



## August 27-31, 2012 Tribal Consultation Meetings Read-Ahead Materials

### Table of Contents

<i>Project Overview</i> .....	1
<i>Task 1 Summary - Opportunities for Improvement</i> .....	4
<i>Task 2 Overview - Recommendations for Restructuring</i> .....	5
<i>Task 3 Summary - Implementation Plan</i> .....	6





## August 27-31, 2012 Tribal Consultation Meetings Read-Ahead Materials

### ***Project Overview***

The Committee on Appropriations for the Department of the Interior (DOI, the Department), Environment, and Related Agencies submitted House Report 112-151 as part of the Appropriation Bill for 2012. In the report, the Committee urged DOI to examine potential duplication and inefficiencies in its wildland fire programs. DOI's wildland fire programs are operated by four bureaus: Bureau of Land Management (BLM), Fish and Wildlife Service (FWS), National Park Service (NPS), and Bureau of Indian Affairs (BIA). The Office of Wildland Fire (OWF) helps coordinate the Department's wildland fire programs within the Department and with other Federal and non-Federal partners, and also establishes Department-wide policies and budgets for fire activities.

House Report 112-151 includes the following language:

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

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

To address this request, DOI sought the services of a contractor to work with DOI to complete the Interior Fire Program Assessment 2012 (the Assessment). Through the Assessment, DOI intends to develop a set of options for the most cost effective and efficient means of providing a comprehensive suite of Wildland Fire Management services that support Departmental and bureau missions. These options will take into account the following items:

- Potential areas for streamlining the Department and bureau roles and responsibilities
- Evaluation of existing alternative organizational models for service delivery
- Identification of resources that can be redirected to on-the-ground services through reorganization of wildland fire management programs
- Estimated cost savings and schedules for implementation of proposed options

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

- Improve wildland fire management services in support of DOI land management activities
- Identify areas for sustainable cost efficiencies in overall wildland fire management



## August 27-31, 2012 Tribal Consultation Meetings Read-Ahead Materials

- Make resources (e.g., staff and financial) available for on-the-ground mission-critical activities
- Improve program alignment among geographic/functional/organizational boundaries
- Decrease duplication and overlap in program roles
- Enable more efficient, clear, structured decision making for strategic policy and program management
- Improve governance and processes at the policy and program management levels, including how DOI and bureaus work together
- Enhance delivery of services in the fire program by removing friction from the system

The Assessment is comprised of the following three tasks:

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

The Assessment Team completed Task 1 in June 2012 and is currently working on Task 2, with an anticipated completion date of August 23, 2012. The scheduled completion date for Task 3 is October 17, 2012.

The Assessment contains information in four functional areas related to fire program activities, as listed below.

### **A. Management**

1. Management structures that include but are not limited to, oversight, governance, reporting, budgeting and performance, communications, policy issuance

### **B. Administrative**

2. Administrative organizations including, but not limited to, human resource services, acquisition, finance, budget, financial assistance, facilities, health and safety

### **C. Program**

3. Fire planning and environmental compliance, including smoke management
4. Prevention and education
5. Hazardous fuels and biomass utilization
6. Preparedness (e.g., training, facilities construction and maintenance, dispatch, equipment)
7. Fire science
8. Rural fire assistance
9. Fire-related aviation management - program activities
10. International cooperation

### **D. Operations**

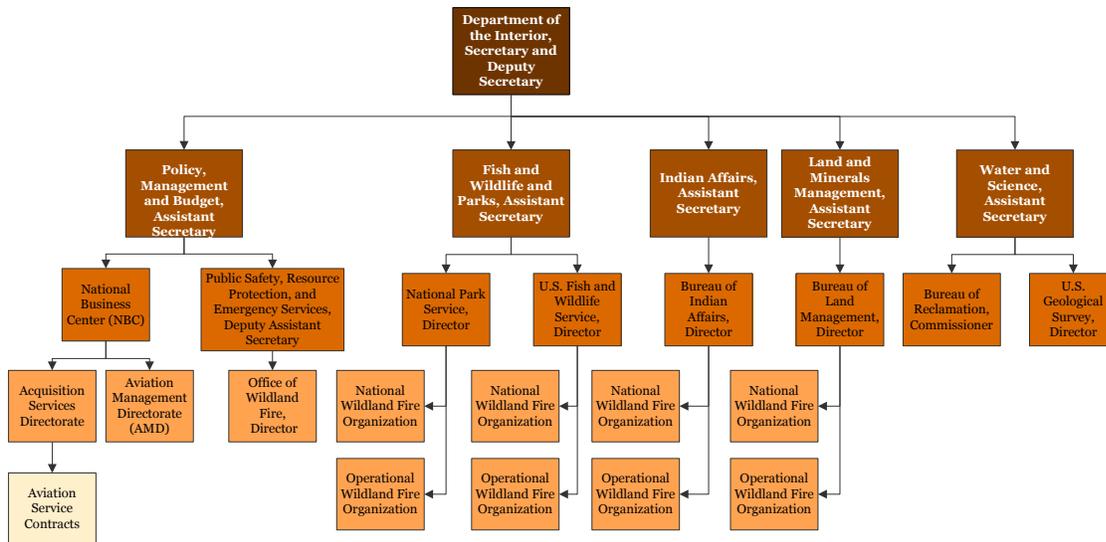
11. Readiness and Operations (e.g., fuels, suppression)
12. Post-fire stabilization and burned area rehabilitation
13. Fire-related aviation management - service delivery / operations activities
14. Geographic area coordination

The DOI organizations addressed in the Assessment include OWF and the four bureaus mentioned previously, as well as the U.S. Geological Survey (USGS) and Bureau of Reclamation (Reclamation). While USGS and Reclamation do not have formal fire programs, USGS conducts fire science in support of wildland fire management; Reclamation manages land associated with its water management mission, and must also manage fire on its lands.



## August 27-31, 2012 Tribal Consultation Meetings Read-Ahead Materials

In contrast with most DOI program funding, which is appropriated directly to bureaus, fire program funds are appropriated to the Department and OWF allocates DOI fire program funding to the bureaus. Figure 1 provides a high level overview of the organizational structure of wildland fire management within DOI.



*Figure 1. General Wildland Fire Organizational Structure within DOI*

While DOI's wildland fire programs are the focus of the Assessment, these programs do not operate independently. The Assessment considered Tribes and other wildland fire stakeholders, but is focused on options internal to DOI.

Additional introductory information regarding the project is located at <http://www.doi.gov/pmb/owf/ifpa.cfm>.



## August 27-31, 2012 Tribal Consultation Meetings Read-Ahead Materials

### ***Task 1 Summary - Opportunities for Improvement***

In Task 1, the Assessment Team identified potential opportunities for improvement based on information collected through interviews, an on-line survey, information managed by DOI (such as management structures and budget data), and publicly available sources. The opportunities for improvement represent consistent themes and challenges captured through a structured data capture process that involved 301 participants from eight of nine U.S. regions. They are related to areas of potential overlap or duplication of responsibilities, inefficiencies, competing goals, service gaps, or underutilized resources, and are the basis for recommendations being prepared during Task 2.

The opportunities for improvement are listed below:

#### **Management**

1. Consider establishing new, or improving existing, internal controls for managing the wildland fire programs
2. Increase efforts to work as a unified entity in the wildland fire community

#### **Governance**

3. Continue to define roles and responsibilities of bodies involved in governance more tightly to reduce overlap and improve decision making

#### **Shared Functions**

4. Consider which functions might be provided by bureaus individually and which might be provided across bureau boundaries

#### **Administrative Areas**

5. Consider improving administrative processes to be more streamlined and efficient
6. Consider reducing administrative barriers to collaborating across bureaus
7. Continue improving management coordination for aviation management activities
8. Consider coordinating additional on-call aviation contracts with USFS
9. Consider improving communications at each level of the wildland fire programs
10. Continue to improve processes and tools for allocating and distributing funds to achieve efficiencies on the ground
11. Continue efforts to make fire IT more streamlined across the Department

#### **Administrative Areas**

12. Consider reducing overlap or unnecessary separation due to geographic/jurisdictional boundaries



## August 27-31, 2012 Tribal Consultation Meetings Read-Ahead Materials

### ***Task 2 Overview - Recommendations for Restructuring***

The Assessment Team is currently developing recommendations for restructuring the DOI fire programs and other activities to address areas for improvement and capture potential efficiencies. These recommendations are aligned by functional area and may be implemented individually or in combination with other recommendations or restructuring alternatives. These alternatives will be evaluated based on their potential for meeting the objectives listed in the Project Overview section, as well as the estimated time and cost to implement them. Outputs of the analysis will be discussed in the Tribal consultation meetings.

The preliminary alternatives are listed below:

#### **Management**

1. Single National-Level Management Organization
2. National-Level Joint Forces Management Organization
3. Stand-alone Fire Organization from Local through National Levels

#### **Administrative**

4. Administrative Services Provided by a Single Organization
5. National Administrative Centers of Excellence
6. Geographic Administrative Centers of Excellence

#### **Program**

7. National Program Centers of Excellence
8. Geographic Program Centers of Excellence
9. Local or Zoned Collaboration for Program Activities

#### **Operations**

10. Single National Operations Organization
11. Geographic Operations Centers of Excellence
12. Local or Zoned Collaboration for Preparedness and Operations



August 27-31, 2012 Tribal Consultation Meetings  
Read-Ahead Materials

### ***Task 3 Summary - Implementation Plan***

In Task 3, the Assessment Team will focus on implementation planning for the recommendations DOI selects for further analysis and potential implementation. The Assessment Team will document the results of feedback received and expand on preliminary implementation plans for the selected recommendations. DOI will consider feedback collected during the Assessment in selecting recommendations for implementation. DOI expects to make a decision regarding which recommendations it will implement following completion of Task 3.