate future actions (i.e., not filling vacancies).	Charter and transition plans updated based on final 2007 Appropriation and any FPU boundary changes in FY 2006. FPU Boards initiate actions to add, delete, and move resources based on transition plans. FPA 2 under development and outcomes from its models not reflected in transition plans.	FPU Boards modify charter and transition plans to incorporate output from FPA extended response, prevention and large fire support models (if appropriate) run in February 2008. FPU Boards continue actions to add, delete, and move resources based on transition plans. Anticipate future actions (i.e., not filling vacancies).	Update charter and finalize transition plans. Continue incremental additions, deletions, and movement of resources as specified in FPU transition plan. Full implementation of transition plans will take several more years. The full fire program has been analyzed.
Transition Actions at State and Regional Levels	ICG will work with line officers to establish processes to develop transition plans for their offices. Work with the line officers and their lead fire manager to establish Geographic Area Executive Boards and to draft charters explaining how these entities participate in and oversee the implementation of FPA within their jurisdictional portion of the Geographic Area.	Compare FPA rules and thresholds for state/regional offices to existing situations to begin establishing transition plans. Identify state/regional responsibilities for organizational and funding adjustments necessary to implement the FPU transition plans in the Geographic Areas. Finalize Charters for these Geographic Area oversight groups.	Review FPU transition plans for their respective Geographic Areas and anticipate future actions (i.e., not filling vacancies). Initiate actions for the agencies' respective state/regional offices to add, delete, and move resources based on transition plans. Update each office's transition plan and Geographic Area charter.	Update state/regional office transition plans, Geographic Area charter, and continue to review FPU transition plans for their respective Geographic Areas. Continue additions, deletions, and movement of resources; anticipate future actions (i.e., not filling vacancies). State/Regional offices (in collaboration with National Offices) begin to develop transition plan strategies based on outputs from extended response and large fire support modules.	Finalize state/regional office and FPU transition plans. Initiate additions, deletions, and movements of resources per transition plans. The transition plans are based on full implementation of FPA 1 and FPA 2.
Transition Actions at the National Level	The national interagency planning and budget team provides oversight for federal implementation of the FPA system. This oversight will include recommendations to national line officers for national adjustments designed to resolve possible conflicts in FPU transition plans submitted by line officers in the Geographic Area Executive Boards. This oversight also includes formulating recommendations for national office transition plans and submitting those to bureau line officers.	Compare FPA rules and thresholds for national offices to existing situations to begin establishing transition plans. Review FPU transition plans as submitted by the Geographic Areas.	Review transition implementation actions from the Geographic Areas. Adjust as necessary the decisions made by the Geographic Area Executive Boards. Compare FPA outputs to the existing national office staffing situations to begin implementing transition plans.	Update national office transition plans and continue to review transition implementation actions from the Geographic Areas. Adjust as necessary the decisions made by the Geographic Area Executive Boards. Compare FPA outputs to the existing national office staffing situations to continue implementing transition plans. Compare FPA outputs from FPA 2 large fire support, extended response, and prevention modules and begin to formulate transition plans.	Finalize national office transition plans. Additions, deletions, and movements of resources per the transition plans. The transition plans are based on full implementation of FPA 1 and FPA 2.
Fire Planning Unit Boundaries	FPU boundaries are locked during the budget formulation period (October 1 - March 31). FPU's can change boundaries outside this formulation period in preparation of the next budget cycle.	FPU boundaries are locked during the budget formulation period (October 1 - March 31). FPU's can change boundaries outside this formulation period in preparation of the next budget cycle.	FPU boundaries are locked during the budget formulation period (October 1 - March 31). FPU's can change boundaries outside this formulation period in preparation of the next budget cycle.	FPU boundaries are locked during the budget formulation period (October 1 - March 31). FPU's can change boundaries outside this formulation period in preparation of the next budget cycle.	FPU boundaries are locked during the budget formulation period (October 1 - March 31). FPU's can change boundaries outside this formulation period in preparation of the next budget cycle.

**Fire Program Analysis Transition Strategy March 2005**

Action Item	Fiscal Year 05 (Oct. 1, 2004 - Sept. 30, 2005)	Fiscal Year 2006 (Oct. 1, 2005 - Sept. 30, 2006)	Fiscal Year 2007 (Oct. 1, 2006 - Sept. 30, 2007)	Fiscal Year 2008 (Oct. 1, 2007 - Sept. 30, 2008)	Fiscal Year 2009 (Oct. 1, 2008 - Sept. 30, 2009)
Budget Formulation	<p>Budget for FY 07 formulation developed in March 2005.</p> <p>Staffing and resources existing in FY04 are the starting point for the FY07 budget formulation. Legacy systems will only be used for displaying current organizations for the initial response portion of the Preparedness activity. The budget formulation will be supported by comparing information from the prototypes and other FPLUs with FY 04 baseline organizations. Output data will not be certified nor used to replace FY 04 data to identify a FPLU's proposed budget. Current agency budget formulation methods are used for non initial response activities, such as fuels management.</p>	<p>Budget for FY 2006 formulation developed in March 2006.</p> <p>All FPLUs, Regional/State Offices and National Bureau offices will run FPA 1 for the initial response and program leadership parts of the Preparedness activity. Some costs may have to be added to FPA 1 because they are not modelled in the program, e.g. national budget line items, indirect, national preparedness resources, extended response, prevention, large fire, and all non preparedness activities, fuels management.</p>	<p>Budget for FY 2009 formulation developed in March 2007.</p> <p>Use the same procedures as in FY 2006</p>	<p>Budget for FY 2010 formulation developed in March 2008.</p> <p>FPA 2 extended response, prevention, and large fire support modules used along with FPA 1 to provide planning and budgeting information for all those FPLUs fully operational for FPA 2. Current agency budget formulation methods are used for all other non preparedness activities, such as fuels management.</p>	<p>Budget for FY 2011 formulation developed in March 2009.</p> <p>FPA 1 and FPA 2 provide planning and budgeting information for all aspects of the program.</p>
Utilization of FPA Outputs for Budget Allocation	<p>Budget allocation for all aspects of the fire management program are based on FY05 Budget Justification modified by appropriation bill and report language.</p>	<p>Utilize information from FPLUs that completed FPA 1 analyses in summer of 2005 to support the FY 2007 budget and model proof of concept for FPA 1.</p>	<p>National budget leads will determine FPA 1 allocations for all national, regional/state, and field office levels by identifying points on the the February 2006 cost effectiveness curve that represent the actual appropriated amount. These amounts may vary from those in prior budget formulation runs because the appropriation may be different from the President's request. Actual allocations will be guided by transition plan actions. FPA 1 will not be used for allocation of other wildland fire funds.</p>	<p>National budget leads will determine FPA 1 allocations for all national, regional/state, and field office levels by identifying points on the the February 2007 cost effectiveness curve that represent the actual appropriated amount. These amounts may vary from those in prior budget formulation runs because the appropriation may be different from the President's request. Actual allocations will be guided by transition plan actions. FPA 1 will not be used for allocation of other wildland fire funds. Utilize information from the FPA 2 prototypes to evaluate potential programmatic changes that may occur as a result of FPA 2 extended response, prevention, and large fire support analysis.</p>	<p>National budget leads will determine FPA 1 allocations for all national, regional/state, and field office levels by identifying points on the the February 2008 cost effectiveness curve that represent the actual appropriated amount. These amounts may vary from those in prior budget formulation runs because the appropriation may be different from the President's request. Actual allocations will be guided by transition plan actions. FPA 1 will not be used for allocation of other wildland fire funds. Utilize the outputs from February 2006 FPA run to identify potential programmatic changes that will occur in extended response, prevention, and large fire support programs. Utilize information from FPA 2 prototypes to evaluate potential programmatic changes that may occur as a result of FPA 2 Fuels analysis.</p>

**Fire Program Analysis Transition Strategy March 2005**

Action Item	Fiscal Year 05 (Oct. 1, 2004 - Sept. 30, 2005)	Fiscal Year 2006 (Oct. 1, 2005 - Sept. 30, 2006)	Fiscal Year 2007 (Oct. 1, 2006 - Sept. 30, 2007)	Fiscal Year 2008 (Oct. 1, 2007 - Sept. 30, 2008)	Fiscal Year 2009 (Oct. 1, 2008 - Sept. 30, 2008)
Level of FPA 1 Participation, Completion, and Certification	100% of units have formed FPU's, developed Charters, and most have received Historic Analysis and FPA 1 training; a minimum of 80% of the workload has been analyzed by July 15 and used to support FY 2007 budget justification	All FPU's are trained in FPA 1 by end of November. FPU's representing at least 80% of initial response workload complete FPA 1 run by November 15, and outputs are used to support final FY 2007 budget justifications. 100% of units have completed a certified FPA 1 analysis and have line officer approval by February 15. This analysis will be used in formulating FY 2008 budget request.	100% of units have completed at least two certified iterations of the FPA 1 analysis. 100% of units have completed a certified FPA 1 analysis and have line officer approval by February 15. This analysis will be used in formulating FY 2009 budget request.	100% of units have completed at least three certified iterations of the FPA 1 analysis. 100% of units have completed a certified FPA 1 analysis and have line officer approval by February 15. This analysis will be used in formulating FY 2010 budget request.	100% of units have completed a certified FPA 1 analysis and have line officer approval by February 15. This analysis will be used in formulating FY 2011 budget request.
FPA Phase 2 Enhancements to Phase 1	Charter, Initial Requirements, refined Business Case, and Conceptual Architecture for Phase 2 are completed. A task order is awarded for a FPA 2 prototype model that includes extended response, large fire support, trusts management, and other modules as needed. All FPA 1 critical functions required to enter data, manipulate data, and perform optimization analysis to assure credible outputs are complete. Enhancements may be added in later versions.	Contractor develops the prototype model based on the awarded task order, initiate design and build contract for FPA 2 initial modules. Continue architectural design for additional modules.	Development completed for extended response, prevention and large fire support modules. Development continuing for fuels and other modules. Initiate Phase 2 training development. Prototype results available late in FY 2007. FPU's complete data base adjustments as required to implement extended response, prevention and large fire modules.	Complete development of fuels and other modules. Prototypes and some other FPU's complete run of FPA 2 extended response, prevention, and large fire support modules and outputs are used to support FY 2010 budget formulation request.	FPA outputs will be used to formulate the FY 2011 budget. However, prototypes and some other FPU's will run fuels and other new modules.

**Definitions**

- FPA Analysis Approval**
  - FPA Analysis Certification**
  - FPA Analysis Certification Group**
- FPU:** Each responsible Agency Administrator in a Fire Planning Unit will review the outputs of the analysis. Approval of the review will be formally documented in a signed memorandum.
- Region/State:** Each responsible Agency Administrator of a State or Regional Unit will review the outputs of the analysis for their office. Approval of the review will be formally documented in a signed memorandum.
- An FPA Analysis Certification Group** will review an FPA analysis run to determine that system requirements, agency direction, and other standards have been followed. Approval of a certified run will be documented in a "FPA Analysis Certification Checklist" and signed by the group leader.
- An interagency group established** to review an FPU analysis and complete the "FPA Analysis Certification". The review will determine that system requirements, agency direction and other standards have been followed.