United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, DC 20240

DOI WILDLAND FIRE PROGRAM POLICY MEMORANDUM No. 2025-004

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

From: Joseph Majewski, Acting Director, Office of Wildland Fire

JOSEPH MAJEWSKI
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Date: 2025.07.31 13:37:21 -06'00'

Subject: Guidance for Full-Year Fiscal Year 2025 Budget Allocations and Execution for the Full-Year Continuing Appropriations and Extensions Act, 2025 (Public Law 119-4)

Due Dates: <u>14 days after the effective date (see below): For Fuels Management and Burned Area Rehabilitation (BAR)</u>, to update information on programs of work for full-year allocations in the Interior Fuels and Post-fire Reporting System (IFPRS) (for Fuels; an option for BAR) and/or the National Fire Plan Operations and Reporting System (NFPORS; an option for BAR)

<u>August 15, 2025: For unobligated balances of funding from Fiscal Year (FY) 2024 or earlier</u>, to provide the Office of Wildland Fire (OWF) an update on the status of the components of each unobligated balance and the plan to obligate the funding

<u>September 2, 2025: For unobligated balances of funding from FY 2023 or earlier</u> (excluding funding from the Infrastructure Investment and Jobs Act [IIJA] and funding for Facilities Construction and Maintenance), OWF requests that each bureau or office return to the Wildland Fire Management (WFM) Parent account any remaining unobligated balances for reallocation to other bureaus

<u>October 15, 2025: For Fuels Management and BAR</u>, to report annual accomplishments

Effective Date: July 31, 2025

Expiration Date: Remains in effect unless rescinded or modified.

<u>**Purpose**</u>**:** This Policy Memorandum (PM) provides information regarding budget allocations and

execution for Department of the Interior (DOI) WFM programs and activities for FY 2025 for funding made available by Public Law (P.L.) 119-4, the Full-Year Continuing Appropriations and Extensions Act, 2025.

Background:

P.L. 119-4, which was enacted March 15, 2025, appropriates a total of $1,507,171,000 for DOI's WFM program for FY 2025. All of these funds are regular appropriations (i.e., not disaster relief emergency supplemental appropriations).

Section 1802(2), Title VIII, Division A (for the Department of the Interior, Environment, and Related Agencies) appropriates $1,147,171,000 for DOI's WFM account. Section 1806(a), Title VIII, Division A appropriates $360,000,000 for DOI's Wildfire Suppression Operations Reserve Fund (Reserve Fund). The appropriations for the Reserve Fund are available for transfer to the WFM account to provide additional new budget authority for Suppression Operations. (Although the Reserve Fund appropriations are not disaster relief emergency supplemental appropriations, they are tracked specially with a Disaster Emergency Fund Code, which is unique for each fiscal year of funding.)

The appropriations for the WFM account are available for WFM program activities as follows:

- Preparedness: $512,364,000;
- Suppression Operations: $383,657,000;
- Fuels Management: $228,150,000; and
- Other Operations: $23,000,000.

The appropriation for the Other Operations activity includes the following amounts for its three subactivities:

- BAR: $10,000,000;
- Facilities Construction and Maintenance: $10,000,000; and
- Joint Fire Science Program (JFSP): $3,000,000.

Coordination: OWF consulted bureaus and offices participating in DOI's WFM program in developing the allocations covered by this PM.

Scope: This PM applies to budget allocations and execution for the Bureau of Indian Affairs (BIA), the Bureau of Land Management (BLM), the U.S. Fish and Wildlife Service (FWS), the National Park Service (NPS), OWF, and any other bureaus or offices that receive funding under this PM.

Existing Policy Affected: DOI Wildland Fire Program PMs No. 2025-001 and 2025-003

Authority: Departmental Manual (DM) Part 620 Wildland Fire Management

Timeframe: This PM applies to funding made available by P.L. 119-4, which covers the period from October 1, 2024, through September 30, 2025. The funding is available until it is expended.

Policy:

Budget Allocations: See below for Table 1, which shows allocation amounts from P.L. 119-4 for the full fiscal year, by bureau or office. OWF notifies bureaus of Department of the Treasury transaction numbers once transfers of approved allocations are completed.

Table 1
Approved Allocations of
FY 2025 Funding for Interior Wildland Fire Management
from P.L. 119-4
the Full-Year Continuing Appropriations and Extensions Act, 2025
(Dollars in thousands/ A)

Activity or Subactivity	BIA	BLM	FWS	NPS	OWF	WFM Parent Account	Total by Activity or Subactivity
Preparedness	99,902	285,967	45,536	61,174	15,547	4,238	**512,364**
Suppression Operations/ B	55,400	257,871	20,706	47,386	2,293	0	**383,657**
Fuels Management	55,435	103,328	30,082	30,780	6,450	2,075	**228,150**
Burned Area Rehabilitation	4,144	3,820	768	1,266	2	0	**10,000**
Facilities Construction and Maintenance	0	3,292	3,294	3,414	0	0	**10,000**
Joint Fire Science Program	0	3,000	0	0	0	0	**3,000**
Total by Bureau or Account	**214,881**	**657,278**	**100,386**	**144,020**	**24,292**	**6,313**	**1,147,171**

A/ Allocations are rounded to the nearest thousand dollars for presentation in this table.
B/ Amounts do not include funding transferred from the Wildfire Suppression Operations Reserve Fund to the Wildland Fire Management account.

Preparedness: Under P.L. 119-4 and the approved FY 2025 operating plan, the full-year funding level for Preparedness is $512,364,000. This PM approves the allocation of all of this funding.

- Fixed Costs: Of the total amount for Preparedness, $10,002,000 is allocated to BIA, BLM, FWS, NPS, and OWF for fixed cost increases. The amount for fixed cost increases is allocated proportionally based on each bureau's or office's share of the total FY 2024 federal Full-Time-Equivalent (FTE) personnel reported.

- Wildland Firefighter Pay Supplements and Permanent Pay Increases: A total of $56,000,000 is allocated to BIA, BLM, FWS, NPS, and OWF for federal wildland firefighter pay increases.

From October through mid-March, these funds were for continuing temporary pay supplements. For March through September, these funds are for permanent pay increases tied to the new special base rate pay table (see also "Fuels Management," below, for additional funding for this purpose).

- Tribal Firefighter Pay Increases: $10,000,000 is allocated to BIA for tribal wildland firefighter pay increases (see also "Fuels Management," below, for additional funding for this purpose).

- Designated Funding, Service Level Agreements (SLA), and Departmentwide Activities (DA): The allocations include this Designated Funding: $9,000,000 to BIA for tribal contract and administrative support related to Preparedness; $6,000,000 to BIA for tribal workforce development; $1,500,000 to BLM for Alaska Fire Service utility costs; and a total of $2,800,000 to BIA, BLM, FWS, and NPS for rural fire readiness. The allocations also include increases totaling $9,618,000 for SLAs and $52,822,000 for DAs in Preparedness. This funding is allocated to BIA, BLM, FWS, NPS, and OWF.

Suppression Operations: Under P.L. 119-4 and the approved FY 2025 operating plan, the full-year funding level for Suppression Operations is $383,657,000. This funding is provided pursuant to Division O of the Consolidated Appropriations Act, 2018 (P.L. 115-141).

- DA – Exclusive-Use Contracts for Single Engine Air Tankers (SEAT) and AT/Scoopers: The funding allocated to BIA and BLM includes $17,457,000 for the initial mandatory availability period (MAP) for exclusive-use (EU) aviation contracts for SEATs and $3,775,000 for the initial MAP for EU contracts for AT/Scoopers. The initial MAP for these SEAT contracts was funded through Suppression Operations for FY 2024 as well, while the initial MAP for these AT/Scoopers contracts was funded through Preparedness for FY 2024.

- Wildfire Suppression Operations Reserve Fund: In addition to this funding for Suppression Operations in the WFM account, P.L. 119-4 provides $360,000,000 in additional budget authority, to remain available until transferred, in the Reserve Fund account. On July 2, 2025, DOI transferred a total of $470.0 million in unobligated balances from FYs 2022-2024 Reserve funding to the WFM account to pay additional FY 2025 wildfire suppression costs.

- Emergency Stabilization and Severity: Emergency Stabilization (ES) and Severity authority levels are capped at ten percent of the ten-year rolling suppression expenditure average for DOI, adjusted for inflation, through FY 2023, which was listed in the FY 2025 Budget request. See Table 2:

Table 2:
FY 2025 Funding Authority
Emergency Stabilization and Severity
(Dollars in Thousands/ A)

Purpose	BIA	BLM	FWS	NPS	WFM Parent Account	Total
Emergency Stabilization	13,311	34,010	2,199	6,714	0	56,234
Severity	5,635	18,640	3,443	4,282	24,234	56,234

A/ Allocations are rounded to the nearest thousand dollars.

The distribution of ES authority is based on the rolling ten-year average percentage of acres burned, by bureau nationally, excluding Alaska (i.e., 2015-2024). The percentages for FY 2025 are as follows:

- BIA: 23.67 percent;
- BLM: 60.48 percent;
- FWS: 3.91 percent; and
- NPS: 11.94 percent.

Severity authority for the WFM bureaus is capped at $32 million, and the balance is typically held in reserve in the WFM Parent account. The distribution of Severity authority is based on each bureau's base percentage split of the annual Preparedness appropriation. The percentages are as follows:

- BIA: 17.61 percent;
- BLM: 58.25 percent;
- FWS: 10.76 percent; and
- NPS: 13.38 percent.

Regardless of the source of funding, obligations count against the funding authority caps. Recoveries of prior obligations do not increase the amount of obligation authority available in a given year. If a bureau anticipates that it will exceed its ES or Severity authority listed above, OWF may coordinate and approve the redistribution of ES and/or Severity authority among bureaus, as warranted and following consultation with the WFM bureau/office directors. Given how late in the fiscal year final allocations are available, please let OWF know of any problems with the levels listed above. Any recommended increases to the ES or Severity caps are subject to approval by the Director, OWF, in consultation with the WFM bureau directors.

Fuels Management: Under P.L. 119-4 and the approved FY 2025 operating plan, the full-year funding level for Fuels Management is $228,150,000. This PM approves the allocation of all of this funding.

- <u>Fixed Costs</u>: Of the total amount, $5,316,000 is designated for fixed cost increases. It is allocated to each bureau or office proportionally based on its share of the total FY 2024 federal FTE personnel reported.

- <u>Wildland Firefighter Pay Supplements and Permanent Pay Increases</u>: A total of $16,700,000 is allocated to BIA, BLM, FWS, and NPS for permanent pay increases tied to the new special base rate pay table for federal wildland firefighters (see also "Preparedness," above, for additional funding for this purpose).

- Tribal Firefighter Pay Increases: $3,000,000 is allocated to BIA for tribal wildland firefighter pay increases (see also "Preparedness," above, for additional funding for this purpose).

- Designated Funding, SLAs, and DAs: Of the total for the Fuels Management activity, $5,000,000 allocated to BIA is designated for tribal contract and administrative support in Fuels Management and $10,000,000 allocated to BIA is for Reserved Treaty Rights Lands (RTRL) projects. (In addition, $5,000,000 in IIJA funding is available to BIA for RTRL projects.) The approved allocations also include increases totaling $433,000 for SLAs and $10,306,000 for DAs in Fuels Management. This funding is allocated to BLM, NPS, and OWF.

The direct program allocations for Fuels Management are based on the following percentage shares:

- BIA: 19.65 percent;
- BLM: 50.43 percent;
- FWS: 15.09 percent; and
- NPS: 14.83 percent.

Within 14 days of the effective date of this PM, please update information in IFPRS to reflect your bureau's final full-year FY 2025 allocation under P.L. 119-4, as shown in Table 1 (see above).

Additionally, by October 15, 2025, please report or record in IFPRS your bureau's annual accomplishments with Fuels Management funds.

Burned Area Rehabilitation: Under P.L. 119-4 and the approved FY 2025 operating plan, the full-year funding level for BAR is $10,000,000. This PM approves the allocation of all of this funding.

- DAs – National Program Management: The approved allocations include $958,000 for the DA for BAR national program management. This funding is allocated to BIA, BLM, FWS, NPS, and OWF.

Within 14 days of the effective date of this PM, please update information in IFPRS or NFPORS to reflect your bureau's final full-year FY 2025 allocation under P.L. 119-4, as shown in Table 1 (see above).

Additionally, by October 15, 2024, please report or record in IFPRS or NFPORS your bureau's annual accomplishments completed with BAR funds.

Facilities Construction and Maintenance: Under P.L. 119-4 and the approved FY 2025 operating plan, the full-year funding level for Facilities is $10,000,000. This PM approves the allocation of all of this funding to BLM, FWS, and NPS, consistent with the revised FY 2025 Wildland Fire Facilities Lifecycle Investment Plan submitted by the bureau Wildland Fire Facilities Coordinators May 20, 2025.

Joint Fire Science Program: Under P.L. 119-4 and the approved FY 2025 operating plan, the full-year funding level for JFSP is $3,000,000. This PM approves the allocation of all of this funding to BLM.

Carryover and Recoveries: OWF encourages WFM bureaus to obligate prior-year funding, including carryover and recoveries, with priority focus on funds from before FY 2024. Bureaus are approved to execute carryover funds in FY 2025 in accordance with the carryover spend plans submitted to OWF at the beginning of the fiscal year. Bureaus should target obligations of prior-year funding by August 31, 2025.

After this PM takes effect, OWF will provide each bureau/office an updated list of unobligated balances of funding by fiscal year. By August 15, 2025, please submit to OWF a document that includes comments or notes on the purpose of each unobligated balance from FY 2024 or earlier, its status, and the plan to obligate the funding, including a tentative date or timeframe for the planned obligation.

OWF requests that bureaus/offices return to the WFM Parent account any remaining unobligated balances from FY 2023 or earlier that have not been obligated by August 31, 2025. (This particular requirement does not apply to IIJA funding or funding for Facilities Construction and Maintenance.) OWF may request that bureaus return any carryover amounts exceeding 2 percent, by program activity or sub-activity, or may adjust future funding allocations based on carryover exceeding 2 percent. Funds that bureaus return to the WFM Parent account will be reallocated within the program.

Contacts:

For more information, you may contact the following people regarding:

- Budget allocations and unobligated balances: Stephen Elmore or Christina Becker
- Fuels Management or BAR: Brad Shoemaker

CC: Interior WFM Executives
Interior WFM Directors
Interior WFM Budget and Program Staff