



**United States Department of the Interior
BUREAU OF INDIAN AFFAIRS
NATIONAL INTERAGENCY FIRE CENTER
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March 18, 2010

To: All Regional Directors, All Regions
Attention: Regional Fire Management Officers
Regional Fuels Specialists

From: Director, Branch of Wildland Fire Management

Subject: 2011 Department of the Interior HFPAS Process

The Department's Hazardous Fuels Prioritization and Allocation System (HFPAS) is the process used to allocate Hazardous Fuels Reduction (HFR) program funding. Changes to the current process have been deemed necessary to; 1) more effectively respond to inquiries from Congress, the Government Accountability Office (GAO), and the Office of Management and Budget (OMB) related to program allocations and accomplishments, and 2) place greater emphasis on the prioritization and selection of treatments in the allocation process

The purpose of this memorandum is to provide information concerning changes to HFPAS and emphasize immediate action required by the regions, agencies and tribes necessary to prepare for the Fiscal Year (FY) 2011 Program of Work (POW) and HFR program allocations.

There are four documents attached for immediate review. The document titled "FY 2011 Department of the Interior HFPAS Update" is a communiqué that describes what HFPAS is, why it is changing, and how it is changing in the short and long-term. This is an organic document that will be updated and shared as changes occur in the development of HFPAS. Regions may share this document with agencies and tribes as deemed necessary.

The document titled "HFPAS Treatment Priority System 2011" provides detail on; 1) business rules for entering the 2011 POW into the National Fire Plan Operations and Reporting System (NFPORS), 2) assigning local treatment priorities in the Treatment Priority System (TPS), a new component of HFPAS, and 3) a TPS timeline illustrating key action steps in the process. This document is a draft because the Office of Wildland Fire Coordination's (OWFC) official HFPAS Tasking document is not final. This is not a concern, as OWFC supports immediate action to develop a FY 2011 POW and TPS component for HFPAS. This document is a minor component, and not likely to change, of a much larger task which involves the reengineering of HFPAS and development of business rules for base program funding. The official tasking should be final soon.

Ms. Rhea Suh, Assistant Secretary, October 5, 2009 memorandum, establishes Fiscal Year 2010 HFR Treatment Priorities, is also attached. This memorandum is referenced in the HFPAS TPS 2011 and will be used with other local planning documents to develop the TPS.

And finally, the fourth document is the Bureau of Indian Affairs Supplemental Instructions to the HFPAS Treatment Priority System 2011 document. These instructions provide more specific information related to established Bureau procedures.

Advanced copies of all four of these documents and a draft of this memorandum have been provided to the Regional Fuels Specialists to expedite the HFPAS process for 2011.

Please read the HFPAS TPS 2011 document carefully. It provides detailed instructions for each task and administrative level with timelines for completion. You may contact Dennis Dupuis at 208.387.5041 and Sam Scranton 208.387.5794 for more information regarding the FY 2011 HFR Program Allocation process.

Attachments

FY 2011 Department of Interior HFPAS Process
HFPAS Treatment Priority System 2011
ASPMB's October 4, 2009 FY 2010 HFR Treatment Priorities Memorandum
BIA Supplemental Instructions - HFPAS Treatment Priority System 2011

FY 2011 Department of the Interior HFPAS Update

Number 1

March 5, 2010
Final Version

What is HFPAS? The Department of the Interior's (DOI) *Hazardous Fuels Prioritization and Allocation System* (HFPAS), is the process the DOI uses to allocate Hazardous Fuel Reduction (HFR) funding. It is made up of four components: base program funding, treatment priority system, Ecosystem Management Decision Support (EMDS) logic model, and management considerations. The purpose of HFPAS is to ensure that the DOI's HFR funding is allocated to the highest priority treatments and in the highest priority areas.

Why change the current process? HFPAS is changing in response to direction from the Office of Wildland Fire Coordination (OWFC), Interior Fire Executive Council (IFEC), and the Bureau Fire Directors. The changes outlined here will enable the HFR program to meet DOI direction. It will also allow DOI to more effectively respond to inquiries from Congress, Government Accountability Office (GAO), and the Office of Management and Budget (OMB) related to HFR allocations and accomplishments. There will be a greater emphasis on prioritization and selection of treatments. A more systematic, uniform, transparent allocation process will enable DOI to continue to be successful in procuring funds needed to treat hazardous fuels.

How is HFPAS changing? To date HFPAS has allocated funds to the bureaus, who then determine project funding according to DOI and bureau priorities. The goal is that by 2012 DOI will use one system to prioritize and fund the HFR program. The system will provide: 1) a consistent base program funding system; 2) a treatment prioritization system; and 3) a system to identify the highest priority areas. Fiscal Year 2011 will be a transition year.

What changes will be seen for the short-term (FY 2011)? The proportion of base and project funding for individual Bureaus are not expected to change for FY 2011.

A significant change is that a Treatment Priority System (TPS) is being developed to: 1) identify the highest priority treatments regardless of bureau and location, and 2) identify the highest priority categories of treatments in the highest priority areas. Field Units will initially enter a program of work based on capacity using only existing Full-time Equivalents (FTE). The field units will then be asked to rank their treatments. The Regions will use the unit rankings to place treatments into four categories to establish clear distinction between priorities. Treatments in the top category are expected to receive funding. The other categories will be analyzed with Ecosystem Management Decision Support (EMDS) results and management considerations and funded in priority order as funding allows. Hazardous Fuels Reduction activities and Community Assistance activities will not be ranked, but will be funded on a bureau-specific basis.

The EMDS logic model will use the wildfire potential and negative consequences to determine risk.

Management considerations are the “human factors” that use more subjective criteria such as collaboration, biomass market potential, human health concerns, etc. It may also include those factors that are difficult to analyze geospatially such as: capacity, performance, biomass, contracting, climate change, cost-effectiveness etc., to assist in determining the final allocations. Finally, the four components will be aggregated, resulting in HFR funding allocations.

To start the process for 2011, field units will identify their program of work in NPFORS and will rank their treatments in compliance with guidance documents. Regions will categorize the ranked treatments. The categorized treatments will be further used in the HFPAS process. For detailed direction see the attached guidance document titled “HFPAS Treatment Priority System FY 2011.

What can be expected for HFPAS in FY 2012? It can be expected that a further refinement of the components will be developed for FY 2011 to provide a more stable and consistent HFR funding system. Common definitions for base and project funding will be developed. Business rules will be developed for allocating base funding, project funding, community assistance, project activities, and management considerations. Bureaus will rank treatments at the local and regional levels based on a common system. It is expected that the National Fire Plan Operations and Reporting System (NPFORS), will be reviewed and updated to meet HFPAS requirements. Ultimately, HFPAS will provide the DOI with an organized, transparent, and efficient process to allocate HFR funds to the highest priority treatments and areas.

The Fuels Management Committee (FMC) will circulate further updates as they are warranted.

HFPAS Treatment Priority System 2011

March 9, 2010

The Treatment Priority System (TPS) component of the DOI Hazardous Fuels Prioritization and Allocation System (HFPAS) for 2011 has been developed in accordance with direction from the Interior Fire Executive Council (IFEC). Below are the procedures to be used for ranking and categorizing treatments at the local, regional, and national level.

Business Rules for Inputting the Proposed Program of Work into NFPORS

- Due Date for the FY 2011 proposed program of work input into NFPORS, at the local level, is 4/16
 - National office leads will provide regions with a treatment funding cap based on 120% of the final treatment allocation average for FY 2008-2010
 - Less supplemental, carry over, and ARRA
 - Minimum 75% WUI treatment funding
 - A total acre target is not relevant
- National Office and the OWFC will add Local Approval Dates after the treatment selection process is approved
- Each Bureau will determine how Hazardous Fuels Reduction project activities and Community Assistance activities will be input into NFPORS and funded
 - Community Assistance treatments exclusive of Community Assistance Actions, (Implementation Actions, Mitigation Plans and Risk Assessments) defined in the Community Assistance module in NFPORS are to be included and input into the NFPORS Hazardous Fuels Module
 - Hazardous Fuel Reduction project activities and Community Assistance activities are not included in the prioritization process or the 120% project allocation caps
- Local Unit inputs planned treatments into NFPORS based on Bureau guidance
 - Program of Work (POW) developed only with existing Full-time Equivalents (FTE)
 - Data extract will occur April 19 to initiate TPS process

Guidance for Assigning Treatment Priorities

Local Level

- Using the TPS template, Local Units will numerically rank their treatments (highest to lowest 1, 2, 3, 4, 5 ...) based on the following guidance documents:
 - DOI priorities as outlined in The President's budget for FY 2011 and the Oct.5, 2009 Hazardous Fuels Reduction Treatment Priorities Memo from Assistant Secretary Rhea Suh for FY 2010 (unless updated)
 - Local land and resource management objectives and priorities
 - Fire Management Plans
- Local units will submit prioritized template to their Regional/State office by May 14

Regional Level

- Regions may provide treatment funding caps to the local units for ranking treatments
- Regional Categorization Steps include:
 1. Review of local rankings to insure they are in compliance with guidance documents
 2. Treatments are categorized to establish clear distinction between priorities
 3. Regions use local ranking, DOI priorities, and other Bureau specific criteria (i.e. regional risk assessments, regional initiatives) to establish categories 1-4 (1 = Priority treatments meeting the most criteria outlined in Guidance documents and, 4 = Priority treatments meeting the least criteria outlined in Guidance documents), and a minimum 75% WUI treatment funding at a regional level using the following breakdowns:
 - 10% of regional treatment funding cap can be placed in Category 1
 - 25% of regional treatment funding cap can be placed in Category 2
 - 40% of regional treatment funding cap can be placed in Category 3
 - 25% of regional treatment funding cap can be placed in Category 4
 4. Regions will submit completed template with categorized treatments to their National Office by June 4

National Level

- National Offices will provide Regions with a regional treatment funding cap by April 23.
- National Offices develop Treatment Prioritization Template with basic information. Template issued to Regions by April 23 to allow local units to initiate priority ranking of treatments using a collaborative process
- National Offices review regional submissions and may make adjustments if necessary

Treatment Prioritization System (TPS) Timeline

Task	12 Mar	16 Apr	19 Apr	23 Apr	14 May	4 Jun	11 Jun	Target Completion Date
Business rules for inputting program of work in NFPORS	X							12-Mar
Rules for assigning local priorities	X							12-Mar
White Paper on POW	X							12-Mar
Program or Work in NFPORS		X						16-Apr
FMC Data Extraction (regional/national reviews data)			X					19-Apr
Template populated and sent to regions				X				23-Apr
Field Units rank treatments and send to regions					X			14-May
Regional Review and categorization of Program of Work sent to National office						X		4-Jun
National Offices review regional submissions							X	11-Jun



United States Department of the Interior

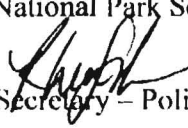
OFFICE OF THE ASSISTANT SECRETARY
POLICY, MANAGEMENT AND BUDGET

Washington, DC 20240

OCT 5 2009

Memorandum

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

From: Rhea Suh 
Assistant Secretary - Policy, Management and Budget

Subject: Fiscal Year 2010 Hazardous Fuels Reduction Treatment Priorities

I would like to take this opportunity to affirm and refine the Department of the Interior's hazardous fuels reduction treatment priorities. The FY 2010 provides opportunity to build upon past success in achieving the fuels management goals of the National Fire Plan. Our primary goal remains unchanged – the reduction of abnormally high wildfire risk – which threatens the safety of our firefighters and communities, and the condition of our natural, cultural and historic resources.

As we implement hazardous fuels treatments, the consequences of wildfires will be reduced. A successful hazardous fuels reduction program reduces risks to people and their communities; reduces smoke emissions and improves air quality; preserves fish and wildlife habitat; reduces threats to watersheds and water quality; and provides economic opportunities to rural or tribal communities. In the long-term and with concerted fuels treatment efforts, I expect wildfire suppression costs to decline, or to increase at a reduced rate.

The Department employees responsible for the fuels treatment program have made commendable achievements over the past decade. Beyond reducing risks and improving landscape conditions, we have increased our collaborative efforts, which allow for better leverage in hazardous fuels reduction resources.

As we complete the development of our FY 2010 program of work, we need to emphasize the following priorities with the overall premise that hazardous fuels reduction projects must reduce the risk and consequences of wildfire, or maintain areas which have been treated. In addition to reducing risk or maintaining acceptable levels of risk:

- Projects must result from a collaborative process, e.g., the collaborative framework described in the 10-Year Strategy Implementation Plan of the National Fire Plan (*A Collaborative Approach for Reducing Wildland Fire Risks to Communities and the Environment*, December 2006).

- Funding will be targeted to mitigating risk to communities in the Wildland-Urban Interface (WUI). Within the WUI, our focus should be on:
 - ♦ Projects (on or adjacent to Federal lands) near communities at greatest risk of wildfire;
 - ♦ Projects within communities with completed Community Wildfire Protection Plans or their equivalent; and
 - ♦ Projects in communities with active partnerships including volunteer efforts, in-kind services, and/or partners who are contributing funds.
- Additionally, emphasis should be given to:
 - ♦ Projects that restore fire-adapted ecosystems in non-WUI areas that are in Condition Class 2 or 3 or projects that maintain ecosystems in Condition Class 1, where landscape conditions would quickly deteriorate to Condition Class 3.
 - ♦ Projects yielding biomass for producing renewable energy, for the manufacture of products that sequester carbon for decades, or use in other off-site economic enterprises.
 - ♦ Projects using contractors, particularly contracts that provide economic opportunities for rural or tribal communities.
 - ♦ Projects employing young persons, especially through the 21st Century Youth Conservation Corps or other recognized youth programs.

These priorities will remain in effect until they are superseded by policy, statute or other official direction.

We will continue to implement our decision support tools to inform funding allocations within the overall Hazardous Fuels Prioritization and Allocation System. This system relies significantly on the priorities listed above. Since hazardous fuels reduction plans and accomplishment data are derived primarily from the National Fire Plan Operations and Reporting System (NFPORS), the Department strongly supports the system. It is imperative that Bureaus and agencies continue to use NFPORS as the system of record for managing and reporting the accomplishment of work conducted under the National Fire Plan, including Hazardous Fuels Reduction, Community Assistance, and Burned Area Rehabilitation.

I strongly encourage the Bureaus to enhance data associated with wildfire risk and consequences to help our managers to make informed, science-based decisions related to hazardous fuels management. We must be able to quantify risk and hazard, as well as the efficacy, longevity and

geospatial perimeters of our fuels treatments. These data support the fire management program, as well as broader management decisions, that affect our natural resources as well as communities.

Thank you for your continued support of the Hazardous Fuels Reduction program.

Please direct any questions to Kirk Rowdabaugh, Director of the Office of Wildland Fire Coordination at 202-606-3447.

cc: Assistant Secretary, Indian Affairs
Assistant Secretary, Land and Mineral Management
Assistant Secretary, Fish, Wildlife, and Parks

BIA Supplemental Instructions HFPAS Treatment Priority System 2011

The following instructions supplement the HFPAS Treatment Priority System 2011 document dated March 9, 2010. The purpose of this documents is to clarify the Program of Work (POW) and Hazardous Fuels Priority Allocation System (HFPAS) Treatment Priority System (TPS) processes and assist regions, tribes and agencies in completion of associated tasks:

POW data entry in NFPORS

1. POW data entry into NFPORS is due **April 16, 2010**.
 - a. Each Region's Program of Work should be based on agency and tribal capability.
 - b. A minimum of 75% of the planned treatment funding must be placed in the WUI to accommodate new direction in the President's Budget.
2. Community Assistance data entry into NFPORS is also due April 16 using guidelines in the BIA Fuels Management, Business Rules Handbook, 2008.

Treatment Priority System (TPS)

1. Tribes and Agencies will use the TPS Template to numerically rank their treatments highest to lowest (1, 2, 3, 4, 5....n).
2. Enter FY 2011 HFR treatments priorities only on the TPS Template.
3. Do not include Community Assistance on the TPS Template.
4. Regions may provide local treatment funding caps to the agencies and tribes to facilitate priority ranking of treatments. This step may not be necessary for all tribes or all regions.

Regional Categorization

1. Regions categorize treatments using tribal priorities, DOI priorities and other Bureau specific criteria.
2. Treatments are categorized up to the total allocation allowed by the Regional Treatment Funding Cap provided below.
3. Category 1, 2, 3 or 4 is entered for each treatment on the TPS Template.
4. Treatment funding caps apply to treatment costs only.

It is critical that the TPS templates are populated up to the total of each Region's Treatment Funding Cap (120% of the final treatment allocation average for FY 2008-2010). If the Region cannot plan for this workload due to capacity limitations, please advise NIFC as quickly as possible so that adjustments are made nationally.

Regional Treatment Funding Caps are listed in the following Table:

Region	FY 2011 Regional Treatment Funding Cap
Alaska Regional Office	\$1,164,440
Eastern Oklahoma Regional Office	\$129,282
Eastern Regional Office	\$242,061
Great Plains Regional Office	\$1,947,058
Midwest Regional Office	\$1,846,625
Navajo Regional Office	\$903,594
Northwest Regional Office	\$9,917,791
Pacific Regional Office	\$2,303,243
Rocky Mountain Regional Office	\$759,298
Southern Plains Regional Office	\$515,811
Southwest Regional Office	\$9,627,679
Western Regional Office	\$3,989,576
Totals:	\$33,888,284