

Draft Strategic Plan

Fiscal Years 2000-2005

U.S. Department of the Interior
Bureau of Land Management



Draft July 22, 2000

Letter from the Director

July 22, 2000

Dear Reviewer,

I'm pleased to present the Bureau of Land Management's most recent Draft Strategic Plan -- a document that will for the next several years chart the overall direction of the agency that manages more land than any other Federal agency. We request and welcome your comments on our plan. If we receive them in the next several weeks, we will incorporate them into the final version of the Plan. If we receive them later, we will incorporate them when we next revise our Strategic Plan, possibly next year when the new administration is in place.

The Bureau of Land Management (BLM) is entrusted with managing a vast amount of public land -- 264 million acres in 12 western states -- an area bigger than Texas, Oklahoma, and all of New England combined. The agency is also responsible for approximately 700 million acres of Federal subsurface mineral estate located throughout the country. The value of this huge body of public assets can be measured in terms of people's enjoyment of BLM's wide open spaces, as well as the productivity and economic worth of public lands to local communities and our National treasury.

Today the BLM is facing difficult times. The last ten years have seen a dramatic increase in the demands placed on both the lands and BLM's workforce. The rapidly growing population and changing demographics of the West, coupled with stagnant budgets and a decreasing number of employees, strains BLM's ability to manage our country's great public lands.

At a time when land uses and urbanization pressures are increasing, there is also a growing awareness of and support for clean air, clean water, open space, and habitat for threatened and endangered species. The public's demand for the protection of our Nation's special areas -- those with exceptional historical, scientific, or scenic qualities -- is also growing, and difficult land and resource allocations must be made. Competing demands sometime challenge BLM as it manages lands under its multiple-use mandate.

While the challenges of managing the public lands become more and more complex, the BLM continues to try to live up to its long-standing reputation as the "can-do" agency. The BLM's employees and partners will meet the agency's challenges head-on. But we now know we cannot indefinitely continue to do more with less. And sometimes the trends will not be in the direction we want.

Until we are able to secure the resources we need to stem this growing crisis, we in the BLM need our customers' and stakeholders' patience and support. I fully believe that we *can* overcome these obstacles. But we cannot do it alone. We look to you to help us ensure that we are passing on this great public land legacy to our children and grandchildren.

This Strategic Plan presents BLM's proposed long-term goals and our strategies for achieving them. It cites the Bureau's challenges and opportunities, as well as the key factors affecting the achievement of our goals. The BLM closely manages its goals, and we are committed to reporting our progress to you in our Annual Performance Reports-- also available on this Internet site.

You comments can be directed electronically to Carl_Zulick@BLM.gov or mailed to Bureau of Land Management, attn. Carl Zulick, WO-830, MIB LS-1000, 1820 C St. NW, Washington DC, 20240.

Strategic Plan Signature Page

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Executive Summary

The Bureau of Land Management manages 264 million surface acres of public lands--about one-eighth of the land area of the United States--and is responsible for approximately 700 million acres of Federal subsurface mineral estate. This puts the BLM in a unique position to manage and protect a major portion of our Nation's priceless natural and cultural legacy as well as our strategic mineral resources.

The BLM has perhaps the most complex and far-reaching mission in the Department of the Interior. The vast acreage and myriad natural and cultural resources that the BLM manages as the Federal government's largest landowner, combined with the complexities of BLM's multiple use mission, present unique and difficult challenges. Add to this the increasing demands arising out of new environmental legislation and the rapid population growth of many western states, and it's easy to see why BLM's resources – its workforce and funding levels – are stretched to the limit.

The BLM administers some of the most ecologically and culturally diverse and scientifically important lands in Federal ownership. The agency's management responsibilities include:

- recreation opportunities, including interpretation and other visitor education activities
- commercial activities, including energy and mineral development and timber sales
- wild free-roaming horses and burros
- paleontological, archaeological, and historical sites
- fish and wildlife habitat
- transportation systems, including roads, trails, and bridges
- wilderness areas and wild and scenic rivers
- rare and vulnerable plant communities

This is the second Strategic Plan the BLM has prepared under the Government Performance and Results Act of 1993 (GPRA). Organized around eight mission goals, the plan describes accomplishments expected under an assumed level-budget scenario over the next 5 years. Each mission goal is discussed in Section IV; long-term goals, baseline statistics, goal descriptions, strategies to achieve the goal, key factors affecting goal achievement, and crosscutting relationships are presented for each. Internal organizational effectiveness strategies are located at the end of Section IV. This fiscal year (FY) 2000 Strategic Plan reduces the overall number of long-term goals, as compared to the 1997 Strategic Plan, from 43 to 33.

This Strategic Plan spells out what the BLM can – and in some instances cannot – do in carrying out its responsibilities as it attempts to respond to the increasing pressures and demands on the public lands. The next few paragraphs present a sampling of BLM's long-term goals to give an idea of the agency's diverse responsibilities and the challenges imposed by increasing resource demands.

Recreation

- In FY 1995, 77 percent of BLM recreation users were satisfied with their recreation experience. In FY 2005, our goal is to achieve an 88 percent satisfaction rate among Special Recreation Management Area users.
- The BLM anticipates that 65 percent of Special Recreation Management Areas physical facilities

will be in good or fair condition in FY 2005, declining from 80 percent in FY 2000. This decline results from anticipated increases in public land recreation usage, along with the current projection that funding and personnel resources will not keep pace with increasing recreation demand.

Commercial Activities

- Given available resources, BLM is challenged to complete the workload associated with existing energy and mineral leases and permits, and to conduct the reviews required to meet the demand for new leases. Accordingly, the BLM's goal is to complete 80 percent of actions on existing energy and mineral leases, permits, and claims in FY 2005, declining from 100 percent of these same actions in FY 1998 and FY 1999.
- Renewing grazing permits in conformance with the National Environmental Policy Act has significantly increased the workload of BLM field office staffs. By 2005, the BLM will include provisions in over 9,000 grazing authorization renewals to assure that established land health standards are achieved.

Natural and Cultural Heritage Resources

- The BLM currently has over 200 Congressionally or Presidentially designated special management areas, including 9 National Conservation Areas, 7 National Monuments, and 138 Wilderness Areas. By FY 2005, the Bureau will assess the condition of all of these areas and will implement critical management actions in areas that are at risk.
- In FY 1999, the BLM restored and protected 128 at-risk cultural and paleontological properties on public lands. The plan proposes to increase the cumulative number to 1,354 sites by FY 2005.

Reducing Threats to Public Health, Safety, and Property

- The BLM maintains more than 79,000 miles of roads on the public lands. By 2005, the BLM proposes to have assessed the condition of all BLM-maintained roads to identify access and maintenance needs and prospective road closures; 70% of BLM's roads will be in fair or good condition.
- Abandoned mine lands and hazardous material sites pose serious threats to public health and safety as well as the environment. The BLM will correct 10 abandoned mines in FY 2000 and remediate 40 hazardous materials sites in FY 2001. By 2005, BLM will identify and correct hazards at 50 abandoned mines and cumulatively clean up 250 hazardous material sites.

Improving Land, Resource, and Title Information

- As managing Federal lands becomes increasingly complex, agencies must heavily rely on all available data for analysis and decision making. Agencies and the public must share the data that is available because they can not always afford to gather it their own. Accurate case, boundary, and locational information for resources and land uses is essential. With the advent of the Internet and digital data, the demand from external parties is increasing for information about land ownership, status, and condition. And driven by with the pace of growth in the West, agencies are now working with counties and others to develop regional databases for planning and analysis. BLM's customers

are also increasing their demand for online services, and BLM will meet these needs by tripling its number of programs in E-commerce.

- The BLM proposes to complete 31 percent of requested boundary surveys, to support resource and land transactions, to collect 81 percent of townships with boundaries in digital format, and to integrate 16 percent with county and U.S. Forest Service data.

Providing Economic and Technical Assistance

- The Department of the Interior's Revitalization of Indian Country theme for FY 2001 emphasizes developing programs to improve the quality of life for Tribes. By FY 2005, the BLM proposes to establish 33 formal agreements with federally recognized Tribes for managing tribal minerals, performing cadastral surveys, and administering public lands.

Understanding the Condition of Public Lands

- Land use plans provide the basis for nearly all decisions affecting the public lands. Land use planning is required by BLM's "organic act," the Federal Land Policy and Management Act of 1976. However, resource issues have grown at a rate that exceeds BLM's ability to resolve them in land use plans – much less address recent trends or expected demands over the next several decades. By 2002, the BLM proposes to evaluate 100 percent of its existing land use plans/NEPA documents, initiating priority amendments or revisions as needed to reflect new information and management strategies.

Restoring At-Risk Resources and Maintaining Functioning Systems

- The BLM and U.S. Forest Service support an ongoing team of experts who work with local officials to plan and implement strategies and actions aimed at restoring riparian areas and wetlands to properly functioning condition. Riparian/wetland areas usually contain high values for supporting ecological functions and processes, as well as providing habitat for many sensitive or special-status plants and animals. By FY 2005, the BLM proposes to achieve proper functioning condition or an upward trend in BLM-administered riparian/wetland areas in 80% of the watersheds within priority subbasins.

One of the BLM's greatest challenges today is to develop more effective and efficient land management practices. Significant steps have already been taken to reduce administrative costs, streamline work practices, focus on customer service, and improve accountability to the American people.

The Bureau is proud of its history and accomplishments, and BLM employees remain highly motivated and committed to the Bureau's mission. Given adequate resources, the BLM can continue its tradition as a can-do agency and meet the difficult challenges that lie ahead.

I. Introduction

The Bureau of Land Management (BLM) administers over 264 million surface acres of public land — about one-eighth of the land in the United States — and approximately 700 million acres of Federal subsurface mineral estate, of which about 160 million acres have been withdrawn from mineral entry, leasing, and sale. Most of these lands are located in the West, including Alaska, and are dominated by extensive grasslands, forests, high mountains, arctic tundra, and deserts. The BLM is responsible for the management and use of a wide variety of resources on these lands, including energy and minerals, timber, forage, wild horse and burro populations, fish and wildlife habitat, recreation sites, wilderness areas, and archaeological and historical sites.

The BLM's origins go back to the Land Ordinance of 1785 and the Northwest Ordinance of 1787. These laws provided for the survey and settlement of the lands that the original 13 states ceded to the Federal government after the Revolutionary War. As additional lands were acquired from Spain, France, and other countries, Congress directed that they be explored, surveyed, and made available for settlement. In 1812, Congress established the General Land Office in the Department of the Treasury to oversee the disposition of these Federal lands. As the 19th century progressed and the Nation's land base expanded further west, Congress enacted a wide variety of laws to encourage settlement and development. These laws included military bounties; grants for the construction of wagon roads, canals, and railroads; the Homesteading laws; the Mining Law of 1872; the Desert Lands Act of 1877; and the Timber and Stone Act of 1878.

The creation of the first national parks, national forests, and wildlife refuges in the late 19th century signaled a shift in philosophy. By withdrawing these lands from settlement, Congress made it clear that they were to remain under Federal ownership and management for the benefit of all.

In the interest of resource conservation, Congress enacted a number of laws early in the 20th century directing the Executive Branch to manage activities on the public lands. The Mineral Leasing Act of 1920 provided for retention of mineral-bearing lands as well as leasing of, exploration for, and production of selected commodities such as coal, oil, gas, and sodium. The Taylor Grazing Act of 1934 established the U.S. Grazing Service to manage the public rangelands. The Oregon and California Revested Lands Act of 1937 addressed timber production and other uses on reverted railroad lands in western Oregon.

The Grazing Service was merged with the General Land Office in 1946 to form the BLM within the Department of the Interior. At that time, there were more than 2,000 unrelated and often conflicting laws concerning management of the public lands. The BLM had no unified legislative mandate until Congress enacted the Federal Land Policy and Management Act of 1976 (FLPMA).

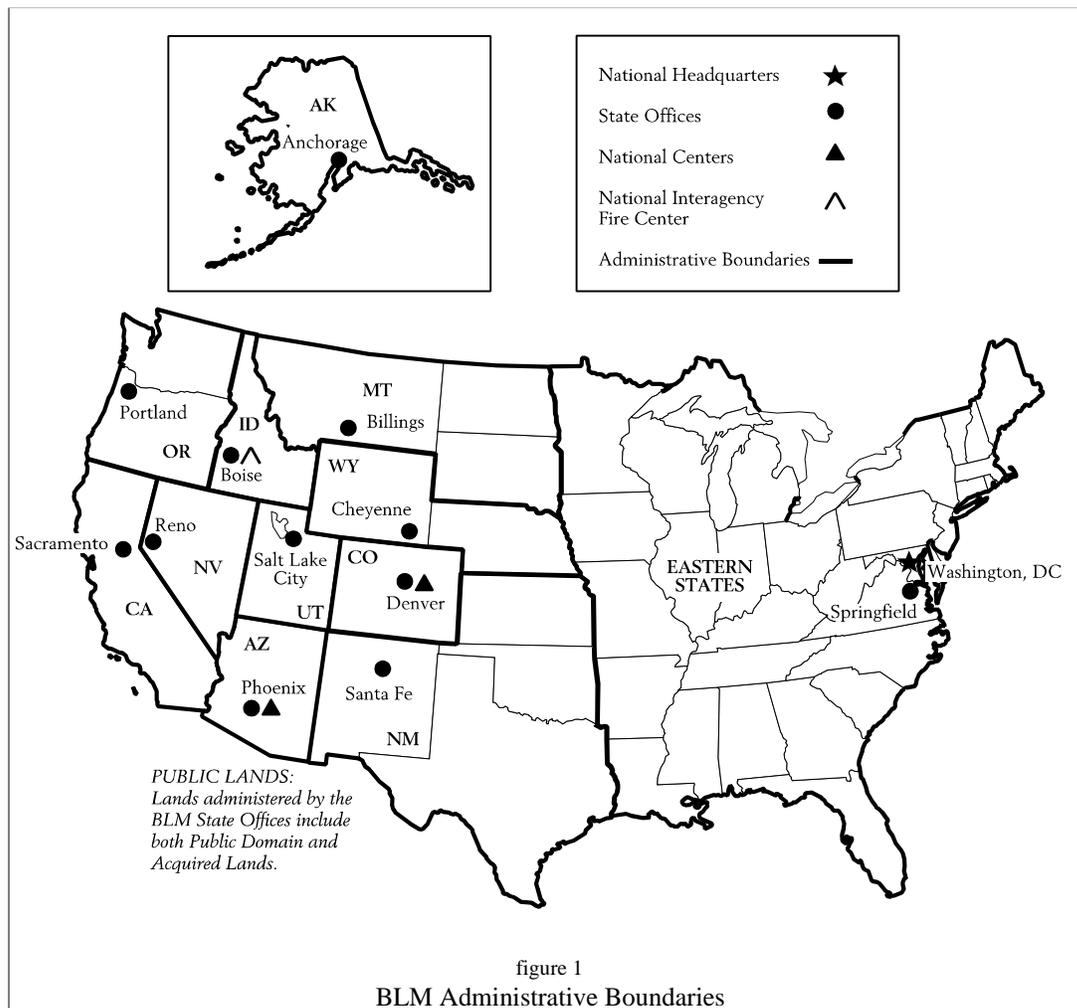
In FLPMA, Congress recognized the value of the remaining public lands to the American people and declared that these lands generally would remain in public ownership. Congress also codified the principle of "multiple use" management, defined as "management of the public lands and their various resource values so they are utilized in the combination that will best meet the present and future needs of the American people."

While adhering to this multiple use mandate, BLM's management of the public lands has evolved over the last 20 years in response to new Congressional directives and court decisions, changing resource demand patterns, and a maturing understanding of what is required to use natural resources on a

sustainable basis. One example of this is BLM’s recent establishment of a National Landscape Conservation System to provide an overall framework for managing Congressionally and Presidentially designated National Conservation Areas and National Monuments on the public lands.

The BLM performs a wide variety of functions in managing the public lands, including taking inventories of resources; preparing land use plans and assessing environmental impacts; conducting land surveys; issuing use authorizations; enforcing permit conditions; designing and constructing roads and improvements; restoring degraded fish and wildlife habitat; identifying and managing significant natural, cultural, and recreational resources; protecting public resources; and monitoring resource use. In addition, the BLM maintains the original property title and cadastral survey records of the United States. All of these activities are conducted with extensive public participation and coordinated with other Federal agencies; State, Tribal, and local governments; and other affected interests.

The BLM is headquartered in Washington, D.C., with field offices primarily in the western United States (see Figure 1). It also operates six National Centers specializing in training, fire management support, science and technology, human resources management, information resources management, and business and fiscal services.



Pers

pective and Outlook

The complexity and cost of managing the public lands is rising. The population of the West is exploding, creating new and expanded demands for the public lands and increasing the breadth of BLM's constituent and customer base. Public expectations are evolving due to better availability of information, and there is increasing public interest in participating in BLM's decision-making processes. The legal framework is becoming more complex and lawsuits are an everyday reality. Resource conditions are changing, and our understanding of natural resource management has matured.

The BLM's capabilities are static, if not declining. In the last ten years, the BLM's workforce has declined nationally from more than 10,000 employees to about 8,900, while its budget has remained effectively flat. The BLM has worked to "do more with less" by developing partnerships to share resources, pursuing cost recovery and fee-for-service opportunities where possible, and focusing on areas of greatest need. At the same time, the BLM has significantly reduced its on-the-ground presence, postponing much resource monitoring work and many assessment and planning activities.

Although the BLM is working more efficiently, the long-range consequences of some of these cost-savings measures are beginning to show. There are new—and often rapidly growing—challenges and threats to the public lands. These include endangered terrestrial and aquatic species, invasive weeds, fuels build-up, and water quality problems. The BLM has an increasing backlog of basic use authorizations such as grazing permits, applications for permits to drill, and rights-of-way requests. At the same time, its information and decision base is becoming increasingly obsolete, further limiting the agency's ability to make decisions for such authorizations. The BLM's public facilities, such as roads and recreational buildings, are deteriorating; some may become health and safety liabilities. If these trends continue, the BLM can expect decreasing revenues along with increasing injunctions, liabilities, and shortfalls in service and outputs.

The rapidly growing populations of the West have placed new pressures and increased demands on the public lands. The BLM faces challenges in six broad areas:

- **Community Growth:** The BLM must address the impacts of population growth. These impacts include increased demands for conservation of open space, land for community expansion/utility rights-of-way, sales/permits for sand and gravel, access for recreation, and dedicated habitat for special status species. These impacts also involve significant changes to fire management and resource management activities along the wildland/urban interface.
- **Sustainable Resource Decisions:** The BLM must enhance its information base – resource assessments, land use plans, and environmental impact analyses – to reflect changing resource conditions and emerging demands on the public lands. This will help ensure that the Bureau's decisions are scientifically sound, legally defensible, and sustainable over time.
- **Special Areas:** There are many Congressionally and administratively designated special areas on the public lands. These areas include the National Conservation Areas, National Monuments, Wilderness Areas, and Wild and Scenic Rivers in BLM's National Landscape Conservation System, totaling over 38 million acres. They also include Areas of Critical Environmental Concern, Wild Horse and Burro Herd Management Areas, and other special designations. The Bureau must assess the condition of these areas, identify emerging threats, and initiate critical management to protect these at-risk assets.

- **Energy and Minerals:** In a selected number of areas on the public lands, there are nationally significant energy and mineral resources. Examples include coal and coal bed methane in the Powder River Basin of Wyoming and Montana and natural gas in the San Juan Basin in Colorado and New Mexico. To be sustainable over time, the development of these resources requires new resource assessments, land use plans, and environmental impact assessments. Sufficient funding is also needed to ensure that required inspections and other post-lease management activities are conducted.
- **Habitat Conservation:** The public lands contain habitat critical to the recovery of many special status species. The Bureau must manage the use of these lands for livestock grazing, timber harvesting, and recreation to ensure that, wherever possible, the burden of conserving these fish, wildlife, and plant species falls on the public lands and not on adjacent private lands.
- **Safe Visits:** The BLM maintains buildings, recreation and administrative sites, trails, roads, bridges, and dams. The agency is also responsible for hazardous abandoned mine lands. Funding is critical to ensure the public's protection from hazards on these and other sites.

The goals and strategies outlined in sections III and IV of this Strategic Plan describe what BLM is planning to do over the next several years to address these six challenges.

The Plan

This FY 2000-2005 plan builds on BLM's 1997 Strategic Plan. As portrayed in Figure 2, it is organized around three broad goal categories: (1) Serve Current and Future Publics, (2) Restore and Maintain the Health of the Land, and (3) Improve Organizational Effectiveness.

- The first goal area describes the wide variety of goods and services the BLM provides the American people. Such services include opportunities for hunting, fishing, river rafting, and other dispersed recreation activities; the protection of significant natural and cultural heritage resources on the public lands; and opportunities to use the public lands for livestock grazing, timber harvesting, energy and minerals production, and other commercial activities.
- The second area outlines what the BLM is doing to restore and maintain the health of the public lands. This includes assessing land health conditions and trends, planning for appropriate public lands uses, and restoring at-risk systems.
- The third area focuses on improving organizational effectiveness, including workforce planning, information resource management, sound financial investment strategies, and cooperative working relationships.

These sections of the plan are highly interdependent. For example, the BLM will be able to provide the American people with renewable resource goods and services on a sustainable basis only if the public lands are healthy. Similarly, the BLM will be able to accomplish its mission goals only if it has an effective organization.

Bureau of Land Management

2000-2005 Strategic Plan Framework

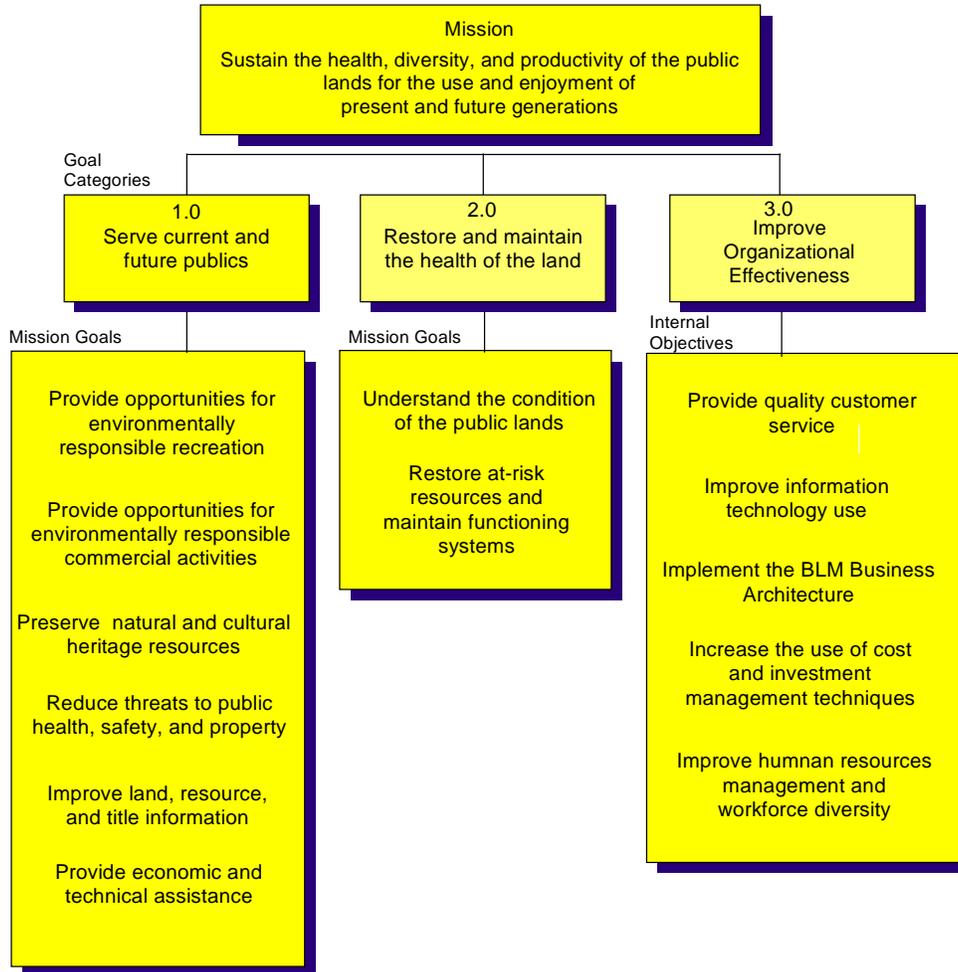


figure 2

The goals outlined in this plan may or may not be complementary, depending on local circumstances. Recreational activities may be complementary with some activities and not others; they may be complementary in some geographic areas and not in others. Given the significant differences that exist in resource occurrence and demand, the only way to address these issues is at a regional or local level. The BLM relies on its established land use planning procedures to resolve such issues at the field level.

Relationship Between Long-Term Goals and Annual Performance Goals

This Strategic Plan establishes long-term direction for the BLM. As tempered by local resource conditions and use patterns, this Plan will help guide the development and implementation of local resource management plans. For the next several years, it will also provide the long-term goals measured in the Annual Performance Plans and Budget Justifications the BLM submits to Congress. Each Long-Term Goal has up to a 5-year timeframe for completion, as well as a quantitative target for the cumulative accomplishment in the final year. To develop annual performance goals, long-term goals are subdivided into 1-year increments for years 1 through year 5, which add up to the long-term target. These 1-year targets are published in the applicable Annual Performance Plans. Each year, progress toward the goals is reported to Congress and the public through BLM's Annual Performance Report.

Changes from the 1997 Strategic Plan

Primary changes between the FY 1997 and the 2000-2005 Strategic Plans include the following:

- The goal structure has been simplified to three goal categories in the current plan instead of the five categories in the FY 1997 plan.
- There are fewer goals – 33 long-term goals instead of the 43 goals in the FY 1997 plan.
- The long-term goals in the Strategic Plan relate directly and more clearly to the Annual Performance Plan's annual goals and measures.
- There is a clearer link between long-term goals and field-level operations/work.
- Linkages to budget dollars are enhanced because goals are more program-oriented.
- Discussions of baseline statistics, strategies, key factors affecting goal achievement, and cross-cutting relationships have been expanded.
- Customer surveys are now focused in the major budget/mission areas of the "Serve Current and Future Publics" goal category.
- Program evaluations have played a greater role in defining the scope of goals.
- Organizational effectiveness now addresses information technology architecture, workforce planning, and cost management initiatives.
- The FY 2000-2005 plan is based on a level budget assumption.
- Performance declines are projected in a number of key areas.
- Goals have been established or modified for Special Recreation Area facilities condition, off-highway vehicle management, meeting obligations on existing energy and mineral leases, assessing the condition of the land in the National Landscape Conservation System and Areas of Critical Environmental Concern, protecting at-risk cultural and paleontological resources, accessibility to geographic data, water quality improvement, Threatened and Endangered plant and animal species, and other issues.
- Section IV, 2.0, Restore and Maintain the Health of the Land, now focuses on land use planning, condition assessments, and restoration of watersheds within priority subbasins.
- Internal organizational effectiveness strategies are addressed in Section IV, 3.0. These internal strategies are means to accomplishing mission goals and are no longer addressed as goals in the plan, which is developed primarily for external audiences.

II. Mission Statement

**It is the mission of the Bureau of Land Management
to sustain the health, diversity, and productivity of the public lands
for the use and enjoyment of present and future generations.**

Guiding Principles

To achieve this mission, the Bureau of Land Management follows these principles:

- Manage natural resources for multiple-use and long-term value, recognizing that the mix of permitted and allowable uses will vary from area to area and over time.
- Recognize the critical role the public lands play in providing open space and in preserving our nation's cultural and natural heritage.
- Be customer focused and responsive to customer needs, either meeting them or explaining why they cannot be met.
- Understand the condition of the public lands and how it has changed over time using the best available science and information.
- Understand the social and economic context in which we manage the public lands, including the impact of changing environmental, social, and economic conditions on land users and local communities.
- Work in partnership with others, recognizing the importance of a shared, long-term vision of how the landscape and its use will evolve over time, a shared commitment of financial and human resources to achieve that vision, and a shared understanding of how progress will be monitored and management adjustments will be made in response to new information.
- Have efficient work processes and effective service delivery systems.
- Make sound business decisions, understanding cost and revenue flows and avoiding unanticipated long-term liabilities.
- Provide broad public access to information we have on the condition and use of the public lands and on our management and business practices.
- Be an adaptive organization, building on existing efforts, preserving and using the "corporate memory", and maintaining options.

III. Goal Summary and Relationship to Department of the Interior Goals

The Bureau of Land Management contributes to the accomplishment of five overarching goals set by the Department of the Interior. Major relationships between the Department's goals and the BLM's goals are presented in the table below. The table also summarizes the BLM's mission and long-term goals.

The BLM is also contributing to a number of the interagency and cross-cutting initiatives/issues discussed in the Departmental Overview. These initiatives include the Pacific Northwest Forest Plan and Wildland Fire Management, as well as other local, state, and regional initiatives in the public or private sector.

<i>DOI Goal</i>	<i>BLM Mission Goal</i>	<i>Long-Term Goal</i>
Provide recreation for America	01.01 Provide opportunities for environmentally responsible recreation	By FY 2005, 65% of Special Recreation Management Areas' physical facilities are in good or fair condition.
		By FY 2005, 88% of Special Recreation Management Area users are satisfied with the quality of their recreation experience on the public lands and 77% of recreation users are satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas.
		By FY 2005, 50% of BLM-administered surface acres have updated land use plan OHV Designation decisions, or decisions are in-process, to provide environmentally responsible OHV opportunities.
Manage natural resources for a healthy environment and a strong economy	01.02 Provide opportunities for environmentally responsible commercial activities	By FY 2005, complete 80% of actions on existing energy and mineral leases, permits, and claims on the Federal lands while meeting established land health standards and minimizing future liabilities.
		By FY 2005, support rural communities in the West and achieve healthy, sustainable rangelands by including provisions in 9,113 grazing authorization renewals required to assure that established land health standards are achieved.
		By FY 2005, consistent with established land health standards, annually offer for sale, on a decadal average, 211 million board feet of timber in Western Oregon (Oregon and California Grant Lands) and 32 million board feet of timber outside the Pacific Northwest (Public Domain).
		By FY 2005, meet 51% of the demand for rights-of-way and process 80% of lease, permit, and license, and easement actions on the public lands consistent with established land health standards.
		By FY 2005, 60% of customers and 50% of stakeholders understand and are satisfied with commercial use authorization procedures on the public lands.
Protect the environment and preserve our Nation's natural and cultural resources	01.03 Preserve natural and cultural heritage resources	By FY 2005, assess the condition of all of the units in the National Landscape Conservation System and implement critical management actions in areas at-risk.
		By FY 2005, assess the condition of 50% of the Areas of Critical Environmental Concern and implement critical management actions in areas at risk.

Protect the environment and preserve our Nation’s natural and cultural resources, cont.	01.03 Preserve natural and cultural heritage resources, cont.	By FY 2005, manage the wild horse and burro populations consistent with land health standards and healthy herds to achieve and maintain a thriving natural ecological balance for 15% of the Herd Management Areas and to ensure that wild horses and burros continue as living symbols of the historic and pioneer spirit of the West.
		By FY 2005, restore and protect 1,354 “at risk” cultural and paleontological properties on the public lands.
		By FY 2005, annually conduct non-Section 106 cultural resource inventory on 25,000 acres of public lands.
		By FY 2005, ensure that collections at 18% of the non-Federal curatorial facilities housing BLM cultural and paleontological collections are available and accessible to the public through development of partnerships.
		By FY 2005, 90% of surveyed visitors understand the purpose of the National Monuments and National Conservation Areas on the public lands and 80% are satisfied with BLM’s management of these areas.
Manage natural resources for a healthy environment and a strong economy	01.04 Reduce threats to public health, safety, and property	By FY 2005, 92% of administrative facilities, 99% of bridges, and 68% of dams will be structurally maintained in fair or good condition. Fifty-five percent of facilities will be in good safety, health, and environmental condition.
		By FY 2005, assess the condition of 100% of BLM-maintained roads to identify public and administrative access needs, maintenance requirements to resolve public safety and environmental concerns, and prospective road closures; 70% of roads will be in fair or good condition.
		By FY 2005, identify and correct physical safety hazards at 50 abandoned mines and cumulatively clean up 250 hazardous material sites on the public lands.
		By FY 2005, investigate and take enforcement action on 52% of reported violations of Federal laws and regulations resulting from the urban interface with public lands and resources.
		By FY 2005, to improve public and employee fire safety, BLM will reduce serious wildland fire accidents to 0, maintain the 10-year average number of human-caused fires at or below 1,024 (16%), and upgrade 78 fire facilities to approved standards.
Provide science for a changing world	01.05 Improve the accessibility and quality of land, resource, and title information	By FY 2005, post on the Internet 4,260,000 public land records to assist title, use, survey, resource, historical, and genealogical research and retrieval.
		By FY 2005, provide accessibility to 20% of BLM’s western townships with land status, boundaries, and geographic coordinates in digital format on the Internet.
		By FY 2005, provide information on the Internet about the status, condition, and use of BLM lands for six priority program areas.
		By FY 2005, triple the number of business lines conducted by E-Government means with the public, Tribes, and other agencies.

<p>Meet our trust responsibilities to Indian Tribes and our commitments to Island communities -and- Manage natural resources for a healthy environment and a strong economy</p>	<p>01.06 Provide economic and technical assistance</p>	<p>By FY 2005, establish 33 formal agreements with federally recognized Tribes for managing tribal minerals and cadastral survey and for administering public lands (through P.L. 93-638 contracts, self-governance agreements, cooperative agreements, and technical assistance).</p>
		<p>By FY 2005, complete 80% of actions on existing energy and mineral leases and permits on Indian lands while protecting/enhancing environmental values and minimizing future liabilities.</p>
		<p>By FY 2005, complete 9.5 million acres of projected land disposals and land conveyances in Alaska, and meet 80% of expected demand outside of Alaska, in support of local community and State economic needs.</p>
<p>Protect the environment and preserve our Nation’s natural and cultural resources</p>	<p>02.01 Understand the condition of the public lands</p>	<p>By FY 2005, assess the condition of the public lands within 150 priority subbasins.</p>
		<p>By FY 2002, review 100% of BLM’s existing land use plans and associated NEPA documents and initiate priority amendments or revisions as necessary to reflect new information and management strategies.</p>
	<p>02.02 Restore at-risk resources and maintain functioning systems</p>	<p>By FY 2005, implement water quality improvement prescriptions on BLM lands in 20% of watersheds within priority subbasins that do not meet State/Tribal water quality standards.</p>
		<p>By FY 2005, achieve proper functioning condition (PFC) or an upward trend on BLM-administered riparian/wetland areas in 80% of the watersheds within priority subbasins.</p>
		<p>By FY 2005, achieve an upward trend in the condition of BLM-administered uplands in 50% of the watersheds within priority subbasins.</p>
		<p>By FY 2005, achieve a stable or increasing trend in the resident populations of 50% of the plant and animal species listed and proposed for listing pursuant to the Federal Endangered Species Act, and the resident populations of 10% of the species identified by the BLM as being “sensitive.”</p>

IV. Bureau of Land Management Goals

1.0 Serve Current and Future Publics

As one of the Nation's principal natural resource management agencies, the BLM provides a variety of goods and services to the public. Many of these are resource-based and tied directly to the public lands. For example, the BLM provides the public with a wide variety of outdoor recreational opportunities, authorizes the use of the public lands for resource commodity production and other commercial activities, protects and preserves nationally significant natural and cultural heritage resources, and enforces Federal laws and regulations on public lands.

The BLM also shares technical expertise and capabilities with other Federal agencies and with State, Tribal, and local governments. For example, the BLM maintains the Nation's Public Land Survey System, the legal foundation for most of the land records in the United States; assists many Tribal governments in managing their energy and mineral resources; and shares its fire management capabilities with neighboring jurisdictions.

The revenues generated from BLM-managed activities are economically important to the Nation and to the economies of many local communities, primarily in the West. For instance, a significant portion of the more than \$1 billion in revenues generated annually by the public lands is shared with States. The BLM also disburses over \$100 million annually to more than 1,900 counties as payments-in-lieu-of-taxes for Federal lands that are exempt from taxation.

The mix of goods and services provided by the BLM has evolved over time in response to changes in public demand and new legal mandates. In the 19th century, the bureau's predecessor, the General Land Office, was almost exclusively devoted to surveying public domain lands and transferring them to private ownership. In the 20th century, the agency became involved in managing public land use, focusing initially on the production of livestock forage, timber, and energy and mineral commodities. Over the last 20 years, the BLM has increasingly focused on managing for outdoor recreation and scenic values, natural and cultural heritage preservation, and new commercial uses such as communication facilities, waste disposal, and cinematography. One example of this shift in focus is BLM's establishment of a National Landscape Conservation System to provide a national framework for managing Congressionally and Presidentially designated special areas on the public lands.

As the population of the Nation grows, demands on the public lands will continue to evolve. As it has in the past, the BLM will become familiar with the needs and expectations of new public land users while encouraging them to understand the needs and expectations of more traditional public land users.

The goods and services the BLM currently provides to the American people are discussed in terms of six broad mission goals: (1) *Provide opportunities for environmentally responsible recreation;* (2) *Provide opportunities for environmentally responsible commercial activities;* (3) *Preserve natural and cultural heritage resources;* (4) *Reduce threats to public health, safety, and property;* (5) *Improve land, resource, and title information;* and (6) *Provide economic and technical assistance.*

1.1 Provide Opportunities for Environmentally Responsible Recreation

The public lands provide visitors with a wide array of recreational opportunities. These include hunting, fishing, camping, hiking, boating, operating off-highway vehicles, mountain biking, birding, and visiting natural and cultural heritage sites. The BLM provides these opportunities where they are compatible with other authorized land uses, while minimizing risks to public health and safety and maintaining the health and diversity of the land.

The BLM administers almost 117,000 miles of fishable streams, 2.9 million acres of lakes and reservoirs, more than 6,400 miles of floatable rivers, more than 500 boating access points, over 60 National Back Country Byways, and 300 Watchable Wildlife sites. The public lands provide habitat for more than 3,000 species of mammals, birds, reptiles, and fish. Big game animals, including elk, pronghorn, mountain sheep, caribou, deer, and moose, live on western public lands, as do waterfowl and many species of small game animals. The BLM also manages over 4,500 miles of National Scenic, Historic, and Recreational Trails, in addition to thousands of miles of multiple use trails that are available for motorcyclists, hikers, equestrians, and mountain bikers.

Management Challenges and Opportunities Related to Recreation:

BLM-managed lands and waters are no longer remote: they provide the recreational opportunities that many Westerners enjoy each weekend because the public lands are their own backyard. In the lower 48 states, nearly two-thirds of BLM-managed lands are within an hour's drive of urban areas. These are the authentic wide open spaces of the West and are within reach of almost everyone.

However, the public's increased appreciation of the BLM's wide open spaces has also resulted in a number of recreational activities that could cause long-term environmental damage. For example, the increased use of off-highway vehicles (OHVs) is leading to a crisis situation. Many public lands are either undesignated or open for OHV use. While OHV use is a legitimate recreational activity in designated areas, unregulated use can cause long-term environmental damage. Other critical issues include recreation facilities maintenance and environmental education.

New residents of the West frequently are just discovering and exploring the natural environment. The BLM must, in conjunction with others, provide increased resource interpretation and environmental education. This will help people moving to the West become active stewards of fragile natural ecosystems and better understand the dangers that remote lands sometimes contain.

Long-Term Goal 1.1.1: By FY 2005, 65% of Special Recreation Management Areas' physical facilities are in good or fair condition.

Baseline Statistics:

There are 337 Special Recreation Management Areas on the public lands. In FY 2000, 80% of these areas were in fair or good condition (39% in good and 41% in fair condition). A total of 77% of trails were in fair or good condition (30% good and 47 fair condition).

In FY 2000, a total of \$12,451,000 was needed annually for recreation site maintenance, with a cumulative total of \$46,832,400 being deferred.

In FY 2000, a total of \$2,473,000 was needed annually for trails maintenance, with a cumulative total of \$5,909,900 being deferred.

Goal Description:

Special Recreation Management Areas (SRMAs) are established to direct recreation funding and personnel to lands where a commitment has been made to provide a specific recreation activity or experience and public benefit opportunities. This includes a long-term commitment to managing the physical, social, and managerial settings to sustain these activities, experiences, and benefit opportunities. However, level funding cannot keep up with the increasing use of public land recreational facilities, so a decline in performance is anticipated.

Delineation of SRMAs is based on administrative/management criteria, including the existence of Congressional designations, similar or interdependent recreation values, homogenous or interrelated recreation uses, land tenure and use patterns, transportation systems, administrative efficiency, intensity of use, high resource values, public concerns, or interagency considerations. These areas usually require a high level of recreation investment and/or management. They may include recreation sites, but recreation sites alone do not constitute an SRMA.

SRMAs established to reflect a Congressional designation may be larger than the designation boundary when significant recreation issues or management concerns occur outside the designated areas. SRMAs generally reflect the recreation niches established by field offices in geographic terms. Management of outdoor recreation in the BLM can be effectively measured and evaluated in SRMAs if additional evaluation criteria are developed and evaluations are carried out.

Strategies to achieve this goal:

- Focus recreation management personnel and funding resources on physical facilities in SRMAs.
- Use recreation permits to allocate and distribute the use of facilities in SRMAs, ensuring quality recreation opportunities and decreasing recreation impacts.
- Ensure that off-highway vehicle designations comply with Executive Orders, regulations, and BLM policies, and that they balance resource protection with recreation opportunities.
- Provide public access to interpretive information about public land resources and BLM's management program so people can responsibly use, protect, and understand natural and cultural resources and BLM facilities. BLM staff will identify goals for the interpretive program and periodically evaluate whether text and layout for wayside exhibits are being understood and are

accomplishing this goal.

- Manage physical facilities to complement the visual and scenic resources of the public lands to maintain quality recreational, travel, and tourism opportunities.
- Use funds originating from fees, including fee demonstration areas, to correct deficiencies resulting from deferred maintenance.
- Assess SRMA facilities for safety hazards and take action to correct these hazards.
- Direct new construction and retrofits toward achieving universal access, and use the Accessibility Data Management System (ADMS) to evaluate, identify, and correct structural barriers to disabled users.

Key factors affecting goal achievement:

- This goal assumes level funding and a commensurate gradual reduction in the condition of SRMA physical facilities. Significant funding increases or decreases may raise or lower the ability to maintain the percentage of areas in good condition.
- Litigation, changes in regulation or policy, national initiatives, and public interest and involvement may provide direction on how to manage off-highway vehicles.
- Continuation of the authority to collect fees under the Fee Demonstration Program, or provision of a similar authority under a permanent recreation fee legislation, is assumed.

Crosscutting relationships to other bureaus and agencies:

- BLM field offices work closely with surrounding communities and agencies to coordinate interpretive efforts.
- Off-highway vehicle designations will be coordinated area to area with the U.S. Forest Service (USFS), the National Park Service (NPS), and the U.S. Fish and Wildlife Service (USFWS) as appropriate to provide consistency in management.
- BLM currently coordinates fee collection activities with the USFS, the NPS, and the USFWS, as well as working closely with the USFS on visual resource management issues.
- BLM works with the Bureau of Reclamation (USBR) to ensure the refinement and implementation of the ADMS, which is used to assess the current level of access provided by existing BLM facilities.

Program evaluations:

There have been no recent evaluations related to this goal area.

Long-Term Goal 1.1.2: By FY 2005, 88% of Special Recreation Management Area users are satisfied with the quality of their recreation experience on the public lands and 77% of recreation users are satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas.

Baseline Statistics:

In 1995, 77% of recreation users were satisfied with the quality of their recreation experience. In 1997, 68% of users were satisfied with BLM's interpretation and environmental education.

Goal Description:

As urbanization of the West continues and the American public's desire to recreate increases, BLM's recreation areas will experience greater usage. BLM lands are also evolving into more of a destination in their own right. This increased usage requires greater management of and investment in BLM recreation areas and will inevitably increase the expectations of the American public regarding the quality of their recreation experience. Funding increases must be significant to affect customer satisfaction levels, and a lag in customer perception of improvements is expected. Adequately serving our customers – the American recreating public – stands as a central goal of the BLM recreation program.

The percent satisfied (percent of respondents who answered 5, 6, or 7 on a scale of 1-7) for this performance measure will be taken from the recreation and educational user customer survey. The question that will be used to derive overall customer satisfaction for the recreation opportunities offered by the BLM will be: "Considering all of the factors listed above (condition of sites; condition of facilities; recreation information), how do you rate the quality of your recreation experience at this BLM site?" A similar question will drive customer satisfaction relating to interpretation and environmental education. The baseline data will be derived from the question: "Considering all the factors listed above (facilities and access to public land; management practices; protection of resources; and rules, regulations, and policies), how do you rate BLM's management of public lands?"

Strategies to achieve this goal:

- Protect and maintain the natural settings essential to high quality recreation experiences.
- Provide a spectrum of accessible recreation opportunities for a wide range of users.
- Provide appropriate educational and interpretive opportunities to improve recreation users' understanding of the available public land resources, recreation facilities, and potential hazards, and to foster stewardship that ensures the long-term availability of quality recreation opportunities.
- Provide appropriate recreation facilities that are maintained in good condition.
- Revise recreation permitting requirements and processes to facilitate commercial recreational use of the public lands, with an emphasis on providing quality recreation opportunities.

Key factors affecting goal achievement:

- This goal assumes level funding; significant funding increases or decreases may raise or lower the ability to satisfy recreation users of BLM-managed land and waters.
- The provision of electronic information through *Recreation.gov* and Statewide Internet-based systems depends upon continued support from the Department of the Interior and other agency partners.

- Litigation, changes in regulation or policy, national initiatives, and public interest and involvement may provide direction on how to manage off-highway vehicles.
- Destruction and/or loss of the natural settings in which recreation on the public lands takes place will result in a reduction in recreation users' level of satisfaction.

Crosscutting relationships to other bureaus and agencies:

- BLM works with other Department of the Interior (DOI) land management agencies, the USFS, the Corps of Engineers (COE), etc., to provide electronic recreation information through the national *Recreation.gov* web site and several statewide Internet-based recreation information systems.
- BLM has joined with several other Federal agencies, including the NPS, USFS, USFWS, COE, and the National Oceanic and Atmospheric Administration (NOAA), along with the National Association for Interpretation, to form a coordinating body, the Federal Interagency Council on Interpretation, for sharing interpretive ideas and planned agency actions.
- BLM is working with the USFS to provide a single recreation permit for the joint use of BLM and USFS lands.

Program evaluations:

There have been no recent evaluations related to this goal area.

Long-Term Goal 1.1.3: By FY 2005, 50% of BLM-administered surface acres have updated land use plan OHV Designation decisions, or decisions are in process, to provide environmentally responsible OHV opportunities.

Baseline Statistics:

Existing data includes OHV Designations included in land use plans and figures in the Recreation Management Information System (RMIS) database. As of FY 1999, OHV Designations were as follows: Open, 94,958,435 acres; Closed, 10,570,171 acres; Limited, 126,276,664 acres; and Undesignated, 26,441,557 acres.

Goal Description:

The past two decades have seen a dramatic increase in the number of off-highway vehicles (OHVs) and their use on the public lands. During this time, BLM staffing, monitoring, and land use planning have not kept up with this increased use and potential impacts to natural resources. Concerns have been raised that older BLM land use plans, which usually include few restrictions on OHV use, are allowing negative impacts on resources, including threatened and endangered species, cultural resources, wildlife habitat, and riparian areas. In FY 2000, BLM began a nationwide effort, with extensive public involvement, to review its OHV program and develop a National OHV Strategy to provide updated guidance to its Field Offices. The strategy will provide a "tool box" of ideas and solutions that have been used successfully for OHV management.

Many BLM Field Offices have already begun planning efforts to update their OHV designations. With the planned issuance of the BLM's National OHV Strategy in November 2000, Field Offices will have additional ideas and solutions to improve OHV management practices. To bring BLM OHV management in line with existing Executive Orders on OHV management, an aggressive effort at

updating land use planning decisions must be undertaken.

Ensuring that by FY 2005 at least 50 percent of the surface acreage managed by BLM is covered by land use decisions developed in accordance with the Executive Orders would significantly improve the management of public land resources. Expected results would include reduced impacts on threatened, endangered, and at-risk species and their habitat; reductions in soil erosion and watershed degradation; protection of cultural resources; and improved public information on where, when, and under what conditions OHVs could be used on the public lands.

Strategies to achieve this goal:

- Conduct an in-house assessment of existing land use plan OHV Designations with regard to changed conditions of public land resources; the currentness of land-use decisions; and the impacts of actions or designations by Congress, other Federal, State, and local agencies, or Native American tribal governments.
- For designations that are not current or where designations do not exist, develop a priority ranking of the designations most in need of updating.
- Use the National OHV Strategy to support this process.

Key factors affecting goal achievement:

- Funding and staffing of field positions in the recreation program must be adequate.
- Interdisciplinary land use planning efforts must be coordinated with identified high-priority OHV designation revisions.

Crosscutting relationships to other bureaus and agencies:

- The USFWS maintains listings of threatened and endangered species, and manages the species, while BLM manages the species habitat.
- Other Federal and State agencies conduct their own Travel Management Planning efforts.

Program evaluations:

There have been no recent evaluations related to this goal area.

1.2 Provide Opportunities for Environmentally Responsible Commercial Activities

The public lands produce commodities that are key to the Nation's economy, providing economic stability and growth for local and regional economies. Energy and mineral resources generate the highest economic production values among commercial uses of both BLM-administered public lands (surface) and Federal minerals (subsurface) estate.

Public lands also provide substantial returns to the American people. In 1999, these activities generated \$1.16 billion in revenue. Energy and mineral royalties, rents, bonuses, sales, and fees accounted for \$1.1 billion of the total. The direct and indirect economic impact of energy and mineral production on the public lands amounted to an estimated \$24.7 billion.

As of 1999, the public lands:

- produced about 31% of the Nation's coal, 47% of its geothermal electrical capacity, 11% of its natural gas, and 5% of its oil.
- produced more than 20% of the Nation's helium and generated more than \$15 million a year through the provision of fee-for-use storage and transmission facilities to the helium industry, in-kind sales from the government's stockpile, and the collection of helium royalties from Federal lands.
- produced a large portion of the Nation's fertilizer minerals, building and construction materials, industrial clay, gold, silver, and other metals.
- contained 349 coal leases and about 49,000 oil and gas leases, of which 20,000 were producing.
- contained about 290,000 active mining claims.
- produced nearly 11 million cubic yards of sand and gravel and other mineral materials.
- provided 68.7 million board feet of timber for sales offerings.
- provided livestock grazing for more than 17,000 operators on about 164 million acres of public land in 16 western states. About 88% of the cattle produced in Idaho, 64% of the cattle in Wyoming, and 63% of the cattle in Arizona grazed at least part of the year on public rangelands.

Every year thousands of companies apply to the BLM to obtain right-of-way (ROW) grants to use public lands for transmission lines, pipelines, communications sites, etc., as well as applying for other special leases or permits for uses such as filming. These uses of the public lands are central to the livelihood, culture, and infrastructure of many local communities.

Management Challenges and Opportunities Related to Commercial Activities:

The nature and scope of commercial activities have changed over time and will continue to evolve as new technologies are developed and as the population increases in the United States, particularly in the West. To accommodate future competing demands for limited resources, the BLM will need to direct even greater effort to maintaining the health of the land. Measures to protect the environment must be strengthened at the planning and leasing/permitting stages. Compliance must be ensured through inspection and enforcement. Public lands can meet multiple-use needs only if the land is kept healthy and productive.

For the public lands to continue to provide these commercial benefits, it is essential that the BLM update

its land use plans to reflect current needs and uses. Many of the Bureau's land use plans are aging and do not reflect changing resource conditions and demand patterns. Unless the BLM moves swiftly to update its land use planning base – and ensure that full environmental analyses are performed – commercial activities on the public land may be hampered by litigation, making it impossible for business operators to establish long-term plans for their public land sites.

Long-Term Goal 1.2.1: By FY 2005, complete 80% of actions on existing energy and mineral leases, permits, and claims on the Federal lands while meeting established land health standards and minimizing future liabilities.

Baseline Statistics:

The goal to complete 80% of actions uses 1998-1999 accomplishments as the comparative baseline (100%). During 1998, BLM administered 49,700 oil and gas leases (20,000 producing or producible), 312 geothermal leases, 356 coal leases, and about 300,000 active mining claims. The number of actions on leases, permits, and claims varies each year, depending on activity, regulations, and requests.

Goal Description:

The BLM's energy and minerals programs involve a sequential set of determinations or approvals on the part of the agency. In a land use plan, the BLM and other surface-managing agencies first determine where and under what conditions energy and mineral development is an acceptable land use. The BLM then issues a lease or a permit granting to an operator the exclusive right to explore and develop the leasable energy or mineral resources in a specific location. The operator submits to the BLM a proposed plan of operation. Following approval of this plan, the BLM inspects the operations, verifies production for leasable minerals on Federal lands and salable minerals on the BLM public lands, and ensures that operators comply with approved plans and conditions of approval. The BLM also administers locatable minerals on Federal lands, adjudicating mining claims and supervising mining operations to prevent undue degradation of the land and ensure reclamation of disturbed areas.

With level budgets, it is difficult for the BLM both to accomplish the workload associated with existing leases and permits and to conduct the reviews required to meet the demand for new leases. Accordingly, during the period covered by this plan, the allocation of available resources in the BLM's energy and mineral programs will be guided by the following criteria: (1) meeting contractual obligations on existing leases and permits (including inspections) will take priority over issuing new leases; (2) lease transfers will be authorized only with sufficient bonding to ensure the eventual reclamation of the area; (3) oil and gas idle/inactive wells will be reviewed to ensure timely plugging and abandonment; and (4) new leases and permits will be issued only where the supporting planning and NEPA documents incorporate current information and reflect our understanding of conditions and trends. Leasing that supports existing operations and obligations will be processed before other leasing requests.

More resources will be devoted to meeting obligations on existing leases than on issuing new leases. This will result in a decrease in revenues from bonus bids and rentals and, eventually, in a decline in revenues from the far more significant royalties received from production. The time required to process authorizations to conduct activities on leased lands will increase as complex and changing conditions require more detailed environmental analyses. With the listing of additional

threatened and endangered species and the multiple demands on the western public lands, the workload associated with issuing new leases and permits will also increase.

Strategies to achieve this goal:

- Emphasize compliance and enforcement actions for approved permits and plans of operations and for unauthorized occupations of the public lands.
- Provide training for the oil and gas industry on “technically and administratively complete” APDs to reduce processing delays.
- Review idle/inactive oil and gas wells for timely plugging and surface restoration to prevent a proliferation of “orphan” wells.
- Adjudicate mining claims for compliance with the location and maintenance fee annual requirements; emphasize fee collections and land status determinations.
- Complete the Congressional Five-Year Plan by September 30, 2001, for grandfathered mineral patent applications as directed by Public Law 104-134.
- Emphasize mineral material sales in communities requiring priority access to construction aggregates.
- Prevent unauthorized removal of mineral materials from the public lands, aggressively pursuing and adjudicating trespass when it occurs.

Key factors affecting goal achievement:

- Legal challenges to the adequacy of the Bureau’s planning and NEPA documents may make it difficult to approve permits and plans of operation and to issue new leases.
- Anticipated retirements of senior personnel will reduce the Bureau’s on-the ground capacity to examine mining claims and to inspect existing leases, permits, and plans of operation for compliance.

Crosscutting relationships to other bureaus and agencies:

- The Minerals Management Service (MMS) works with the BLM to ensure energy and mineral production accountability.
- The USFS is a partner in all energy and mineral leasing activities on their lands.
- The BLM has established cooperative agreements with state oil and gas regulatory bodies to review idle/inactive wells.

Program evaluations:

There have been several recent Office of the Inspector General (OIG) and General Accounting Office (GAO) audits and evaluations of the Bureau’s energy and mineral programs, as shown below.

- Audit of Occupancy Trespass Resolution on Public Lands, OIG #96-1-1265. Addressing use and occupancy trespass on the public lands is an increasing workload and concern. This results from (1) increased scrutiny at existing operations, (2) increased interagency coordination associated with permitting issues and occupancies, and (3) increased enforcement and clean-up activities carried out by the BLM field offices. Audits of this program have been conducted, and it is anticipated that additional budgetary resources may be required to implement recommendations from these reviews.
- Audit of Royalty Rate Reductions for the Stripper Oil Properties Program, BLM/MMS, OIG Report #00-I-300. This audit recommended a plan be developed and implemented in coordination with the states to ensure that the largest benefitting stripper oil well properties are audited and that a procedure is developed to review supporting records for future program notifications submitted by operators.
- 1992 OIG Audit of Inactive/Idle Oil and Gas Wells; and 1996 Audit, Inspection, and Enforcement

Program and Selected Activities, Report # 96-I-1267. BLM has a significant number of inactive wells that may be a potential liability to the government if they are not properly plugged and closed in a timely manner by the responsible parties. State Offices are developing plans to reduce inactive and idle well inventories. To implement OIG recommendations, BLM has proposed raising the minimum bond amount and has prioritized reviewing inactive and idle wells. Funding is required for this initiative so that it does not impact other ongoing programs, such as leasing.

Long-Term Goal 1.2.2: By FY 2005, support rural communities in the West and achieve healthy, sustainable rangelands by including provisions in 9,113 grazing authorization renewals required to assure that established land health standards are achieved.

Baseline Statistics:

There are approximately 1,646 grazing permits or leases expiring in the eleven western states in FY 2001 (no livestock grazing exists in Alaska) out of approximately 21,500 allotments.

Goal Description:

Ten years from inception, each grazing permit comes up for renewal. Permit renewal is a Federal action that is subject to conformance with land use plans and compliance with Federal laws and regulations for protection of the environment, including NEPA, the National Historic Preservation Act, the Endangered Species Act (ESA), and others. Livestock grazing is also subject to BLM policy for conserving special status plant and animal species, to the fundamental requirements for ecosystem health, and to standards and guidelines for livestock grazing activities found in 43 CFR, subpart 4180, of the grazing administration regulations.

Renewal of grazing permits and leases depends upon an assessment of rangeland health (see 2.1.1) under the approved state standards for rangeland health. The permit renewal process will include resource condition assessments in each allotment to determine if management changes are needed in future permits, and to provide specific terms and conditions that must be met regarding grazing practices and resource conditions. New grazing decisions affecting permits may be made by BLM when monitoring reveals that rangeland health fundamentals and standards are not being met.

The grazing permit renewal review process is placing a heavy demand on resource management staffs in BLM field offices. The permit renewal schedule also has profound impacts on the resources of the USFWS and the National Marine Fisheries Service (NMFS). In addition to the workload for permit renewal/rangeland health assessment, the BLM is providing information to interest groups under the Freedom of Information Act. Many of the same employees needed for permit renewal review also assist in prescribed fire/wildfire activities and preparations for appeals or litigation. Additionally, a large workload is anticipated for conducting Section 7 consultations under the ESA for livestock grazing that may affect threatened or endangered species or designated critical habitat.

Strategies to achieve this goal:

- Assess conformance with standards for rangeland health, land use plans, and NEPA documents using

interdisciplinary teams.

- Assess groups of allotments where they are homogeneous in nature.
- Consult early and frequently with USFWS and NMFS to plan and coordinate ESA Section 7 compliance.

Key factors affecting goal achievement:

- This goal assumes level to slightly increased funding.
- NEPA documents will be developed in a timely manner.
- Litigation will not affect the overall workforce schedule.
- Court decisions will not affect policy and regulations.
- New legislation will not excessively impact present capabilities.

Crosscutting relationships to other bureaus and agencies:

- BLM's grazing permit issuance process and targeted outcome has a direct bearing on the ability of the USFWS and NMFS to plan and coordinate ESA Section 7 consultations.
- Coordination with Interior's Field Solicitor is extremely important; timely consultation is required.

Program evaluations:

There are five OIG audits/GAO investigations that affect annual and long-term rangeland tasks. Two issues affect day-to-day operations:

- BLM's Range Improvement Project Data Base Is Incomplete and Inaccurate. A Bureauwide tracking and monitoring proposal is being developed to respond to this audit.
- Interior's Monitoring Has Fallen Short of Agency Requirements. This material weakness is being addressed by the Standards for Rangeland Health and Guidelines for Livestock Grazing initiative. Grazing permit and lease issuance is a high priority that affects the timely implementation of the OIG/GAO recommendations.

Long-Term Goal 1.2.3: By FY 2005, consistent with established land health standards, annually offer for sale, on a decadal average, 211 million board feet of timber in Western Oregon (Oregon and California Grant Lands) and 32 million board feet of timber outside the Pacific Northwest (Public Domain).

Baseline Statistics:

In 1997, BLM offered for sale 189.7 million board feet (MMBF) in the Pacific Northwest and 15.7 MMBF outside the Pacific Northwest on public lands.

Goal Description:

Most of BLM's timber volume offered is planned for sale under the Northwest Forest Plan. The Plan allocation is 213.5 MMBF annually. California's portion is 2.5 MMBF (funded under the Public Domain Forestry Program), while Oregon's portion is 211 MMBF. However, California is actively exchanging timber lands for more environmentally sensitive lands, primarily along the Sacramento River. As a result, California's annual target has been adjusted to 1 MMBF.

Timber offered for sale in over 45 million acres of public domain forests outside the Pacific Northwest is addressed by objectives in local resource management plans. The Public Domain Forest Management Program will place greater emphasis on essential reforestation and timber stand improvement work.

To date, the success of offering timber for sale under the forest plan has depended on a balanced application of various activities across the landscape, including watershed analysis, timber harvest, restoration projects, and adaptive management practices. In-depth assessment of risks to the resources and comprehensive monitoring and assessment of the impact of timber harvest on resource conditions are both needed to withstand legal challenges.

As urban areas expand, more small tracts/home sites are located adjacent to BLM lands once considered remote. These new residents, many of whom are from out of state, may not share the traditional local values that communities have become accustomed to. In these instances, BLM may need to reassess community interests regarding timber sales.

Strategies to achieve this goal:

- Continue to use the Forest Ecosystem Health and Recovery Fund to support forest restoration and land health goals on public domain lands.
- Design and administer a sustainable level of timber sales by offering the Allowable Sale Quantity (ASQ) of timber or a level of timber commensurate with established land health standards.
- Continue implementing the Forest Plan, focusing in part on the following broad goals established in the six resource management plans that govern the land base covered by the Plan:
 - develop and implement an aquatic conservation strategy to restore and maintain the ecological health of watersheds and ecosystems within them;
 - provide a sustainable supply of timber and timber products to help maintain the stability of local and regional economies;
 - develop a well-distributed system of reserves to protect existing large blocks of later-successional and old-growth forests;
 - provide for adaptive, flexible management that can be applied on a site-specific basis to all land allocations.
- Update watershed analyses in efforts to restore fish habitat and populations, improve water quality, and remain compliant with Section 303(d) of the Clean Water Act.
- Design and conduct statistically reliable surveys on 2.2 million acres of BLM lands in western Oregon. Survey approximately 200 sample plots representing 440,000 acres to develop a sound scientific information base that will help ensure protection for managed species.
- Support the Governor of Oregon’s Coastal Salmon Initiative through the Jobs in the Woods Program. Projects should provide job opportunities to local communities and focus on salmon-related restoration projects in efforts to increase population levels, restore habitat, and ultimately preclude future species’ listings under ESA.
- At a landscape scale, apply watershed analysis, timber harvest planning, restoration projects, adaptive management practices, and monitoring for the Northwest Forest Plan.

Key factors affecting goal achievement:

- In-depth assessment of risks and comprehensive monitoring for threatened and endangered species, special status species, and survey-and-manage species is needed to mitigate impacts and withstand legal challenges within the area covered by the Northwest Forest Plan.
- Timely resolution of legal challenges is necessary to provide stability in predicted commodity outputs.
- Increases in the complexity of, and legal challenges to, preparing timber for sale will decrease

- offerings of timber sales. Budget increases will be needed to maintain offerings at planned levels.
- Increased urbanization in western Oregon will continue to increase complexities of balancing commodity production with other social and biological demands and processes.
 - Declines in timber prepared for sale have resulted from increased complexities, such as Section 7 Consultation under ESA, implementation of the Survey and Manage standards and guidelines, and watershed and riparian issues associated with offering timber for sale.

Crosscutting relationships to other bureaus and agencies:

- The BLM is working closely with the USFS to implement the Northwest Forest Plan, including completing required survey protocols and regional/extensive surveys.
- New listings of threatened and endangered species by the USFWS and NMFS will increase the workload in Section 7 Consultations under ESA.
- The Federal timber supply in the O&C counties has decreased by over 80%. Some localities within these counties are timber dependent. A stable Federal timber supply is an important contributor to the economic and social stability in these communities.

Program evaluations:

- The Interior OIG completed report C-IN-BLM-001-97, Salvage Timber Program, in April 1998. The OIG found that BLM conducted salvage timber sales in a timely manner and used the Forest Ecosystem Health and Recover Fund to eliminate the backlog of salvage timber projects. The report led to BLM issuing instruction memorandum No. 98-87 in March 1998 to clarify Fund expenditures. Congress expanded the authority granted under the Fund in the FY 1998 Interior Appropriations Act (P.L. 102-381) to clarify restoration projects as an appropriate use of the Fund.

Long-Term Goal 1.2.4: By FY 2005, meet 51% of the demand for rights-of-way (ROWs) and process 80% of lease, permit, license, and easement actions on the public lands consistent with established land health standards.

Baseline Statistics:

BLM processes approximately 5,300 ROW actions and 1,300 lease, permit, license, and easement actions per year. Meeting 51% of demand would mean that 2,700 ROWs would be processed each year. ROW and lease actions include issuing new and amended authorizations, as well as assigning, renewing, terminating, or relinquishing existing authorizations. Meeting 80% of demand would mean that 1,040 lease, permit, license, and easement actions would be processed each year.

Goal Description:

As noted above, the long-term goal is to meet 51% of the projected demand for rights-of-way (ROWs) and 80% of lease, permit, license, and easement actions on the public lands by 2005. Demand for ROWs on the public lands is projected to increase because of economic changes in the utility industry (deregulation), increasing levels of urbanization, and changes in technology.

The BLM has personnel in almost all Field Offices with responsibilities that include processing ROW actions. BLM has outstanding partnerships with other Federal agencies, as well as State and local governments, for managing the ROW program. BLM also has outstanding partnerships with the utility, telecommunications, and pipeline industries. These partners support BLM's current ROW management

practices. BLM's industry partners have expressed support for increased processing fees if they can obtain ROWs more quickly. However, in FY 1999, because of a significant increase in ROW applications being processed by a static workforce, BLM experienced an increase in the number of backlogged applications.

The trend in lease and permit application filing is now level at about 1,300 actions per year. Most authorizations are for short-term uses such as movie permits. In addition to experiencing an increased workload over the past few years, BLM has lost a significant number of experienced, well-trained ROW and lease processing employees.

Strategies to achieve this goal:

To meet or exceed the goal for processing ROW actions, the following strategies – including training, use of electronic commerce, operator self-monitoring, and cost recovery – will be pursued:

- Train staff in ROW processing and retain an experienced work cadre to process applications.
- Meet customer service standards, including the use of electronic commerce for ROW actions.
- Maintain and enhance a web-based ROW application form and other pertinent information of value to customers.
- Shift more required tasks to applicants, (e.g., self-monitoring, contracting certain functions, etc.), to provide some relief to BLM's workforce.
- Issue revised Cost Recovery regulations for ROW processing and monitoring costs, which could provide additional funding for ROW processing as well as returning funds collected for processing ROWs to the offices that performed the work.

Key factors affecting goal achievement:

- The long-term goal assumes level funding; however, the ROW backlog could be further reduced if there was an increase in funding in the first four years.
- If BLM is not able to achieve additional reductions in the ROW backlog, it will expand from the current backlog up to about 4,000 cases by 2005. This will result in more customer dissatisfaction.

Crosscutting relationships to other bureaus and agencies:

- The BLM and the USFS are cooperative partners in managing ROWs since both agencies are subject to the same statutes.
- The BLM is responsible for authorizing ROWs under the Mineral Leasing Act when a ROW crosses over two or more Federal agencies' land.

Program evaluations:

There have been no recent evaluations related to this goal area.

Long-Term Goal 1.2.5: By FY 2005, 60% of customers and 50% of stakeholders understand and are satisfied with commercial use authorization procedures on the public lands.

Baseline Statistics:

In 1997, the Authorization Processing Quality Service Index (AP_QI) for Stakeholders was 57%. In 1997, BLM customers who were surveyed reported the following satisfaction levels, expressed in terms of an Authorization Processing Quality Service Index (AP_QI):

1. Grazing Permits	81
2. Oil & Gas	52
3. Rights-of-Way	64
4. Recreation Permits	72
Average AP_QI	67

Goal Description:

BLM conducts surveys to better understand customer and stakeholder satisfaction. The results are used to identify opportunities for improving service, as well as perceptions of the agency. To synthesize this complex data, indexes are used that derive average satisfaction.

The Authorization Process Quality Index (AP_QI) for customers calculates the percentage of customers rating BLM's products and services with a score of 5 or higher on a scale of 1 (needs major improvement) to 7 (excellent). The index is based on two questions which assess whether each of four customer groups felt that BLM processed their authorization in a timely manner, and how they were kept informed of issues, terms, and conditions pertaining to permits being processed. The program-specific results monitor changes in satisfaction levels. The stakeholder index is based on the same questions but is not split into groups by type of authorization.

Strategies to achieve this goal:

- Continue the commitment to use customer surveys to assess changes in satisfaction levels, determine needs, and set priorities for improvements.
- Use process reengineering to identify areas of potential improvement.
- Conduct focus groups to augment survey information as needed.
- Improve customer application processes and processing-system to better meet identified needs.
- Elevate the priority of existing lease support/compliance activities.

Key factors affecting goal achievement:

- The long-term goal assumes level funding and the ability to leverage existing dollars to provide the desired level of new services or products. Satisfaction could be increased with additional funding.

Crosscutting relationships to other bureaus and agencies:

- BLM has implemented Service First strategies to co-locate two or more land management agencies under one roof, making it easier for customers to do "one-stop shopping."

Program evaluations:

There have been no recent evaluations related to this goal area.

1.3 Preserve Natural and Cultural Heritage Resources

The public lands contain exceptional geologic formations; wild free roaming horse and burro herds; wilderness areas and wild and scenic rivers; and innumerable paleontological, archaeological, and historical sites. These resources are scientifically, ecologically, culturally, educationally, and recreationally important, representing a significant part of our Nation's natural and cultural heritage. There are many groups and organizations whose very existence and identities can be integral to these public resources – Indian Tribes, school programs, ethnic groups, recreational clubs, youth programs, environmental groups, museums, and the tourism industry, among others.

Congress has passed a variety of laws concerning the management and use of these heritage resources, including the Antiquities Act (1906), the Wilderness Act (1964), the National Historic Preservation Act (1966), the Wild and Scenic Rivers Act (1968), the Wild Free-Roaming Horses and Burros Act (1971), the Sikes Act (1974), the Federal Land Policy and Management Act (1976), the Archaeological Resources Protection Act (1979), and the Native American Graves Protection and Repatriation Act (1990).

Many of these laws establish procedures for formally recognizing areas that are unique or that contain significant scientific, educational, and recreational values. Some of these designations, including National Conservation Areas and National Monuments, require Congressional or Presidential action. Others, such as Areas of Critical Environmental Concern, are BLM designations established through land use planning or other administrative procedures.

The BLM recently established a National Landscape Conservation System to provide a national framework for managing Congressionally and Presidentially designated special areas on the public lands. This System includes all of the Bureau's National Conservation Areas, National Monuments, Wilderness Areas, Wilderness Study Areas, National Trails, and Wild and Scenic Rivers. Taken together, these areas total close to 38 million acres of public land.

Other designated areas having notable value, but that are not encompassed by the National Landscape Conservation System, include Areas of Critical Environmental Concern and Wild Horse and Burro Herd Management Areas.

Management Challenges and Opportunities Related to Natural and Cultural Heritage Resources:

The BLM is faced with a number of immediate needs in managing heritage resources:

- Assessing the condition of heritage resources, identifying existing and potential threats, and highlighting existing data gaps and research needs.
- Working with existing land users, local communities, and others in updating existing land use plans to address emerging threats and opportunities.
- Ensuring that appropriate resource protection measures and visitor service initiatives are implemented.

The BLM acknowledges that simply recognizing that an area contains unique and important features does not, by itself, translate into protection of the resource. Research may be needed to determine the effects of fire, weeds, or other events. Wild horse and burro populations must be managed to ensure both the health of the land and the viability of free-roaming herds. The protection of scenic values must be considered when uses are authorized. Wilderness areas and wild and scenic rivers must be managed. The BLM's challenge is to improve its understanding and on-the-ground management of recognized natural and heritage resources.

Long-Term Goal 1.3.1: By FY 2005, assess the condition of all of the units in the National Landscape Conservation System and implement critical management actions in areas at-risk.

Baseline Statistics:

BLM's National Landscape Conservation System (NLCS) is composed of Congressionally and Presidentially designated special areas including 9 National Conservation Areas, 7 National Monuments, 138 Wilderness Areas, 618 Wilderness Study Areas, 10 Historic/Scenic National Trails, and 35 Wild and Scenic Rivers. This system includes units in every western state and covers close to 38 million acres of public land.

Goal Description:

With the exception of a 1998-99 assessment of the Interim Management Policy for Wilderness Study Areas, the BLM has not systematically assessed the condition and trend of Congressionally and Presidentially designated areas on the public lands. However, the BLM will complete such an assessment during the period covered by this plan. The results of this assessment will be used to help guide the preparation of any new management plans or plan amendments covering these areas, as well as helping to focus available management resources on areas most-at-risk.

Strategies to achieve this goal:

- Develop and administer self-assessment survey instruments for the different types of units in the National Landscape Conservation System.
- Conduct followup on-site and/or telephone interviews to validate survey results.
- Identify priorities for planning, resource protection, and visitor services, including interpretation.
- Implement priority actions where possible with available financial and human resources.

Key factors affecting goal achievement:

- Availability of data concerning both resource and use conditions and trends will impact BLM's ability to implement management actions.
- Completing assessments will be difficult without adequate financial and human resources, including contributed resources, for addressing priorities.
- Litigation actions involving BLM's management of NLCS lands may impede accomplishment of the goal.

Crosscutting relationships to other bureaus and agencies:

- BLM participates in a significant number of national and regional interagency organizations dedicated

to managing natural and cultural heritage resources.

- There are a number of nongovernmental organizations, including The Nature Conservancy and the Heinz Center, that are currently preparing resource inventories and assessments that should contribute to accomplishing this goal.

Program Evaluations:

- National Validation Review of Interim Management Policy for Wilderness Study Areas (WSAs), January 8, 1999. The review focused on management direction; budgeting and staffing; customer understanding/satisfaction; training; file maintenance; monitoring, assessment, and compliance with the interim management policy; and management of other land uses. Recommendations were made to increase training; implement new procedures to track expenditures; increase staffing; increase consultations with permittees and other users; assure updated documentation files exist; monitor WSAs and document interim management policy violations; require appropriate reclamation actions; complete environmental assessments on all proposed actions; and increase user awareness of interim management policy requirements. Without increased funding, however, these recommendations will be accomplished only by enhancing management efficiencies or decreasing the share of wilderness management funds directed to managing designated wilderness areas and/or partnership agreements.

Long-Term Goal 1.3.2: By FY 2005, assess the condition of 50% of the Areas of Critical Environmental Concern and implement critical management actions in areas at risk.

Baseline Statistics:

Under FLPMA, the BLM is required to give priority to the inventory, designation, and management of Areas of Critical Environmental Concern (ACECs). These are areas where special management is needed to protect important natural, cultural, historic, or scenic values or to address hazards to human life and property. To date, the BLM has designated 740 ACECs on the public lands encompassing more than 13 million acres. Close to 7 million acres of this total have been designated to protect biological resources.

Goal Description:

The BLM has yet not systematically assessed the condition and trend of designated ACECs on the public lands. However, the BLM will assess the condition of at least 50% of its ACECs during the period covered by this plan. The results of this assessment will be used to help guide the preparation of any new activity plans covering these areas, as well as helping to focus available management resources to areas most at risk.

Strategies to achieve this goal:

- Develop and administer self-assessment survey instruments for the different types of ACECs.
- Conduct followup on-site and/or telephone interviews to validate survey results.
- Identify priorities for planning, resource protection, and visitor services, including interpretation.
- Implement priority actions where possible with available financial and human resources.

Key factors affecting goal achievement:

- Availability of data concerning both resource and use conditions and trends will impact the BLM's ability to achieve this goal.

- Completion of assessments will rely on sufficient financial and human resources, including contributed resources.
- Litigation actions involving BLM's management of ACECs may impact achievement of this goal.

Crosscutting relationships to other bureaus and agencies:

- BLM participates in a significant number of national and regional interagency organizations dedicated to managing natural and cultural heritage resources.
- There are a number of nongovernmental organizations, including The Nature Conservancy and the Heinz Center, that are currently preparing resource inventories and assessments that should contribute to accomplishing this goal.

Program Evaluations:

No recent Bureauwide evaluations have been conducted.

Long-Term Goal 1.3.3: By FY 2005, manage the wild horse and burro populations consistent with land health standards and healthy herds to achieve and maintain a thriving natural ecological balance for 15% percent of the Herd Management Areas, and to ensure that wild horses and burros continue as living symbols of the historic and pioneer spirit of the West.

Baseline Statistics:

There are 197 Wild Horse and Burro (WH&B) Herd Management Areas in 10 western states encompassing close to 33.2 million acres of public land. There are approximately 47,000 animals in Herd Management Areas (HMAs) that have appropriate management levels set at 27,000 animals. In 1999, a total of 51 HMAs met appropriate management levels, accounting for 26% of the total number.

Goal Description:

Many Americans find wild horses and burros to be some of the most exciting and valued resources on the public lands-- living symbols of the historic American West. To protect the herds, as well as the environment in which they live, Congress enacted the Wild Free-Roaming Horse and Burro Act of 1971. As amended, this Act requires the protection and management of wild horses and burros to assure a thriving, natural ecological balance and a multiple-use relationship on the range. The BLM is responsible for implementing this Act and for assuring healthy, viable wild horse and burro populations within HMAs. BLM's success in managing populations depends on the perfection of fertility control and the timely removal of excess animals from the public lands. However, BLM has been limiting the number of animals removed from the range to control the costs associated with holding and adopting animals.

To maintain a thriving natural ecological balance on public rangelands, excess wild horses and burros are gathered and transported to BLM preparation facilities, where they are administered vaccinations, tested for equine infectious anemia, and given a freezemark. Satellite adoptions are held throughout the country, where these excess wild horses and burros are offered to qualified individuals for adoption. BLM conducts compliance inspections on adopted animals to ensure that they are being treated humanely. After an adopter has cared for the animal for one year, they can receive title to the animal. It is also BLM's goal to assure that title is issued to 100 percent of the eligible adopters whose animals have been

properly and humanely cared for. Compliance inspections, title issuance, and law enforcement involvement for mistreatment cases are top priorities and will be completed at the expense of total numbers of animals removed and adopted.

Activities in the Wild Horse and Burro Program are interdependent. The number of animals removed relates to the number held in facilities, prepared for adoption, adopted, inspected, and titled.

Strategies to achieve this goal:

- Establish appropriate management levels (AMLs) for all HMAs.
- Systematically remove excess animals for adoption or long-term holding pastures.
- Expand opportunities for adoption through multiple marketing strategies, including use of the Internet.
- Ensure that adopted horses are treated humanely.
- Issue title to adopters within 6 months of eligibility.
- Through research, assure the development of fertility control vaccines as a long-term method of population control.
- Develop a web-based HMA data base and redesign the Wild Horse and Burro Information data base with Internet access.

Key factors affecting goal achievement:

- The BLM could achieve the AMLs during the period covered by this plan with an increase in funding in the first four years. In the out-years, funding levels would eventually drop below the present appropriation level upon reaching the AML on all HMAs.
- If BLM is not able to achieve the AML, then rangeland conditions, including watershed and riparian areas and water quality, will degrade. There will be increased conflict among wildlife, domesticated livestock, and wild horse and burro herds. Proposed listings of threatened and endangered species would further exacerbate these conflicts.

Crosscutting relationships to other bureaus and agencies:

- The BLM and the USFS are cooperative partners in managing wild horses and burros since both agencies are subject to the Act.
- The Air Force administers withdrawn lands inhabited by herds and cooperates at the BLM field office level.
- The Department of Energy (DOE) has jurisdiction over Naval Oil Shale Reserve 2 in Utah, which is an integral portion of a herd area.
- Several Native American Tribes cooperatively manage movement of animals within BLM Districts.
- The U.S. Geological Survey (USGS) Biological Resources Division cooperatively administers BLM's fertility control and animal population research.
- Two U.S. Department of Agriculture (USDA) agencies -- the Food Safety Inspection Service and the Animal and Plant Health Inspection Service -- are cooperating agencies under Memoranda of Understanding for managing wild horses and burros.

Program evaluations:

- OIG report #97-I-1104 August 12, 1997, on Management of Herd Levels, Wild Horse and Burro Program.
- Wild Horse and Burro Evaluation, January 13, 1997, BLM (Pierson Report).
- Wild Horse and Burro Adaption Program Policy Analysis Team Report, April 18, 1997 (Culp Report).
- OIG report #97-I-375 February 12, 1997, on Expenditures Charged to the Wild Horse and Burro Program, BLM.
- OIG report #98-I-419, May 21, 1998, on the Adopt-A-Horse Program, BLM.

All of these evaluations contributed to the development of the current long-term goal for Wild Horses and Burros. These evaluations also encouraged the BLM to determine what is actually required to manage wild horses and burros on a national scale, from the initial establishment of appropriate management levels on HMAs to the removal, holding and preparation, adoption, compliance, and issuance of title for excess animals.

Long-Term Goal 1.3.4: By 2005, restore and protect 1,354 “at risk” cultural and paleontological properties on the public lands.

Baseline Statistics:

Approximately 228,000 archaeological and historical properties had been recorded through FY1999, which extrapolates, based on acres inventoried to date, to between 4 and 4.5 million cultural properties on the public lands. BLM has 3,610 contributing cultural properties under 255 listings on the National Register of Historic Places, either individually or as part of a National Register district; a thematic, landscape, or multiple property; or a traditional cultural property. This includes 22 National Historic Landmarks and 5 World Heritage properties. More than 50 specially designated areas totaling nearly 300,000 acres are managed for their outstanding paleontological values; some of these are eligible for the National Register of Historic Places by virtue of their historical importance in advancing the science of paleontology. The 1,354 properties to be restored and protected under the long-term goal are counted cumulatively from FY 2000 through 2005.

Goal Description:

BLM’s archaeological and paleontological sites continue to be targeted by pothunters, looters, and commercial collectors, who are “mining” these areas for commercially valuable artifacts and fossils, many of which can be sold to private collectors for thousands, if not tens or hundreds of thousands, of dollars. Contributing to the overall decline in the condition of these resources is weathering and, increasingly, local community growth, which increases commercial use and recreational activities. While most remains and papers documenting the origin and context of artifacts and fossils are stored and protected in 190 non-Federal curatorial facilities and 3 BLM museums, they are minimally accessible for education, interpretation, or research.

National treasures include National Register of Historic Place-quality properties, world-class paleontological resources, and the irreplaceable collections that document past cultures and lifeforms. As the threats and dangers to BLM’s national treasures are studied more, the list of at-risk properties will be augmented by additional places requiring attention. Dollars will be focused on enhancing protection of these resources through planning, stabilization, restoration, monitoring, interpretation, and “hardening” of sites for visitor use, including increasing the cultural heritage staff capability in field offices.

Strategies to achieve this goal:

- Expand partnerships for restoring and protecting at-risk cultural and paleontological properties.
- Seek additional sources of outside funding such as the Colorado and Arizona State Historic Preservation funds and the Save America’s Treasures Millennium Grants program under NPS’s

Historic Preservation Fund.

- Publicize protection and restoration projects to encourage additional funding and other assistance.
- Begin to develop “second-generation” context documents to enhance BLM’s ability to determine which cultural resources are most important.
- Use geographic information system (GIS) technology to identify and rank significant areas.

Key factors affecting goal achievement:

- The long-term goal assumes continued and level funding for the Save America’s Treasures Millennium Grants program. (In FY 1999, Congress added \$30 million to NPS’s Historic Preservation Fund to protect cultural treasures. Agencies receiving their funding through the Interior and Related Appropriations Act must compete for these funds.)
- If BLM is not able to protect the most critically endangered and “at risk” cultural and paleontological properties, the public’s opportunities to enjoy the recreational, educational, and scientific benefits of these resources will be vastly reduced. Looting and vandalism will continue and perhaps increase if certain sectors of the public realize that the Bureau neglects these resources.

Crosscutting relationships to other bureaus and agencies:

- Annually, BLM field offices have almost 100 challenge cost-share and cooperative management agreements in place with universities; “friends of” organizations; nonprofit groups; Federal, State, Tribal, and local entities; special interest groups; volunteers; and others. In FY 1998, BLM field offices dedicated more than \$700,000 to such arrangements and received more than \$2 million in matching funds, personnel time, and in-kind contributions. These partnerships expand BLM’s on-the-ground capabilities and result in many protection, restoration, and scientific studies of at-risk cultural and paleontological sites and localities.
- BLM is working with the western State Historic Preservation Offices and other Federal, State, and Tribal agencies to automate cultural resource site records and digitize site locations in an effort to better manage BLM’s cultural resources.

Program evaluations:

- OIG report #99-I-808, September 1999. The Office of Inspector General’s FY1999 audit report of BLM’s cultural resource management program cited several critical weaknesses. The OIG recommended “. . . that the Bureau develop and implement a Bureauwide long-range surveying plan for cultural sites which prioritizes those areas that have the most cultural significance. Once the plan is established, the Bureau should seek funding needed to systematically complete the surveys of the prioritized public land areas.” This recommendation helped formulate this long-term goal. New money that may come to the cultural resources management program in FY 2001 and beyond will be used in part to begin to address this recommendation.

Long-Term Goal 1.3.5: By FY 2005, annually conduct non-Section 106 cultural resource inventories on 25,000 acres of public lands.

Baseline Statistics:

In FY 2000, BLM conducted non-Section 106 inventories on approximately 25,000 acres.

Goal Description:

A recent report of the BLM's Cultural Resource Management Program by the OIG (OIG Report No. 990I-808) found that "...the Bureau did not adequately survey the public lands to determine the location, nature, and extent of culturally significant sites." They recommended that the BLM "develop and implement a Bureauwide long-range surveying plan for cultural sites which prioritizes those areas that have the most cultural significance." These recommendations echo weaknesses identified over the past 12 years by the GAO and previous OIG audits.

In 1987 the GAO reported that Federal land management agencies lacked sufficient understanding of the magnitude of looting on their lands as well as the current condition of their archaeological sites. They recommended that Federal land management agencies improve the protection and management of their archaeological resources by (1) developing plans for surveying those areas not scheduled for project development, and (2) ensuring that a reasonable number of these surveys are carried out each year within the constraints of available funds and staff.

The OIG conducted four other audits of BLM's Cultural Resource Management Program in the 1990s. The most recent of these audits mirrored findings in earlier reports, namely, that (1) the Bureau has not allocated sufficient personnel and financial resources to comply with existing priority mandates in a timely manner, and (2) the Bureau needs to develop an overall management strategy for identifying, protecting and managing cultural resources.

The BLM has made little significant progress in inventorying lands under its control as required by Section 14 of the Archaeological Resources Protection Act (1979), as amended, and Executive Order 11593, Protection and Enhancement of the Cultural Environment. To address the concerns raised in the various OIG and GAO audits and evaluations, BLM proposes to have each of its States develop a Statewide Archaeological Inventory Plan. This Plan would establish inventory priorities and outline a schedule for systematically inventorying areas, including identifying the money and staff required to complete these inventories. These Plans would also identify a long-term research program in each BLM State to locate, evaluate, and nominate archaeological resources to the National Register of Historic Places utilizing existing archaeological inventory policies, guidelines, and standards. Ideally, the results would help determine the nature and extent of archaeological resources on BLM land and promote strategies to more effectively plan, manage, interpret, and protect archaeological resources in place.

Strategies to achieve this goal:

- Develop state-specific inventory plans for surveying public lands to determine the nature and extent of archaeological resources.
- Prepare a schedule for surveying public lands that are likely to contain the most scientifically valuable archaeological resources.
- Seek funding through the appropriation process to complete the surveys of the prioritized areas.

- Expand partnerships with nonprofit and non-Federal entities to assist in inventorying prioritized public land areas.

Key factors affecting goal achievement:

- BLM’s ability to attain this goal depends on directing cultural resource management funds and human resources toward this inventory work.

Crosscutting relationships to other bureaus and agencies:

- Almost 500,000 acres of public lands are inventoried annually for cultural resources, although nearly all of this survey is done for Section 106 compliance. As such, it is haphazard, because the locations surveyed correspond exclusively to proposed land uses; they are not chosen using criteria that will help us gain representative samples from which we can derive scientifically based conclusions about the past. Annually, the amount of acreage that falls into the latter category equals less than 5,000 acres.

Program evaluations:

- OIG report #99-I-808, September 1999. The OIG’s FY 1999 audit report of BLM’s cultural resource management program cited several critical weaknesses. The OIG found that BLM lacks a long-range plan to survey areas for the purpose of recommending human behavior and use of the land. The OIG recommended “. . . that the Director, Bureau of Land Management, develop and implement a Bureauwide long-range surveying plan for cultural sites which prioritizes those areas that have the most cultural significance. Once the plan is established, the Bureau should seek funding to systematically complete the surveys of the prioritized public land areas.” The OIG report acknowledged that the BLM “. . . has significantly more acreage to oversee, fewer resources. . . , both staffing and funding, to accomplish the Cultural Resource Management mission.”

Long-Term Goal 1.3.6: By 2005, ensure that collections at 18% of the non-Federal curatorial facilities housing BLM cultural and paleontological collections are available and accessible to the public through development of partnerships.

Baseline Statistics:

In FY 1998, the BLM launched a major effort to locate non-Federal curatorial facilities holding museum objects originating from BLM-administered lands. To date, 190 non-Federal curatorial facilities holding museum objects originating from the BLM-administered lands have been identified, including 123 with archaeological collections; 85 curating paleontological materials; 6 holding historic collections; 4 with biological materials; 2 curating ethnological collections; and 1 holding artwork (some facilities hold more than one type of material). Millions of museum objects are housed in these 190 facilities scattered across 34 states and Canada. At least 3.5 million more objects are housed in 3 BLM facilities—the Anasazi Heritage Center in Dolores, Colorado; the Billings Curation Center in Billings, Montana; and the National Historic Oregon Trail Interpretive Center at Flagstaff Hill, Oregon. The 18 percent figure stated in the long-term goal equates to 34 facilities.

Goal Description:

In fiscal year 1998, the BLM initiated the *Museum Partnership Program* to support the scientific and

educational use of museum collections originating from the public lands, and to examine the exhibit potential of these collections. Seven grants totaling \$60,000 were funded in FY 1998 involving the following museum facilities and/or professional organizations: the San Diego Museum of Man, Western Wyoming College, the New Mexico Museum of Natural History and Science, the Arizona State Museum, the Society for Vertebrate Paleontology, and the Department of the Interior Museum. In addition to the *Museum Partnership Program*, BLM field offices provided \$71,000 to 20 museum facilities and/or professional organizations for 20 additional projects, many involving the maintenance and care of BLM collections housed in non-Federal facilities. Potentially hundreds of museum partnerships could be developed with the 190 non-Federal curatorial facilities enumerated above.

Strategies to achieve this goal:

- Provide BLM *Museum Partnership Program* grants that support the research, educational, and interpretive use of museum collections originating from public lands.
- Locate non-Federal curatorial facilities holding museum collections originating from BLM-administered lands and make these collections more accessible to the public.
- Support projects that create brochures, catalogs, finding guides, publications, educational programs, and websites highlighting collections, including data derived from collections, in non-Federal facilities.
- Develop low- or no-cost partnerships with non-Federal repositories to feature BLM collections in public exhibits, and execute agreements with those willing to participate in a repository agreement process.
- Develop a model for the BLM State Offices to follow in identifying priority areas to inventory.

Key factors affecting goal achievement:

- The long-term goal assumes current levels of funding and personnel. However, with increased funding, additional partnerships with non-Federal curatorial facilities could be developed and opportunities for research and educational use expanded.
- If the BLM is unable to continue funding projects under the *Museum Partnership Program*, then research and educational use of BLM collections in non-Federal curatorial facilities will suffer and the public benefits of these collections will not be maximized.

Crosscutting relationships to other bureaus and agencies:

- To date, the following seven museum grants have been funded under the *Museum Partnership Program*: the San Diego Museum of Man, Western Wyoming College, the New Mexico Museum of Natural History and Science, the Arizona State Museum, the Society for Vertebrate Paleontology, the American Museum of Natural History, and the University of Wyoming Geological Museum.
- In addition, museum funding in FY1999 was provided for curation, exhibit production, symposia, catalogs, and upgrading collections to the following museums: University of Alaska, Maturango Museum, Museum of Western Colorado, Museum of the Rockies, Nevada State Museum, Elko County Museum, Museum of New Mexico, BYU Museum of Peoples and Culture, College of Eastern Utah, Field House Museum (Vernal), Edge of the Cedars State Park Museum, Southern State University, Utah Museum of Natural History, Washington State University, and South Dakota School of Mines Geology Museum.

Program evaluations:

The OIG's FY 1999 audit report of BLM's cultural resource management program cited several inadequacies. Relative to museum collections, the OIG recommended that: (1) “. . .both Federal (Bureau) and non-Federal repositories should be requested to identify, in accordance with repositories' capabilities,

the Federal (Bureau) collections. Thereafter, the reported inventory information should be validated periodically”; and that (2) “BLM contact all Bureau Museum Partnership Program repositories to determine the feasibility of initiating repository agreements regarding the management of Federal (Bureau) collections. Also, written repository agreements should be developed and executed with non-Federal repositories willing to participate in a repository agreement process.” (OIG report #99-I-808, September 1999) These OIG recommendations helped the BLM formulate this long-term goal. Any additional funding would accelerate addressing these inadequacies.

Long-Term Goal 1.3.7: By FY 2005, 90% of surveyed visitors understand the purpose of the National Monuments and National Conservation Areas on the public lands and 80% are satisfied with BLM’s management of these areas.

Baseline Statistics:

New comment cards are required to establish a baseline for this goal; this is scheduled for FY 2001.

Goal Description:

In an effort to improve customer service, the BLM currently distributes questionnaires to visitors at the Bureau’s recreation fee pilot sites. Under this goal, the Bureau will develop, distribute, and collect comment cards at the nine National Conservation Areas and seven National Monuments in the BLM’s National Landscape Conservation System. These comment cards will help determine if public land users understand the purposes of each unit in the System and are satisfied with the BLM’s management of the unit. Absent actual baseline information, the 5-year targets in this goal are estimates based on the Bureau’s existing recreation survey data discussed under long-term goal number 1.1.2.

Strategies to achieve this goal:

- Develop and distribute brochures and other information outlining the purpose of each National Monument and National Conservation Area, including information about compatible multiple uses.
- Develop comment cards that can be distributed at parking lots and other National Monument and National Conservation Area visitor facilities.
- Distribute comment cards at all of National Monuments and National Conservation Areas.

Key factors affecting goal achievement:

- Public land users will need to understand the purposes of the National Monuments and National Conservation Areas, including compatible multiple uses.
- The BLM must be able to manage the National Monuments and National Conservation Areas for the purposes that led to their designation.
- Public land users must be willing to fill out comment cards.

Crosscutting relationships to other Bureaus and agencies:

- The USFS, USFWS, and the NPS distribute comment cards similar or identical to those planned by BLM.

Program evaluations:

- A BLM evaluation in FY 1999 reviewed customer service. State Customer Service Plans have been developed to address local issues.

1.4 Reduce Threats to Public Health, Safety, and Property

The BLM is responsible for protecting public lands and facilities from unauthorized uses, hazardous materials, illegal dumping, theft, wildland fire, and other unsafe conditions. Population growth in rural areas of the West increases risks and responsibilities in fire suppression, search and rescue, and response to natural emergencies. The BLM must provide immediate protection for employee and public safety, remediate environmental damage, and determine responsible parties. The Bureau must also protect over \$5 billion of capital improvements such as roads, trails, dams, bridges, buildings, and recreation sites on the public lands; use of these facilities is increasing, adding to BLM's challenges.

Inspections are conducted for compliance with Federal, state, and local safety, health, and environmental regulations by BLM professionals. These inspections help develop cost data, identify maintenance needs, and ensure compliance with Federal, State, and local regulations.

The BLM is also responsible for enforcing Federal laws and regulations related to the public lands and resources. The BLM investigates illegal uses of public lands, and uses appropriate administrative, civil, or criminal enforcement remedies to hold violators responsible, recover full compensation, and ensure compliance with laws and regulations. Enforcement efforts are concentrated on resource protection activities. Non-resource-related violations are referred to local law enforcement agencies when possible.

Management Challenges and Opportunities Related to Health, Safety, and Property:

The BLM cannot control all threats, particularly those related to unauthorized use of the public lands. It can, however, manage the agency's preventative efforts and ability to respond to emergencies. The BLM must evaluate safety concerns, identify hazards and risks, assess incidents and response experiences, educate the public, train employees, and implement policies and procedures to protect the public lands as well as employees and visitors. The BLM also must work to reduce hazards and risks through field inspections, periodic maintenance, and repair of its buildings, recreation sites, roads, bridges, trails, and dams. All field offices and related facilities (e.g., recreation sites, fire stations, and wild horse and burro facilities) are regularly inspected for compliance with safety, health, environmental, transportation, and fire prevention regulations under the BLM's Compliance Assessment -Safety, Health, and Environment (CASHE) program.

As the population of the West expands into rural areas that surround cities and towns, new risks are created from natural phenomena such as fire, landslides, and other hazards. The resulting demand for protection of life and property in this wildland/urban interface often puts personnel at risk and stretches BLM's resources. To increase the safety of the public lands, the BLM must allocate funding to remediate hazards and prevent additional incidents. New or additional funding sources or other avenues will be pursued, including partnerships with other agencies and parties. For example, the BLM is spearheading an interagency partnership effort to clean up abandoned mine lands in Colorado and Montana when operators cannot be located. The BLM seeks to reduce risk, to restore impaired natural resources, and to actively pursue cost avoidance/cost recovery through these and other efforts.

However, due to insufficient resources, the BLM faces a formidable challenge in trying to ensure safe recreational visits to the public lands. Recreation facilities are in urgent need of repair, roads and trails are in disrepair, and vandalism is a growing problem. Additionally, the BLM lacks the resources to

identify and mitigate abandoned mine lands, which may be a safety risk to the recreating public. The BLM lacks sufficient personnel to rescue lost visitors. Many sanitation and water systems at BLM facilities need replacing. Moreover, the growing urban and rural communities of the West mean that the public lands are no longer remote; they often adjoin population centers. This has resulted in an increase in illegal activity on the public lands, including the dumping of hazardous materials and an increase in the number of drug labs.

The BLM recognizes the importance of management partnerships in protecting resources, employees, and public land visitors. Over the next several years, efforts will focus on improving user safety and enhancing enjoyment of the public lands through cooperation, communication, and visitor contact.

Long-Term Goal 1.4.1: By FY 2005, 92% of administrative facilities, 99% of bridges, and 68% of dams will be structurally maintained in fair or good condition. Fifty-five percent of facilities will be in good safety, health, and environmental condition.

Baseline Statistics:

The BLM maintains 3,355 buildings, 662 administrative sites, 811 bridges, and 806 qualifying dams. BLM has approximately 104 facilities that can be assessed for safety, health and environmental condition. The Bureau began performing baseline CASHE assessments at its facilities in FY 1994. The percentage of facilities in good safety, health, and environmental condition was estimated to be 60 percent in FY 1998, a figure that will be validated in FY 2000.

Goal Description:

The BLM is aggressively re-assessing its facilities and maintenance requirements for its buildings, administrative and recreation sites, dams, and bridges. This multiyear effort aims to improve deferred maintenance cost estimates and data critical to management efforts.

All BLM facilities require routine preventative maintenance and many require repairs to alleviate past deferred maintenance, although the maintenance workload is not spread evenly across the agency. Some facilities may need to be closed.

The CASHE program evaluates BLM facilities and operations for compliance with Federal, State, and local safety, health, environmental, transportation, and fire prevention regulations. The objective of the CASHE program is to reduce risks to employees, the public, and the environment from potential hazards at BLM facilities.

Strategies to achieve this goal:

- Expedite acquisition of up-to-date and reliable condition assessments on existing facilities.
- Evaluate condition information and systematically rank maintenance priorities.
- Solicit maintenance project bids and issue contracts to implement the plan, or perform work by Force Account; assure contract performance quality.
- Inspect and monitor all facilities maintenance actions for compliance and effectiveness.
- Perform follow-up CASHE inspections on at least a 5-year cycle.

Key factors affecting goal achievement:

- The long-term goal assumes adequate funding to meet all facilities maintenance and safety inspection needs. The maintenance condition of existing facilities will not improve without adequate funding.
- If our strategies are not implemented, the deferred maintenance backlog will grow and facilities will continue to deteriorate.
- The field must have adequate hazardous material management and safety staff to perform follow-up CASHE inspections.

Crosscutting relationships to other bureaus and agencies:

- BLM works with its sister bureaus through the DOI Planning, Design, Construction, and Maintenance Council to obtain guidance on current policies and share information with other bureaus on technical matters.
- BLM works with the USBR on assessments and technical support for BLM's Dam Safety Program.
- The BLM and EPA are jointly sponsoring training on the proper design, operation, and maintenance of transient noncommunity drinking water systems and will be jointly conducting an Environmental Management Review of a BLM State and Field Office.
- USFS facilities collocated with the Bureau are inspected during CASHE visits.

Program evaluations:

- OIG Audit Report No. 99-I-874, September 1999, on deferred maintenance issues and cost estimates for six bureaus including BLM. This audit and earlier (February 4, 1998) testimony by Assistant Secretary for Policy, Management, and Budget John Berry to Congress, along with his associated commitments to Congress, stimulated development of this goal. They are driving BLM's efforts to address its transportation system needs.
- GAO report, "Environmental Auditing: A Useful Tool that Can Improve Environmental Performance and Reduce Costs," GAO/RCED-95-37, April 1995. This report made specific recommendations and highlighted the benefits to BLM of continuing to use the CASHE Program.

Long-Term Goal 1.4.2: By FY 2005, assess the condition of 100% of BLM-maintained roads to identify public and administrative access needs, maintenance requirements to resolve public safety and environmental concerns, and prospective road closures; 70% of roads will be in fair or good condition.

Baseline Statistics:

BLM maintains a total of 79,247 miles of road. Fair condition means that minor repair or routine maintenance is needed. Good condition means that no corrective maintenance is needed. In both instances, the road is serving the purpose for which it was constructed.

Goal Description:

BLM roads are an important part of the infrastructure of the West, providing access for recreational traffic, commercial uses, firefighting, and other purposes. Upkeep and maintenance includes periodic cleaning of culverts and ditches, grading to the surface, and other measures needed to ensure the road is serving its intended purpose.

Strategies to achieve this goal:

- Gather reliable sampling data on the condition of BLM roads.
- Develop a formal BLM transportation vision statement and policy, and issue implementing guidance with criteria for management decisions on road maintenance levels and priorities.
- Integrate transportation planning with BLM land use planning.
- Assure credible FIMMS/COTS data and cost-estimating procedures that meet FFAS requirements.

Key factors affecting goal achievement:

- The long-term goal assumes level funding. Without sufficient funding, BLM will be unable to assess road conditions.
- If BLM road conditions cannot be determined due to lack of funding, then levels of deferred maintenance will increase. This will harm the public and employees because safety will be compromised.
- Without adequate and safe roads, BLM's land and resource management efforts will be adversely impacted.

Crosscutting relationships to other bureaus and agencies:

- BLM works with its sister bureaus through the DOI Planning, Design, Construction, and Maintenance Council to obtain guidance on current policies and share information with other bureaus on technical matters.
- BLM works with the USFS and EPA through a Clean Water Action Plan interagency working group on roads.
- The Federal Highway Administration provides financial and technical assistance under the Transportation Equity Act for the 21st century as it concerns public road issues and BLM roads.

Program evaluations:

- OIG Audit Report No. 99-I-874, September 1999, on deferred maintenance issues and cost estimates for six bureaus, including the BLM. This audit and earlier (February 4, 1998) testimony by Assistant Secretary for Policy, Management, and Budget John Berry to Congress, along with his associated commitments to Congress, stimulated development of this goal. They are driving BLM efforts to address the agency's transportation system needs.

Long-Term Goal 1.4.3: By FY 2005, identify and correct physical safety hazards at 50 abandoned mines and cumulatively clean up 250 hazardous material sites on the public lands.

Baseline Statistics:

A 1996 abandoned mine lands field survey estimated about 25 percent or 1,750 of 7,000 sites inventoried posed significant physical safety hazards. Hazardous materials sites on public lands stem from an array of activities ranging from landfills to illegal dumping and drug labs. The numbers given in the long-term goal statement above are cumulative. As a baseline, 10 abandoned mines will be corrected in FY 2000, while 40 hazardous materials sites will be remediated in 2001.

Goal Description:

Only with additional funding can BLM increase its goal target for abandoned mine hazard reduction. Regarding hazardous materials, an April 1999 GAO report stated that until BLM can (1) define the extent of its cleanup responsibilities, (2) determine the strategies it will use to pursue cleanups, and (3) consider how to use Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA) enforcement authority as a tool in that strategy, the Bureau cannot present a strong justification for more funds or effectively set priorities for using its current resources.

The GAO recommended that BLM (1) identify potential hazardous waste sites and collect consistent data to determine which of these pose the highest risks; (2) develop a comprehensive and efficient cleanup strategy, including the use of CERCLA authorities to get more responsible parties to perform or pay for the clean up of the contamination they caused; and (3) clarify the applicability of the Department's Central Hazardous Materials Fund to BLM's site cleanup efforts.

The BLM agrees with the GAO's findings and has developed a plan to implement these recommendations. This is an integral component of the proposed strategic and annual remediation goal presented above. Even as BLM takes these programmatic steps, it will continue on-the-ground cleanup actions, including some CERCLA actions that may require the expenditure of monies to cover up-front actions needed to support future cost recoveries.

Strategies to achieve this goal:

- Inventory physical hazard Abandoned Mine Land (AML) sites and other hazardous materials sites.
- Identify Potentially Responsible Parties for cost avoidance or cost recovery.
- Rank physical hazards for corrective actions in coordination with concerned stakeholders.
- Assess the level of risk at hazardous materials sites and evaluate high-risk sites for cleanup.
- Through post-project monitoring and study, assure that actions are effective and that the lessons learned benefit subsequent risk- and pollution-reducing efforts.

Key factors affecting goal achievement:

- The long-term goal assumes initial baseline funding for FY 2001 and a sustained base level of funding through FY 2005.
- Without the requested funding, visitor and public land user injuries and fatalities from AMLs and other physical hazards will likely increase because of increasing trends in visitation due to the proximity of urbanizing areas to AMLs and hazardous sites. Additionally, contamination at

hazardous materials sites will continue to damage the environment and expose public land users to toxic substances that affect human health.

Crosscutting relationships to other bureaus and agencies:

- The BLM and various county, State and Federal agencies are cooperative partners in efforts to reduce risks to the public associated with the physical hazards at abandoned mines and hazardous materials sites.
- The EPA and States administer cleanup programs under which BLM is required to clean up hazardous materials sites.
- The USFS has goals to correct physical hazards at abandoned mine sites that are similar to BLM's.

Program evaluations:

- GAO Report #RCED-99-111, April 1999, Superfund Progress Made by EPA and Other Federal Agencies to Resolve Program Management Issues. This GAO review motivated the BLM to increase the priority given to identifying and rededicating hazardous materials and AML sites. The BLM has improved its hazardous materials and AML sites inventories, identified cleanup goals, and examined its cost avoidance and cost recovery practices under CERCLA provisions. Additionally, recent tort claims that hold the BLM responsible for personal injuries at abandoned mines (due to unposted hazards) are increasing BLM's efforts to address unsafe situations at AMLs.

Long-Term Goal 1.4.4: By FY 2005, investigate and take enforcement action on 52% of reported violations of Federal laws and regulations resulting from the urban interface with public lands and resources.

Baseline Statistics:

The BLM received reports of 10,177 violations in 1999 and took enforcement actions on 46 percent (totaling 4,681) of the reported violations.

Goal Description:

The BLM investigates violations and takes enforcement action to deter violations and obtain compliance with Federal laws and regulations governing public land use. There are currently 53 special agents assigned in the BLM and funded with law enforcement funds; these agents conduct long-term criminal investigations of complex offenses. BLM's law enforcement and resource protection efforts are augmented by 146 law enforcement rangers who provide a uniformed presence; these rangers patrol public lands, provide visitor protection, and supply investigative capabilities.

Central to BLM's program is cooperation with all relevant Federal, State, and local law enforcement agencies and utilization of both reimbursable and nonreimbursable agreements to augment BLM's law enforcement efforts. The BLM currently has 60 reimbursable and 53 nonreimbursable agreements in effect with State, county, and local law enforcement agencies to enhance its law enforcement program.

BLM law enforcement's LAWNET is a computerized incident-based reporting system that was developed to comply with Federal crime reporting requirements. LAWNET allows the BLM to focus its limited law

enforcement resources. The capability to identify criminal activity and focus law enforcement resources addresses several problems identified by the OIG in its audit of BLM's law enforcement program.

Strategies to achieve this goal:

- Emphasize maximum use of the automated LAWNET system by BLM law enforcement officers for reporting violations and enforcement actions; use LAWNET data to develop and modify field office Law Enforcement Plans that prioritize changing law enforcement needs.
- Focus a larger percentage of law enforcement resources on violations and enforcement actions needed to address encroaching social and criminal activities resulting from the urban interface with the public lands.
- Reduce funding for reimbursable law enforcement agreements having a low rate of enforcement action and monthly report submission to Field Offices.

Key factors affecting goal achievement:

- The long-term goal assumes level funding; expanding public land usage and demands for services, coupled with static budgets and personnel ceilings in law enforcement and all program areas, could lead to fewer enforcement actions being taken and even fewer actual violations being detected and reported.
- If we are not able to achieve the enforcement action rate of 52 percent, a minimum appropriate deterrent effect will not be provided, which would contribute to and encourage additional criminal activities on public land.

Crosscutting relationships to other bureaus and agencies:

- The BLM and the USFS are cooperative partners in managing contiguous public lands and National Forest areas and have cross-delegated law enforcement authority to their law enforcement officers for patrol and enforcement responsibilities, thereby benefitting both agencies.
- The BLM and the USFS are in the process of entering a partnership for expanding BLM's LAWNET reporting system to accommodate the crime reporting needs of both agencies.
- The BLM and other Interior bureaus have a Memorandum of Understanding for cross-delegation of law enforcement officers for enforcement activities that cross jurisdictional boundaries.

Program evaluations:

There have been no recent evaluations related to this goal area.

Long-Term Goal 1.4.5: By FY 2005, to improve public and employee fire safety, BLM will reduce serious wildland fire accidents to 0, maintain the 10-year average number of human-caused fires at or below 1,024 (16%), and upgrade 78 fire facilities to approved standards.

Baseline Statistics:

There were two serious wildland fire accidents in the base year, 1997

10-year average, number of fires = 2,755; acres burned = 583,000.

10-year average of human-caused fires as of 1999 = 1,024

A cumulative total of 78 fire facilities (out of 185) will be upgraded from 2000 to 2005.

Goal Description:

Following the tragic 1994 fire season when the lives of 17 firefighters were lost fighting a BLM fire near Glenwood Springs, Colorado, the “Wildland Firefighter Safety Awareness Study” was chartered by the five Federal agencies most involved in wildland firefighting. This three-year contract encompassed a survey and analysis process aimed at changing the culture of wildland firefighters to improve safety and reduce serious accidents. The results of this contract have led to the development of the Safety Awareness in the Fire Environment (SAFE) Initiative. The SAFE Initiative endeavors to create an environment and culture that puts safety first through actions, leadership, commitment, and accountability.

BLM’s Wildland Fire Prevention Plans identify actions that most effectively reduce the possibility of loss from catastrophic fires, including adult awareness efforts, school programs, and cause-specific mitigation. Reduction of human-caused fires is an objective of prevention, whereas natural fires cannot be prevented. BLM will work with communities to implement the actions identified in Fire Management Plans.

The condition of almost half of BLM’s fire facilities are so degraded that they do not meet standards acceptable for habitation and safe working environments. BLM’s funding and efforts to maintain its fire facilities have not been able to resolve problems quickly enough. Repairs and upgrades, ranging from exterminating lethal-virus-carrying rodents to fixing leaking roofs and expanding living quarters, are planned to be completed under new contracts starting in FY 2000.

Strategies to achieve this goal:

- Develop fire management objectives based upon land management goals and objectives (Phase One of fire planning process).
- Evaluate historical wildland and prescribed fire occurrences.
- Determine organizational and budget requirements to meet goals and objectives at the most effective and efficient level (MEL).
- Develop Fire Management Plans for all lands managed by the Bureau with burnable vegetation that address goals and objectives, workloads, and the MEL.
- Evaluate historical human-caused fire occurrence in relation to preventability factors.
- Perform Risk Assessment and Mitigation Strategy (RAMS) analyses to determine the most effective prevention strategies for the greatest return on investments in the prevention program.
- Based upon the Fire Management Plan, determine structure requirements at identified fire stations (helibase, engine bays, housing, dispatch, etc).

Key factors affecting goal achievement:

- The current funding level is approximately 81 percent of MEL. Initial attack and general readiness forces consume most of the preparedness funding up through 84-85 percent of MEL. A trend in reduction of human-caused fires will not likely be seen until a sustained funding of greater than 85 percent MEL is received.
- If budgets remain level, there will be a decrease in effectiveness in the preparedness program, a reduction in prescribed fire accomplishments, and a potential increase in human-caused fires. This will result in an increase in the total cost of the fire program because of increased suppression efforts, emergency rehabilitation needs, and the loss of commercially valuable and other resources.
- Funding of the Department’s Deferred Maintenance and Capital Improvement 5-Year Initiative for fire management is essential to meeting the performance measure regarding facilities.

Crosscutting relationships to other bureaus and agencies:

- The wildland fire problem knows no agency or administrative boundaries and is larger than any single agency budget capability (Federal, state, or local). As a result, extensive cooperation among agencies has developed over time. One example is the creation of the National Wildfire Coordinating Group, which includes representatives from all Federal wildland fire agencies, State fire management agencies, Indian Tribes, and the Federal Fire Administration.
- The wildland fire community has sponsored the development of position, qualification, and training standards; safety requirements; equipment standards; mutual aid agreements; fire planning processes; prevention analysis; and mitigation techniques.
- Cooperative agreements, developed in conjunction with rural fire departments, State fire organizations, and Federal cooperators, are an integral component in developing Fire Management Plans, delineating initial attack response areas, formulating strategies and tactics, and conducting efficient and safe overall suppression operations.
- Thanks to enhanced interagency cooperation, fire facilities are now being constructed to house both Bureau and local agency resources; these are built only after effectiveness and efficiency opportunities have been reviewed.

Program Evaluations:

- Federal Fire Activities (GAO/RCED-99-233), August 1999, provides information on how the USFS and BLM manage their wildfire programs. It covers the process used to determine the funds needed to prepare for fighting fires, the roles and responsibilities of NIFC in mobilizing firefighting resources, and the types of agreements reached among Federal, State, and local firefighting organizations. The report recommended a strategy be developed to rebuild the firefighting workforce and to develop a strategy for converting to narrowband radio technology.
- Reimbursement of Firefighting Costs (No. 98-I-551), July 1998. The OIG conducted the evaluation to determine whether BLM field offices were recovering appropriate amounts for reimbursable firefighting activities. The report concluded that BLM was not recovering appropriate amounts for reimbursable firefighting activities for human-caused fires. It recommended that all fires be adequately investigated and that BLM develop procedures to document reimbursability and associated costs for assistance-type fires.
- Information About Land Management Agencies Wildfire Preparedness Activities (GAO/RCED-98-48R), December 1997, provides information about the five Federal land management agencies' (USFS, BLM, BIA, NPS, and USFWS) wildfire preparedness activities. It discusses the amount of money the land management agencies spent on Federal wildfire preparedness during fiscal years 1992 through 1996, the amount that they spent for State and local wildfire preparedness activities, the amount of equipment and personnel the Federal agencies loaned State and local entities, and the process the Federal agencies used to formulate budget requests. This report provided data but did not make any recommendations.
- Land Management Agencies' Wildfire Suppression Expenditures (GAO/RCED-98-140R), April 1998, provides information about the five Federal land management agencies' wildfire suppression activities. It discusses the amount of money the land management agencies spent on Federal wildfire suppression during fiscal years 1993 through 1997 and the major categories of wildfire suppression expenditures. This report provided data but made no recommendations.

1.5 Improve Land, Resource, and Title Information

The Bureau of Land Management produces volumes of information about the public lands and resources — information as varied as the location and condition of natural resources and habitats, historical land titles created during early settlement of the nation, facilities for recreational use, records relating to commercial leases or production; research on land health, land patents, uses of Indian Trust lands, and a variety of other types of records. This information is valuable to the general public; land users; educational institutions; countless public interest groups; other Federal, State, Tribal, and local agencies; scientific communities; legal researchers; and private businesses. It is also used internally by BLM for land management decision-making. This goal area focuses on making BLM's information available to external parties.

BLM's information is stored in a number of different formats. Some information is maintained on paper, including maps, photographs, historic leather-bound land patent books, brochures, research papers, and reports. Other information is in electronic formats, such as digital Geographic Information System (GIS) maps, word processing files, scanned images of paper records, and digital records databases. Still other information is actually located right on the ground, such as cadastral survey brass cap markers, special area boundary markers, portal signs, road signs, interpretative signs, and trail markers.

Because information is a valued commodity, the BLM seeks to make available as much of it as possible. Before that can be done, however, appropriate formats must be determined, data must be standardized so it is compatible with information from other agencies or sources, the quality of the data must be validated, and data must be converted to an accepted format and media and made readily accessible.

In addition to providing information in traditional ways to meet customer expectations, the Bureau seeks to provide access through the Internet, or through other electronic formats for large data files. At this time, each BLM State Office and most field offices have web sites containing local information.

The increasing number of users to both BLM's information web sites and 'service delivery' web sites indicates that there will be a continuing demand for electronic delivery of BLM information and services. The BLM has existing web sites for general public information, which had about 6.6 million visitors over the past 2 years. The Wild Horse and Burro Adoption site has had about 350,000 visitors in 2 years. The Environmental Education site was awarded a USA Today "Hot Site" award. The General Land Office Records site, where the public can view and obtain copies of land patents, had 30 million visits in 1999. BLM also participates in the multiagency *recreation.gov* website, a popular site that provides recreation information on Federal lands, and operates the Automated Fluid Minerals Support System, which serves about 3,500 petroleum operators.

Management Challenges and Opportunities Related to Land, Resource, and Title Information

Although BLM has been providing information to the public and others for decades, there are still some significant challenges ahead:

- The BLM must determine what core data is priority and should be made available.
- Information accessibility will be important to continued collaborative efforts with others. BLM's

partnerships with groups such as the Western Governor's Association, the National Association of Counties, the National Academy of Public Administrators, and other local, State, and Federal agencies all rely on information sharing.

- There are increasing demands and expectations from constituents and interest groups for information about the condition of public lands and resources. In general, demand for BLM's data is increasing exponentially as the technology becomes more accessible to users.
- Sometimes demands for information are so focused in specific geographic areas that it becomes difficult for small offices to meet the resulting high demand levels.
- Some locational information, such as the property boundaries of newly designated National Monuments or other special areas, may not yet be determined and marked on the ground.
- Data must adhere to a common standard in order to be reliable and relevant. These attributes are the key to sharing, linking, and integrating data from various sources. Establishing standards for some natural resource data may be difficult, given the wide variety of uses.
- Information will continue to be requested in various media, requiring duplication and added maintenance workloads.
- Quality control will be needed to ensure that BLM's data and information are reliable and current.
- Advanced technologies must be available to assure wide dissemination of information on a variety of media. While the Internet and internal Intranet will help provide better and faster access to information, they also raise potential Privacy Act and data security concerns.
- The BLM must provide more of its services electronically. The Internet and World Wide Web have contributed to an increased demand for electronic information and services. The *Government Paperwork Elimination Act of 1999* (GPEA) requires all Federal agencies to meet this demand electronically by the end of 2003.

Long-Term Goal 1.5.1: By FY 2005, post on the Internet 4,260,000 public land records to assist title, use, survey, resource, historical, and genealogical research and retrieval.

Baseline Statistics:

In 1998, 2,000,000 conveyance records and survey plats were posted on the Internet by BLM's Eastern States Office. There were an estimated 30 million customer hits in 1999 at this BLM General Land Office (GLO) web site. The 4,260,000 records in the long-term goal above will include GLO/BLM conveyance records, acquisition records, use records, survey plats, and field notes for the 30 Public Land Survey States.

Goal Description:

On May 1, 1998, 2 million GLO land title records were web-enabled at www.glorerecords.blm.gov,

allowing customer access to data and images. The response has been astounding: more than 1,053,000 customers have accessed 42 million pages, generating 16 million data and image requests. The automation of Serial patents, representing all BLM patents issued from 1908 to the 1960s, will be completed in FY 2002, expanding the website to include images of western U.S. records. By FY 2005 additional Indian Trust records, agricultural scripts, timber culture records, mineral certificates, military bounties, railroad lists, State selections, survey plats and field notes, use authorization records, withdrawals, and acquired land conveyance records will be automated and posted on the Internet. Customers will be able to query BLM data to access images of land title, land use, and survey documents.

Strategies to achieve this goal:

- Upgrade the information technology for scanning and indexing historic records.
- Utilize customer feedback via e-mail to refine the BLM web site and correct data errors.
- Assess and improve customer satisfaction.
- Improve the effectiveness of BLM records automation through partnerships with Federal, State and local agencies; Indian Tribes; and private organizations.

Key factors affecting goal achievement:

- A level budget in FY 2001- FY 2005 will gradually reduce the capability to maintain the automation process at a cost-efficient production rate. The costs for systems maintenance and support will consume 20 percent of the budget, while labor costs will continue to rise 3 to 5 percent per year.
- Web-based presentation of BLM's data will require universal distribution of stable servers and computer hardware and software, interconnected with high-end capabilities.

Crosscutting relationships to other bureaus and agencies:

- The BLM, the Bureau of Indian Affairs (BIA), and Indian Tribes are cooperative partners in the documentation of Indian-related title records through the GLO web site.
- The BLM is cooperating with international, Federal, State, and local governmental entities in exchanging records automation technology.
- Agency personnel and the public will access the web site to validate land status data against an image of the actual title document.
- The GLO records being posted on the Internet are utilized by title companies in constructing title abstracts.
- Surveyors access survey plats and field notes for use in retracing the original government surveys.
- Historians search the GLO records to document migration patterns associated with westward migration, including pinpoint locations of historical roads and dwellings.
- Resource specialists search the GLO records for historical vegetation and soil observations.
- Customers from all walks of life access the web site to glean family history and genealogical information.

Program evaluations:

There have been no recent evaluations related to this goal area.

Long-Term Goal 1.5.2: By FY 2005, provide accessibility to 20% of BLM's western townships with land status, boundaries, and geographic coordinates in digital format on the Internet.

Baseline Statistics:

The total number of Geographic Coordinate Data Base (GCDB) townships to be collected is 31,625.

Goal Description:

This goal is based on the need to provide the most accurate available location information for the digital boundaries of land parcels recorded in BLM's survey, GCDB, and land title records. BLM's information must be consistent and integrated with the data of other major stakeholders such as the USFS and Tribal, State, and local governments. Meeting this goal should minimize litigation and conflicts based upon conflicting or inconsistent land parcel portrayals, allowing decisions to be supported by a common cadastral data solution across government agencies and private entities.

The GCDB is the single largest source of parcel boundary data and provides the most accurate information defining the boundaries associated with land title. The demand for GCDB data is significant and will continue to increase as we enter the information age. Decision makers and the public will demand not only more data, but also data that is consistent across government organizations and private industry. As more groups and organizations implement land and geographic information systems (e.g., the Western Governor's Association; the National Association of Counties; Tribal, local, county, and State governments; Federal agencies; nonprofit organizations; and private industry), the GCDB will play a critical role in defining boundaries for mapping purposes consistently across organizations, reducing conflicts related to inconsistent and inaccurate portrayals.

Customers will query BLM's land, resource, and title information web site to gain access to geographically referenced digital maps. These maps will portray the current status of BLM's lands and interests in these lands.

Strategies to achieve this goal:

- Implement scientific information technologies such as the National Integrated Land System (NILS) to improve production and maintenance.
- Integrate the production and maintenance of coordinates into land surveyors' day-to-day work.
- Adopt, promote, and develop standard tools, processes, and data standards that will allow BLM to pool digital data sets of parcels (polygon) across government agencies.
- Enhance communications regarding GIS activities across government agencies and between cadastral and other disciplines.
- Expand partnerships with other Federal agencies as well as county and local government organizations.
- Use advanced technologies, e.g., GPS and related technology, for GIS to improve productivity.
- Develop and upgrade the information technology for parcel and measurement data base management.
- Develop and upgrade the information technology for parcel and measurement management digital display.

Key factors affecting goal achievement:

- This goal assumes level funding.
- The technical capabilities identified in the National Integrated Lands System (NILS) project are needed to meet the goal.

Crosscutting relationships to other bureaus and agencies:

- The BLM, USFS, BIA, USFWS, USBR, COE, Tribal governments, State agencies, and counties

provide funding and partnership resources to obtain Federal and Tribal boundaries and collect integrated GCDB data.

- The BLM, USFS, and a consortium of counties are cooperating to integrate cadastral data and derive common data solutions so they can collectively address ecosystem management, the National Environmental Policy Act (NEPA), and urbanization.
- NELS provides a common set of tools and a governmentwide data model to support landscape-based initiatives.
- The BLM, through the Interagency Cadastral Coordination Committee (ICCC), coordinates budget and workloads for cadastral surveys and digital portrayal of the parcel layer across Federal government/Tribal agencies.
- The BLM has data-sharing agreements with over 125 counties and more than 30 State and Federal organizations.
- The GCDB is the cadastral data base most commonly used by counties and Federal agencies in the western United States.

Program evaluations:

There have been no recent evaluations related to this goal area.

Long-Term Goal 1.5.3: By FY 2005, provide information on the Internet about the status, condition, and use of BLM lands for six priority program areas.

Baseline Statistics:

The BLM is increasing the amount of information posted on the Internet concerning status, condition, and use of the public lands. BLM has about eight priority program areas.

Goal Description:

BLM's information about public land ownership, status, and condition is of great interest to a wide variety of parties, including public land users; other Federal, State, Tribal, and local agencies; the scientific community; and the private sector. While a significant amount of information is available in several program areas, more work can be done to provide information of interest in other areas, such as grazing allotment condition, wildlife habitat, land use planning, and land health.

With the many sources of web-based data in the 160+ offices in BLM, an inventory must be completed to determine what data is currently posted for specific areas, as well as what needs to be posted. Data then must be prioritized, since the expense of making it all available would be prohibitive.

To simplify the retrieval of information by diverse organizations, data standards must be developed and adhered to by all parties. Quality control will be essential to ensure that BLM's data and information are reliable and current. Systems enhancements will also be necessary over time.

Strategies to achieve this goal:

- Complete an inventory of existing web sites and the scope of the information they contain.
- Identify priority information that is not contained on existing web sites.
- Prioritize program areas for posting on the Internet.

- Identify potential sources of information to post on the Internet.
- Implement scientific information technologies such as NILS to improve compatible data production and maintenance.
- Adopt, promote, and develop standard tools, processes, and data standards to allow BLM to pool digital data sets across government agencies.
- Enhance communications regarding geospatial activities across government agencies and between all land management interests.
- Expand partnerships with other Federal agencies as well as State, county, and local government organizations or interest groups.

Key factors affecting goal achievement:

- Achieving the long-term goal is based upon having funding available for purchasing advanced information technologies and for converting data.
- BLM employees must gather data and ensure it is ready for posting on the Internet.

Crosscutting relationships to other bureaus and agencies:

- The BLM, USFS, and a consortium of counties are cooperating to integrate cadastral data and derive common data solutions so they can collectively address ecosystem management, NEPA, and urbanization in the West.
- NILS provides a common set of tools and a governmentwide data model to support landscape-based initiatives.
- The BLM has data-sharing agreements with over 125 counties and more than 30 State and Federal organizations.
- The President's Northwest Forest Plan led to the development of multiple locally managed land management data sets.

Program evaluations:

There have been no recent evaluations related to this goal area.

Long-Term Goal 1.5.4: By FY 2005, triple the number of business lines conducted by E-Government means with the public, Tribes, and other agencies.

Baseline Statistics:

BLM has taken initial steps to gain experience in this area with the following sites:

- *General Land Office (GLO)*– over 2,000,000 record images (about half of total patent records) in a searchable data base (over 1,600,000 customer hits accessing 42,000,000 pages and generating 16,000,000 data and image requests over the past 2 years).
- *Recreation.gov* – a multiagency web site in which BLM is an active participant that is designed to provide searchable information about recreation opportunities on Federal lands.
- *Wild Horse & Burro Adoptions* – a site with 350,000 visitors and 165 adoptions over the past 2 years.
- *On-line Public Room* – in the pilot stage.
- *Automated Fluid Minerals Support System (AFMSS), electronic commerce phase* – piloted in 1999 and implemented March 2000 (potential annual volume: 2,500 Applications for Permit to Drill (APDs), 2,000 well completion reports, and 150,000 sundry notices). AFMSS serves about 3,500 petroleum operators. Approximately 50 percent of these operators voluntarily file all required applications and reports electronically (totaling about 154,000 documents). This is expected to increase to 80 percent by 2003,
- *BLM On-line Bookstore*-- a BLM experiment with true e-commerce; BLM operates the “California BLM Bookstore,” where members of the public can purchase California BLM materials on-line.

Goal Description:

The Government Paperwork Elimination Act of 1999 directs agencies to provide a significantly higher degree of electronic access to information and services. Traditionally, information and services have been provided in paper form, either in person at our Public Rooms or remotely using regular mail. On the ground, information and services are provided in the form of signs and survey corner monuments. The popularity of the Internet and World Wide Web has dramatically increased the demand for electronic information and services.

In planning for a successful transition to providing information and services electronically, BLM must address the following questions:

- What kind of information should be publically available?
- How should that information be made available?
- What services should be available electronically?
- What are the actions and resources needed to meet these goals?
- What resources will be devoted to these goals?

It is clear that, given limitations on funding, we must collect, manage, and make available as much of our information as possible electronically, as well as providing services electronically whenever practical. It will always be essential to provide accurate and identifiable survey monuments as well as understandable and useful signs in the field, and the demand for maps and other paper-based information will always exist. However, BLM must ensure that these on-the-ground monuments and paper records accurately match its electronic information.

Strategies to achieve this goal:

- Complete a business process analysis both internally and with our customers to determine what, why, and how information and services should be made available to our customers and other members of the public.
- Implement comprehensive data management that establishes clear authority and responsibility, adopts meaningful standards, monitors and improves data quality, and meets the business needs of BLM and its customers.
- Develop or acquire applications and supporting technology that efficiently and cost effectively meet the needs of BLM and its customers, and establish easy-to-use portals for customer access to BLM information and services.

Key factors affecting goal achievement:

- Adequate time and knowledgeable staff will be available to complete the business process analysis that defines the business needs of BLM and its customers.
- Financial resources will be available to accomplish this goal, including the technological infrastructure needed to support information delivery.

Crosscutting relationships to other bureaus and agencies:

The BLM is both a customer for and supplier to numerous Federal, Tribal, State, and local governments for information and services. In addition, relationships exist with other land-managing units of government (at all levels), such as managers of adjacent or nearby lands and resources.

Program evaluations:

There have been no recent evaluations related to this goal area.

1.6 Provide Economic and Technical Assistance

The BLM provides various types of economic and technical assistance to many State, local, and Tribal governments and to Alaska Natives, as established by specific statutes. The BLM is responsible for:

- disbursing payments of shared revenues derived from activities on the public lands;
- disbursing payments-in-lieu of taxes (PILT);
- conveying land to Alaska Native peoples, Native corporations, and the State of Alaska under the Alaska National Interest Lands Conservation Act (1980), Alaska Native Claims Settlement Act (1971), and the Alaska Statehood Act (1958) mandates;
- settling Alaska Native and American Indian allotment land claims;
- providing Tribes with technical assistance to develop leased energy/minerals resources;
- providing fire suppression services on all Federal and Native lands in Alaska; and
- adjusting land tenure between Federal agencies and States.

Management Challenges and Opportunities Related to Economic and Technical Assistance:

The BLM must meet its statutory responsibilities to convey land to Alaska Native peoples and corporations, to the State of Alaska, and to other States and beneficiaries. In addition, BLM will strive to provide land and other resources to support community economic and infrastructure development when consistent with BLM's local land use plan and other statutory and regulatory requirements.

The BLM is also charged with developing and maintaining government-to-government relationships with Native American Tribal Governments and with compacting and contracting certain functions with Native American and Alaska Native entities under the Indian Self-Determination and Education Assistance Act, as amended.

Long-Term Goal 1.6.1: By FY 2005, establish 33 formal agreements with federally recognized Tribes for managing tribal minerals and cadastral survey and for administering public lands (through P.L. 93-638 contracts, self-governance agreements, cooperative agreements, and technical assistance).

Baseline Statistics:

There are over 550 federally recognized Tribes. The 33 agreements referred to in the long-term goal represents a cumulative number.

Goal Description:

Development of formal agreements with federally recognized Tribes supports the President's and Secretary's goals of increased tribal inclusion in BLM programs. The Bureau has a unique role to play in assuring that these objectives are attained. The BLM has trust responsibilities for various programs, along with opportunities to involve Tribes in administering public lands across at least the following programs: on-shore mineral leasing, cadastral survey, land and realty actions, wildlife, and cultural resources.

The development of formal agreements with Tribes, including provisions for funding, can have a direct and lasting impact on the economic welfare of Tribes. The self-governance agreements under P.L. 93-638 and agreements under the Federal Oil and Gas Royalty Management Act for management of portions of the minerals program can provide opportunities for Tribes to manage and develop tribal mineral resources. The efforts under the cadastral survey program can also provide many training and resource management opportunities for additional Tribes. Tribal inclusion in the administration of the public lands can improve the dialog between BLM managers and the Tribes, as well as providing opportunities for Tribes to assist BLM in managing and protecting public lands, some of which are ancestral tribal lands.

Strategies to achieve this goal:

- Respond within regulatory time frames to all requests to establish self-determination agreements for tribal minerals management or cadastral survey.
- Seek opportunities to transfer public land work that would be done under contract to interested Tribes to accomplish under self-governance agreements.
- Seek opportunities to establish Federal Oil and Gas Royalty Management Act agreements with Tribes for tribal oil and gas work.
- Consult regularly with Tribes about opportunities for cooperative management of areas and/or programs of concern and interest to the Tribes.

Key factors affecting goal achievement:

- The long-term goal assumes level funding. If there were an increase in funding, the number of opportunities to sign agreements with Tribes would greatly increase in number and quality.
- Tribes have some reluctance to sign documents with the Bureau unless there is a clear opportunity to meet tribal goals. The availability of funding or opportunities for economic development, jobs, or other benefits would significantly increase Tribal willingness to enter into agreements.

Crosscutting relationships to other bureaus and agencies:

- The BLM seeks opportunities to consult with Tribes and develop agreements that include other

agencies wherever possible; in the Pacific Northwest, this includes efforts with the USFS; in the Four Corners area, this includes the NPS and USFWS, which often join BLM in consultation and cooperative agreement activities.

- All relevant bureaus of the Department of the Interior (DOI) are involved in developing self-governance regulations with Tribes; the bureaus are also working with the Office of Self-Governance to try to increase agreements between Tribes and all DOI bureaus.
- The Interagency Minerals Steering Committee, composed of the BLM, BIA, and MMS, meets regularly to determine how best to achieve goals for better cooperation and the development of effective self-determination agreements for managing tribal minerals.

Program evaluations:

- Evaluation of the structure and operations of the Native American Office, Santa Fe, NM: This evaluation concluded that the best use of resources would be to relocate Office personnel to field locations in the Bureau and to establish one Native American Coordinator position in the Washington Office. As of FY 2000, the Native American Office is placing its people in field locations and filling the Native American Coordinator position in the Washington Office.

Long-Term Goal 1.6.2: By FY 2005, complete 80% of actions on existing energy and mineral leases on Indian lands while protecting/enhancing environmental values and minimizing future liabilities.

Baseline Statistics:

The goal is to complete 80 percent of actions using 1998-1999 as the comparative baseline (100 percent).

BLM provides technical assistance to Tribes to support oil and gas operations in eleven states, generating \$76 million in gas royalties and \$32 million in oil royalties from 3,689 producing or producible oil and gas leases. BLM also provided technical assistance on six coal leases in three States in 1998-1999. These coal leases cover about 120,000 acres of land. In 1998, coal leases produced about \$60 million in royalties for the Tribes. BLM also supports 107 other solid mineral operations in nine states. These operations cover about 37,796 acres and produced about \$9 million in royalties for the Tribes in 1998.

Goal Description:

The BLM must provide support for leases and permits issued by the Tribes/Bureau of Indian Affairs (BIA). BLM has a trust obligation to support activities on Indian lands while protecting/enhancing environmental values and minimizing future liabilities.

The BLM anticipates that demand for natural gas will increase as a result of the Kyoto Protocol and the nation's growing need for sources of clean energy. The Southern Ute Indian Tribe Coal Bed Methane EIS, expected to be completed in FY 2000, will result in an increase in applications for permit to drill (APDs), as well as the operational and inspection/enforcement workload. The Northern Cheyenne may enter into Indian Mineral Development Act agreements for coal. Other Tribal leases issued jointly by the Cherokee, Chickasaw, and Choctaw Tribes may be activated on the Arkansas River in Oklahoma. Activities associated with energy development would provide increased employment to Tribes.

Many of these mineral operations also produce sand and gravel from lands near rapidly growing urban areas. The BLM can provide additional assistance to the Tribes by completing mineral appraisals, exploration permitting, and mine plan reviews. Substantial growth is anticipated in this program.

Strategies to achieve this goal:

- Provide technical services to tribal and Indian allottees, prioritizing the workload so that the most critical areas of concern are addressed.
- Maintain quality control on contracts with Tribes through P.L. 93-638.

Key factors affecting goal achievement:

- The goal assumes level funding and no growth in demand for services from Tribes or individual Indian allottees.
- If BLM is unable to provide the technical assistance to Tribes or individual Indian allottees for mineral development, some mineral development activity on tribal or allotted lands will be forgone. This will cause economic hardship for Tribes and individual allottees, as well as potential litigation.
- Additional contracts, under P.L. 93-638, for priority technical services for Tribes and allottees will further reduce the remaining funding available to meet the needs of noncontracting Tribes and individual Indian mineral owners. At a projected accomplishment level of only 80 percent, any further reduction of services may represent an untenable risk to the Department.

Crosscutting relationships to other bureaus and agencies:

- The BIA, BLM, MMS, Office of Surface Mining (OSM), the Office of the Special Trustee, and the Office of Trust Fund Management are cooperating agencies in managing Tribal and allotted Indian lands.

Program evaluations:

- The BLM is evaluating the Inspection and Enforcement program and is preparing a comprehensive inventory and review of orphan and idle/inactive wells on tribal and allotted Indian lands.
- The OIG is expected to review contracted functions in the near future.

Long-Term Goal 1.6.3: By FY 2005, complete 9.5 million acres of projected land disposals and land conveyances in Alaska, and meet 80% of expected demand outside of Alaska, in support of local community and State economic needs.

Baseline Statistics:

The BLM expects to receive requests for about 9.5 million acres of disposals and conveyances in Alaska between FY 2000 and 2005, as well as requests for an estimated 400,000 acres outside of Alaska.

General Description:

The BLM has a long history of providing support for both local community and Statewide economic needs through the disposal and conveyance of lands for community expansion, open space, scientific purposes, environmental values, wildlife habitat, threatened and endangered species protection, recreational activities, educational purposes, historic preservation, emergency protection, economic

development, and other purposes. These lands are conveyed under several authorities and programs, including the Recreation and Public Purposes Act; land exchanges; land sales; desert land entries; color-of-title transfers; legislative transfers; state indemnity selections; and airport, Alaska, and other conveyances. The BLM has personnel in almost every field office responsible for completing land disposals and conveyances in support of local needs.

Strategies to achieve this goal:

To meet or exceed the goal of completing projected land disposals and land conveyances to support local community and State economic needs, the BLM will:

- Continue to provide support for both local and State-level economic and development needs in conveying Federal lands.
- Support legislative and regulatory efforts to improve existing, and provide additional, land disposal authorities.
- Train lands and realty staff in processing land disposal actions.
- Retain the current workforce and provide incentives to improve capability.
- Work in cooperation, consultation, and collaboration with local and State governments, Tribes, interest groups, and individuals to achieve and sustain common economic and development objectives.
- Utilize alternative dispute resolution methods to resolve and avoid issues.

Key factors affecting goal achievement:

- The long-term goal assumes level funding, which will result in a slight decline in accomplishment levels over five years. Increased funding would allow additional support to local communities.
- Legal challenges and disputes will be resolved in a timely manner.
- Increased urbanization of the West will likely increase the complexity of land disposal activities.
- Requirements for land use planning, NEPA analyses, threatened and endangered species, cultural resources, Tribal consultations, etc., are becoming more complex.
- The authority to retain land sale receipts could change.
- The BLM's workforce capability will not remain constant.

Crosscutting relationships to other bureaus and agencies:

- The BLM coordinates its efforts to assist local communities with other agencies whenever possible. Examples include the USFS, military and defense agencies, Department of Housing and Urban Development, the Department of Energy, and many others.
- The BLM works with other Federal agencies and State, Tribal, and local governments on collaborative planning efforts.

Program evaluations:

Recent internal evaluations and external audits have focused on BLM's land exchange program, including a BLM program evaluation in September 1999, two OIG audits of Nevada Land Exchange Activities (96-I-1025 and 98-I-689), and a June 2000 audit by the GAO (GAO/RCED-00-73). As a result, the BLM:

- Has identified specific process improvements.
- Will complete a follow-up review of the land exchange program in FY 2001.
- Is increasing assessments and reviews to improve the land exchange process as well as other land tenure programs.

2.0 Restore and Maintain the Health of the Land

The health of BLM-managed land continues to be of paramount importance to the Bureau. The condition of the land is the key to sustaining the benefits of those lands over the long term. Healthy lands are productive lands. Because healthy lands are also more resilient to environmental fluctuations and disturbances, they can sustain uses such as recreation, livestock grazing, timber harvesting, hunting, and fishing on a long-term basis. If the condition of our public lands has been degraded in some areas, then restoring those lands to a more healthy condition becomes a high priority.

There are many challenges facing BLM in managing for healthy lands. Most of the lands managed by the BLM are characterized by thin soils and very low annual precipitation. These lands are also subject to a wide variety of environmental stresses. In some areas, it will be impossible to restore the lands to their previous resiliency and diversity. In other areas, decades may be required to demonstrate any real progress.

The scattered land ownership pattern in many locations will require cooperative, integrated strategies and actions to achieve desired results. Partnerships will be crucial to success.

Another limiting factor is the current imprecise knowledge and understanding of the interrelationship of ecological functions and processes. As ecosystem characteristics become better understood and more predictable, it will be possible to manage with greater knowledge of the risks and benefits involved in each case.

Public values and expectations have been changing in recent years. The BLM has surveyed its customers and stakeholders to document those changes. It is clear that more Americans are taking interest in BLM lands; they have greater expectations that those lands will be managed properly and kept in good condition. This is becoming more evident, particularly as private lands continue to be developed.

The key elements of BLM's strategy for achieving healthy lands are: (1) *Understand the condition of the Public Lands* including developing standards, assessments, and land use plans, and (2) *Restore at-risk resources and maintain functioning systems*. These elements are described in the following sections.

2.1 Understand the Condition of the Public Lands

To sustain the health, diversity, and productivity of the public lands, land managers need sound information about resource conditions, ecological trends, and ecosystem function. Also important to sound decision-making is information about the sustainability of public land uses and the contribution these uses make to local and regional socio-economic conditions.

The BLM is committed to using the best scientific and technical information available in making resource management decisions, and to sharing that information with its partners. The land use planning process, required by statute, is the means by which BLM systematically involves State and local governments, Indian Tribes, and other entities and individuals in laying out the parameters under which specific lands will be managed.

Standards: The BLM has developed land health standards for all its rangelands, as well as other areas, such as the forests in the Pacific Northwest. Standards describe the physical and biological condition or degree of function necessary to sustain the health, diversity, and productivity of the lands. BLM's standards were developed over several years in consultation with 24 chartered Resource Advisory Councils located throughout the west. Using this approach, it was possible to reflect regional ecological variations and ensure better understanding of and support from local communities. BLM's land health standards for public rangelands were approved by the Secretary of the Interior in accordance with established regulatory requirements.

The BLM uses these standards as benchmarks for assessing current conditions and trends, as well as for proposed uses to determine under what conditions, if any, proposals should be authorized. Eventually, the BLM expects to have established standards for all of the lands it manages

Management Challenges and Opportunities Related to Understanding the Condition of the Public Lands

Assessments: For the past several years, the BLM has recognized the need for implementing a systematic approach for conducting assessments. Assessments may be local, regional, or national in scope, as BLM works at different levels-- small local areas such as grazing allotments; medium-sized areas such as regions, watersheds, or physiographic provinces; and large areas encompassing Statewide or national concerns. These different levels are required for local management decisions such as grazing allocations; regional issues such as desert tortoise, spotted owl, salmon, or willow flycatcher habitat; and Bureauwide responsibilities such as reporting to Congress or developing national policy. While BLM's assessment system must meet these needs simultaneously, the Bureau needs personnel and dollars to complete all of these assessments. BLM also needs science, assessment methodologies, and technologies that are powerful, efficient, robust, affordable, and practical. These must be able to be implemented by our staffs, while being understandable to customers and stakeholders, and they must stand up if challenged in court.

In the past, assessment needs and capabilities focused on the local level and provided the information needed to take local actions on specific land areas. Experience in the Pacific Northwest and Columbia Basin have provided us with better assessment capabilities at the regional scale, and BLM can now do a better job of focusing intensive investigation efforts in priority areas or areas at risk. In December 1999, a national prototype assessment was developed to help identify the best ways to proceed with an overall

assessment strategy. Future assessments will address social and economic information as well as biological and physical features of the landscape.

Current Federal efforts under the Clean Water Act and other factors have led BLM to focus on watersheds or subbasins as the common assessment unit, given the pattern of BLM land holdings and other criteria. A watershed approach facilitates integrated management strategies that consider ecological interrelationships. In addition, watersheds can be catalogued as geographically referenced reporting units based on commonly accepted standards. Watersheds consists of three important components: rivers and other water bodies, terrestrial upland areas, and transition riparian zones.

The BLM will identify *priority subbasins*, which may encompass more than one watershed, to ensure that these areas receive more immediate attention. Priority subbasins will be delineated based upon several criteria, including whether lands are in the National Landscape Conservation System, proximity to planned community growth areas, importance for public water supply purposes, significance of habitat and heritage values, and potential for commodity production.

Land Use Plans: BLM determines how lands will be managed through land use planning. Land use planning is required by BLM's "organic act," the Federal Land Policy and Management Act of 1976. In February 2000, the BLM submitted to Congress, as required by a provision in its FY 2000 Appropriation Act, an initial assessment of its 162 land use plans currently in place. Further evaluations will focus on changes that may have occurred since the plans were completed, and on which plans need to be updated or revised. Assessments should provide the primary information base for the planning efforts.

Long-Term Goal 2.1.1: By FY 2005, assess the condition of the public lands within 150 priority subbasins.

Baseline Statistics:

Number of subbasins in the 11 western states and Alaska:	939
Number of subbasins with 80-100 percent BLM land:	33
Number of subbasins with 60-79 percent BLM land:	53
Number of subbasins with 40-59 percent BLM land:	74
Number of subbasins with 20-39 percent BLM land:	121
Number of subbasins with 1-19 percent BLM land:	307

Goal Description:

The BLM is working to develop cost-effective methods to assess the condition and use of the public lands. These assessments are expected to provide regional pictures of current and projected (1) resource conditions and use, (2) risks or threats to sustainable resource values, and (3) opportunities for enhancement of resource values through management intervention. The subbasin review is designed to assess priorities within a subbasin. The process will be designed to feed these results into a larger understanding of the condition of the BLM lands as a whole.

The BLM is committed to having a comprehensive resource assessment strategy in place by 2001. This

strategy will integrate assessment needs over multiple scales (high, medium, and low). One of the purposes of mid-scale assessments is to help identify priority subbasins, which are then used to focus BLM's restoration activities. The subbasin is a medium-sized unit within the widely accepted USGS hierarchy of watersheds.

Mid-scale level assessments are used to establish a baseline condition from which to measure change over time in response to restoration actions. The goal of 150 subbasins reflects an estimate of the number of priority subbasins that will be assessed for baseline conditions or reassessed to determine change from baseline.

Strategies to achieve this goal:

- Develop and implement a comprehensive resource assessment system across the public lands that:
 - Is focused at the mid-scale level,
 - Uses the hydrologic subbasin as the basic geographic building block,
 - Uses a minimum suite of indicators,
 - Is applied in cooperation with partners, and
 - Is updated periodically.
- Use the assessment strategy as a basis for setting priorities for planning and restoration actions. Factors to be considered will include the amount of public land contained within each subbasin, the relative importance of issues associated with those public lands, and opportunities for cooperative efforts among landowners.
- Initiate resource assessments on those areas where additional information is needed to determine if existing land use plan decisions are meeting resource needs. For example, it may be necessary to conduct assessments of habitat conditions in an area to determine if land use plan decisions meet the habitat needs of sensitive species such as sage grouse, or if BLM actions and decisions are affecting the attainment of clean water standards.
- Develop schedules for further assessments (Hydrologic Unit Code (HUC) levels 5/6) and needed resources in priority watersheds.

Key factors affecting goal achievement:

- A credible and affordable assessment strategy will be developed by the end of FY 2000.
- The BLM will receive at least level funding.
- Other agencies and organizations will continue to adopt common data standards and presentation formats to facilitate information sharing.
- Congress, the public, and the courts will accept the “minimum suite of indicators” as constituting a reasonable balance between scientific credibility and funding realities.

Crosscutting relationships to other bureaus and agencies:

- The BLM will use data and information from other agencies whenever applicable (e.g., EPA's Index of Watershed Indicators).
- The Bureau will seek common indicators that can be applied across jurisdictional boundaries.
- The BLM will seek to address identified gaps in knowledge or methodology through the established research process with USGS's Biological Resources Division, as well as developing new avenues to accomplish research through universities or State and Tribal entities.

Program evaluations:

There have been no recent evaluations related to this goal area.

Long-Term Goal 2.1.2: By FY 2002, review 100% of BLM's existing land use plans and associated NEPA documents and initiate priority amendments or revisions as necessary to reflect new information and management strategies.

Baseline Statistics:

There are currently 162 land use plans.

Goal Description:

Land use plans provide the basis for nearly all decisions affecting the public lands. Land use planning is required by BLM's "organic act," the Federal Land Policy and Management Act of 1976. Over the past two decades, BLM has developed land use plans for most of its lands. However, resource issues have grown at a rate that exceeds BLM's ability to resolve them in Land Use Plans -- much less address recent trends or expected demands over the next several decades, such as:

- standards for implementing the Clean Water Act and Clean Air Act,
- the listing of many species under the Endangered Species Act,
- rapid population growth in the West,
- loss of wildlife habitat,
- increased (and changing) recreation demands,
- increasing demand for natural gas, sand, and gravel,
- discoveries of new cultural or paleontological resources,
- changing approaches to fire management,
- aggressive invasions of noxious weeds,
- increased demands for open space, and
- new laws require Federal and State agencies to participate in activities occurring on Federal lands.

In February 2000, the BLM submitted to Congress, as required by a provision in its FY 2000 Appropriation Act, an initial assessment of its 162 land use plans currently in place. The BLM will complete in-depth evaluations of existing plans by FY 2002. These evaluations will focus on changes that may have occurred since the plans were completed to determine what needs to be done to maintain, update, or revise them.

Land use planning efforts will consider risks to resources and will evaluate opportunities for improving conditions identified in subbasin assessments, emphasizing collaborative actions with others. Updating BLM's National Environmental Policy Act (NEPA) and planning documents will reduce the risks of litigation and help ensure that BLM achieves a greater degree of success in meeting its program goals.

Strategies to achieve this goal:

- Review planning and NEPA documents to address:
 - New statutory or judicial mandates.
 - Changes in resource conditions such as new species listings, weed invasions, or declining water quality.
 - Anticipated changes in use such as natural gas production, coalbed methane development, land tenure adjustments, and prescribed burning.
 - Unmet program or administrative requirements such as off-highway vehicle designations, Wild

and Scenic River recommendations, threatened and endangered species consultations, or Clean Water Act total maximum daily load (TMDL) requirements.

- Issues or concerns raised by users, adjacent landowners, or other agencies.
- Amend and revise land use plans consistent with available funding.
- Seek to expand opportunities for collaborative planning with State, Tribal, and local governmental authorities as well as other Federal agencies.
- Revise BLM's land use planning manual/handbook to provide guidance for planning actions, and develop/revise the training course to address planning and NEPA requirements.
- Fill key positions to provide land use planning/NEPA skills and knowledge at all organizational levels. Contract out work where internal capabilities are inadequate.

Key factors affecting goal achievement:

- The BLM will be able to do only very limited corrective planning work with existing funds.
- State and Field Offices must maintain a level of staffing and expertise sufficient to complete evaluations and revisions. Planning and NEPA expertise has been steadily diminishing across BLM; many offices have not refilled vacant planning/NEPA positions.
- The need for land use plan revisions and amendments is often generated by changing circumstances that are beyond BLM's control. These factors include such things as changing resource conditions, increasing resource demands, and evolving legal requirements.

Crosscutting relationships to other bureaus and agencies:

- BLM works with other Federal agencies and State, Tribal, and local governments on collaborative planning efforts and environmental assessments.
- Other agencies, such as the USFS, USFWS, and NPS have planning and NEPA procedures.

Program evaluations:

- The BLM will be evaluating BLM State Offices' land use planning/NEPA reviews and corrective actions.
- Various evaluations have focused renewed attention on land use plans and NEPA documents. Specifically, the Southwest Wyoming oil and gas initiative, the need to renew thousands of livestock grazing permits within a 2-3 year time frame, and Interior Board of Land Appeals (IBLA)/court decisions have all raised questions regarding the adequacy of BLM's land use plans and NEPA procedures.

2.2 Restore At-Risk Resources and Maintain Functioning Systems

Abundant evidence demonstrates the need for making restoration actions a key element in achieving healthy lands. Many land areas do not meet current standards. In some cases, careful, selective management actions can produce useful results. To be effective, however, restoration often requires complex, multi-faceted sets of actions that require investments in land treatments, or projects such as culvert installations and wildlife habitat enhancement measures.

Management Challenges and Opportunities for Restoring At-Risk Resources and Maintaining Functioning Systems:

- **Habitat Restoration:** Many areas of BLM-managed lands contain the habitats of plant and animal species listed under the Endangered Species Act. When species currently being considered for listing are included, most public lands are affected. Listings have been growing, and this trend is expected to continue. This is due, in large measure, to the sprawling development of private lands, which contributes to fragmentation of wildlife habitats. The BLM must, by law, ensure that its actions contribute to the conservation and restoration of listed species.
- **Public Safety:** Primarily centered on the reduction of wildfire hazards, this involves the use of mechanical means and prescribed fires, especially in the urban-wildland interface areas.
- **Riparian and Wetland Areas:** On BLM-managed lands, these areas usually contain the highest concentrations of ecological values. Their viability is often a key to the well-being of the entire watershed.
- **Areas containing high-value commercial resources:** An example of this type of area is the commercial forestlands of western Oregon.
- **Control of Weed Infestations:** The degradation of public lands by invading non-native, noxious weeds is spreading at an alarming rate, leading to a host of serious problems in local areas. Efforts to control the spread of weeds require the cooperative action of land managers and local governments. Currently, the resources available to combat weed infestations dictate a containment strategy. Actions will continue to be targeted at preventing the spread of weeds into the most vulnerable areas.

The BLM will follow principles that have proven effective in past restoration actions. To ensure that budgeted funds are expended to best meet public needs and return the greatest benefits, BLM will use the results of its assessments to prioritize areas and will conduct restoration actions in accordance with the provisions of updated land use plans. A holistic, systematic approach to restoration will be followed by focusing on the subbasin as a unit and recognizing the interrelationship of its three key components: the river and other water bodies, the terrestrial areas of the uplands, and the transition riparian zones. A systematic approach will often require BLM to act cooperatively with other landowners and managers. The BLM will also seek to negotiate restoration actions when authorizing uses of the public lands.

The BLM has documented opportunities to achieve large-scale restoration of rangelands in the Great

Basin and Prairie Grassland ecosystems. Funding for these restorations efforts will be sought through the budgeting process.

Removal of excess wild horse and burros in herd management areas, as discussed under Preserve Natural and Cultural Heritage, will also help restore desirable conditions on the public lands.

Long-Term Goal 2.2.1: By FY 2005, implement water quality improvement prescriptions on BLM lands in 20% of watersheds within priority subbasins that do not meet State/Tribal water quality standards.

Baseline Statistics:

Priority subbasins, and the number of watersheds within these priority subbasins that do not meet State/Tribal water quality standards, will be identified in 2001.

Goal Description:

The BLM is using a watershed approach in working collaboratively with others (States, Tribes, local governments, and interested stakeholders). This approach focuses on managing watersheds for the benefit of water bodies through a variety of actions. BLM is committed to remediating abandoned mines where they are major contributors to water quality problems. Best management practices and complementary management measures will be applied as needed to meet State water quality standards. Improving the condition of water bodies is expected to result in better habitat for fish and other aquatic organisms.

The BLM implements its Abandoned Mine Land Cleanup Program under the auspices of the Clean Water Action Plan, key action item #29, in cooperation with the States and USFS. Watersheds are prioritized by the States. Then the BLM and the USFS work with the states to create partnerships and fund leveraging opportunities to clean up abandoned mine land sites contributing pollution to a watershed segment. After initial pilot programs in 1997-1998, BLM began implementing a national program in FY 1999 with \$10 million in appropriations. Site reclamation typically takes five years from initial assessment through on-the-ground work to administrative closeout.

An orphan well is an unplugged oil and gas well that has no principal responsible party that BLM can order to permanently plug and abandon the well. The obligation then reverts to BLM, the appropriate State agency, or the surface owner. Improperly plugged wells can lead to severe environmental problems, such as undesirable fluids migrating up or down the well bore and contaminating drinking water. Additionally, a well leaking at the surface can pollute surface waters with salt or oil. Lack of adequate funding has created an extensive backlog of abandoned wells that require plugging.

Strategies to achieve this goal:

- Work with States, Tribes, and local governments and interested stakeholders to identify specific watersheds that do not meet water quality standards, involve BLM use authorizations, and provide opportunities for watershed improvement and protection.
- Identify specific smaller watersheds (HUC 5/6) in which to focus water quality and watershed condition improvement efforts. Evaluation factors will include Federal lands status, the magnitude and adverse impacts of impairments, State and Tribal Unified Watershed Assessments, the

vulnerability of the watershed to degradation, and the extent of public interest.

- Identify Best Management Practices and management strategies that meet Federal, State, and Tribal water quality requirements. Adjust Best Management Practices when monitoring shows that water quality protection is inadequate.
- Restore habitats in subbasins that need restoration to conserve multiple species of plants and animals, with priority given to those supporting special status species.
- By 2005, remediate 375 abandoned mine land sites and plug 93 identified unplugged/abandoned orphan wells that are degrading water quality.

Key factors affecting goal achievement:

- Cooperation with other Federal agencies will be required in developing common frameworks for assessing watersheds and for scheduling and implementing watershed restoration activities. Public comment on, and final adoption and approval during FY 2000 of, the Unified Federal Policy for watershed management and water quality protection is important to the development and documentation of such frameworks.
- The BLM and EPA will need to collaborate on developing a template for the total maximum daily load (Water Quality Restoration Plan).
- Funding will affect BLM's ability to meet this goal.
- Water pollution problems stemming from abandoned mine lands typically take 4-5 years to address for each contributing site. Watershed or watershed segment cleanups take considerably longer and require continued funding throughout the various phases of each project.
- Oil prices affect the number of wells that are temporarily abandoned or shut-in.

Crosscutting relationships to other bureaus and agencies:

- The BLM will establish State-Office-level Memorandums of Understanding or equivalent agreements with each State water quality agency and appropriate Tribes that outline responsibilities for managing and improving water quality. The BLM will provide technical assistance, tools, and expertise to support State and Tribal development of total maximum daily load plans.
- In Oregon and Washington, the BLM and USFS will implement the protocol for addressing the Clean Water Action Plan, Section 303(d), in listed waters.
- The BLM works with State and Tribal governments under existing authorities and through partnerships such as the Federal Coordination Teams convened under the Clean Water Action Plan.
- The USGS's Water Resources Division has State-cooperative and Federal programs and projects in place that will provide some support for the science data needed for watershed restoration.
- The BLM and the USFS are often both land managers in priority watersheds needing watershed restoration. The USFWS and the NPS are also participants in managing lands in certain priority subbasins. Numerous Tribes manage lands in priority watersheds identified for watershed restoration needs in areas where the BLM has a responsibility to act.
- The BLM implements its water-quality-based abandoned mine lands program as an integral part of the Clean Water Act with other Federal and State agencies.
- The BLM will cooperate with State agencies and will try to develop partnerships to fund the plugging of orphan wells; one example is the closing/mitigation, in cooperation with the USBR and State agencies, of orphan brine wells contributing salt loads to the Colorado River system.

Program evaluations:

Several recent evaluations have focused on public land water quality issues:

- GAO evaluations relating to GAO Report #RCED-99-111, April 1999, Superfund Progress Made by EPA and Other Federal Agencies to Resolve Program Management Issues.
- GAO # RCED-99-45, February 1999, Water Quality. The Federal Role in Addressing—and Contributing to—Nonpoint Source Pollution.
- GAO # RCED-95-58, Water Quality - Information on Salinity Control Projects in the Colorado River Basin.
- A recent IOGCC report on the dilemma created by the Nation’s idle wells.
- The Bonding/Unfunded Liability Review (March 1995). Recommendations in this review led to proposed changes in the oil and gas regulations that could reduce the liability for and number of orphan wells.

Long-Term Goal 2.2.2: By FY 2005, achieve proper functioning condition (PFC) or an upward trend on BLM-administered riparian/wetland areas in 80% of the watersheds within priority subbasins.

Baseline Statistics:

The number of priority subbasins, and the percentage of these subbasins in proper functioning condition, will be determined in 2001.

Goal Description:

The BLM and the USFS support an ongoing team of experts who work with local officials to plan and implement strategies and actions aimed at restoring riparian areas and wetlands to properly functioning condition. Riparian/wetland areas usually contain high values for supporting ecological functions and processes, as well as providing habitat for many sensitive or special-status plants and animals.

Strategies to achieve this goal:

- Assess conditions of all riparian-wetland resources.
- Focus management actions on those resources that are “at risk.”
- Protect and restore resources by implementing sustainable management strategies to accelerate natural recovery.
- Educate resource managers and users regarding riparian system functions/values and sustainable management strategies.
- Address riparian resource issues and establish riparian management objectives in all phases of resource management planning.
- Monitor effectiveness and practice adaptive management.
- Acquire parcels with critical or unique riparian, wetland, or aquatic resource values where appropriate and available; acquire or protect water rights.
- Use a “watershed approach” in all phases of resource planning and management.
- Restore habitats in subbasins that need restoration to conserve multiple species of plants and animals, with priority given to those supporting special status species.

Key factors affecting goal achievement

- Rangeland standards and guidelines must be properly implemented.

Crosscutting relationships to other bureaus and agencies:

- The BLM, USFS, NRCS, and State University Extension agencies cooperate to deliver training and technical guidance to a diverse audience of private and public participants through the National Riparian Service Team.
- The BLM, Tribes, and private property managers cooperate to protect and restore riparian and aquatic systems by developing “watershed-scale” management strategies.
- The BLM, NMFS, USFWS, Tribes, and State wildlife agencies cooperate on the management, mitigation, and monitoring of riparian, wetland, and aquatic habitat.
- The BLM, USFWS, State wildlife agencies, and organizations such as Trout Unlimited, the Izaak Walton League, Ducks Unlimited, and many others pool financial resources to cooperatively fund restoration and protection projects.
- The BLM, USFS, Tennessee Valley Authority (TVA), NPS, USFWS, Department of the Army, and Department of Defense cooperate in tracking and reporting restoration and improvement progress.

Program evaluations:

- Riparian Program Evaluation, April 1998. Implementation of recommendations resulted in the modification of numerical restoration goals and a focus on priority watersheds.

Long-Term Goal 2.2.3: By FY 2005, achieve an upward trend in the condition of BLM-administered uplands in 50% of the watersheds within priority subbasins.

Baseline Statistics:

In FY 1997, 63,000 acres of fuels were treated to restore natural ecological processes.

In FY 1997, 40,000 acres were treated to prevent the spread of noxious weeds and undesirable plants.

Goal Description:

The Wildland Fire Management Program and Policy Review determined that the health of uplands can be improved by reducing the spread of weeds and reintroducing fire into specific landscapes, specifically those in heavier fuel models.

With Congressional approval of the Wildland Fire Operations appropriation to be used for implementing fuels projects, the number of acres treated by prescribed fire and other fuel modification projects has dramatically increased. This level of increase is expected to accelerate through FY 2005 and then level off at an average of 425,000 acres per year.

Ongoing inventory efforts indicate that an average of 2,300 acres per day of BLM lands are being newly infested by noxious invasive weeds, causing permanent land degradation in hundreds of public land watersheds. This results in a steady degradation of native plant communities, rare plant and wildlife habitat, riparian areas, soil stability, water quality and quantity, fish habitat, wilderness values, recreation opportunities, livestock forage, forests, and ranches. Invasive plants also contribute to desertification. In some cases, fire may be an appropriate control. A recent internal analysis indicated that \$25 million for invasive plant prevention, control, and restoration will be needed annually to bring the spread of invasive

plants down to a reasonable level. Until that level of investment is approached, many more BLM watersheds will become permanently degraded at an accelerating rate.

This goal entails limiting the geographic expansion of invasive plants by locating new infestations and eradicating them through mechanical, cultural, and chemical treatments. These efforts are commonly called detection and quick control surveys because, when many of the new infestations are found, the survey crew immediately applies the appropriate treatment to control the plants. Unchecked new infestations spread and dominate vegetative communities, multiplying treatment and rehabilitation costs. There may be situations where new sites are located but cannot be treated that year because of a lack of funding or workforce; mapping these sites for possible follow-up treatment is also included in this goal.

In addition to the measures above, the Bureau will implement land health standards and guidelines; use forest restoration and management treatments; remove excess wild horses; and improve fish, wildlife, and special status species habitats to accomplish the upland restoration goal.

Strategies to achieve this goal:

- Apply treatments such as prescribed fires, invasive weed control, and vegetation manipulation/habitat treatments on a landscape scale in high-priority subbasins to increase the presence and improve the functionality of the biological and physical ecosystem components and to increase system resiliency, where consistent with local BLM land use plans and other needs.
- Develop restoration plans, including weed management area plans, using watersheds or subbasins as basic units.
- Restore natural ecological processes by increasing fuels treatments (wildland/prescribed fire and mechanical methods) to 425,000 acres annually.
- Foster periodic or rotational treatments of units within landscape-scale project areas to simulate the natural cycle of fire.
- Restore habitats in subbasins that need restoration to conserve multiple species of plants and animals, with priority given to those supporting special status species.
- Emphasize maintaining functioning and restoring functioning-at-risk systems by removing or mitigating human-caused stressors, controlling invasive species, and using native plants in restoration/rehabilitation efforts where practical.
- Limit the geographic expansion of invasive plants to zero new net acreage per year by increasing integrated pest management treatments.

Key factors affecting goal achievement:

- Goal achievement assumes that treatments can be designed to meet restoration objectives, protect and recover species listed under the ESA, and meet Tribal treaty/trust responsibilities.
- Potential partners will need to see that the Bureau is committed to successful weed management before they commit their resources to achieving this goal.
- If the BLM is not able to achieve this goal, then rangeland conditions, including watershed and riparian areas, wildlife habitat, and sensitive plant habitat, will degrade. There will be increased conflict between wildlife, domesticated livestock, and wild horse and burro herds for reduced levels of palatable forage.

Crosscutting relationships to other bureaus and agencies:

- The planning, design, implementation, and monitoring of restoration efforts will be conducted collaboratively or through partnerships with other Federal agencies, including the USFS, USFWS, NMFS, and EPA, as well as with State and Tribal governments. Where possible, partnerships should

be expanded to include additional agencies or cover new areas.

- The Bureau depends upon State and Federal regulatory agencies to obtain project clearances, and these agencies, in turn, depend upon the Bureau to maintain healthy ecosystems.
- The BLM cooperates with the USBR, NRCS, Colorado River Basin States, and others in continuing to achieve reductions in upland loading of salts to tributary waters of the public lands (3,000 additional tons each year), thus contributing to meeting water quality standards for salinity at Hoover, Parker, and Imperial Dams.
- The window of opportunity to apply prescriptions is often very limited: when it occurs, Federal agencies depend upon each other and on the States to assist in handling the workload.
- The wildland fire community has sponsored the development of prescribed fire position qualifications/training standards, safety requirements, burn plan requirements, and nonreimbursement assistance agreements.
- The Bureau depends upon the National Weather Service to provide site-specific meteorological information.
- The Bureau works directly with private interest groups, such as the Rocky Mountain Elk Foundation and The Nature Conservancy, and with permittees to cost-share, plan and execute treatments, and to perform post-treatment monitoring and management activities.
- The USGS's Biological Resources Division and the Agriculture Research Service could conduct invasive plant management research to develop more effective integrated pest management techniques.
- The NRCS assists in informing and reaching out to private landowners.

Program evaluations:

- An FY 1999 evaluation of the weed program validated current policy on invasive plant management and indicated a need to expand the program to reduce the average increase in weed-infested sites from 2,300 acres/day to zero acres/day.

Long-Term Goal 2.2.4: By FY 2005, achieve a stable or increasing trend in the resident populations of 50% of the plant and animal species listed and proposed for listing pursuant to the Federal Endangered Species Act, and the resident populations of 10% of the species identified by the BLM as being “sensitive.”

Baseline Statistics:

In FY 2000, there were 236 plant and animal species listed pursuant to the Federal ESA.

In FY 2000, there were 50 plant and animal species proposed for listing pursuant to the Federal ESA.

In FY 2000, there were 1,200 plant and animal species listed by the BLM as “sensitive.”

Goal Description:

The BLM works with external partners and other Federal and State agencies to develop multi-species conservation strategies and species recovery plans. The plans and strategies support species persistence and viability, and ensure compliance with the ESA for internal programs, policies, and projects,. The viability of Bureau sensitive and proposed species, along with the recovery of listed species, is an important component of the Bureau's work in attaining the strategic and mission goals related to restoring

land and resource health. Listed, proposed, and sensitive species serve as primary indicators of ecosystem restoration and land management success.

Strategies to achieve this goal:

- Work with other Federal agencies (USFWS, NMFS, USFS, NPS, DOD) to identify the 40 Federally listed/proposed species and the 20 BLM sensitive species to be worked on nationally each year.
- In FY 2001-FY 2005, develop baseline information for 40 Federally listed/proposed species and 20 BLM sensitive species. From FY 2002- FY 2005, monitor 10 species using baseline information.
- Work with others to develop landscape-level multi-species conservation strategies.
- Cooperate with the USFWS and NMFS in developing recovery plans for federally listed species.
- Work with other Federal agencies, States, Tribes, and interested stakeholders to apply treatments that lead to the recovery of listed/proposed species or conservation of special status species.

Key factors affecting goal achievement:

- An increase of listed species under the Endangered Species Act will adversely affect BLM's ability to acquire baseline data and meet established monitoring schedules.
- Lack of BLM or other agencies' funding will compromise BLM's ability to meet this goal.
- Coordination and agreement will be needed between BLM and other agencies on species priorities for developing recovery plans or conservation strategies.

Crosscutting relationships to other bureaus and agencies:

- BLM will use information from other Federal and State agencies, universities, Tribes, and nongovernmental organizations to identify the species to be monitored.
- BLM will work with the USFWS and NMFS under the recently signed Streamlined Consultation Memorandum of Understanding to ensure BLM actions lead to species recovery and conservation.
- BLM will cooperate with other Federal and State agencies, Tribes, nongovernmental organizations, and interested stakeholders to implement landscape-level multi-species conservation strategies.

Program Evaluations:

A GAO evaluation focused on wildlife/endangered species issues: GAO/RCED-91-64, Public Land Management: Attention to Wildlife is Limited. The report found that:

- In some cases, BLM's decisions favoring consumptive interests in land use decisions adversely affected wildlife, and actions included in land use plans are frequently not performed.
- Since 1991, the BLM has instituted the Northwest Forest Plan for old-growth obligate species, such as the spotted owl and the marbled murrelet. There are roughly 400 species being inventoried and monitored under this plan.
- The BLM has developed several national strategies that address rare plants and special status fish management.

3.0 Management Strategies to Improve Organizational Effectiveness

The BLM's organization, its management framework, and the internal processes it employs provide the means for achieving its mission. The challenge facing the organization is to define decision-support approaches that best fit BLM's unique combination of mission, stakeholders, and resources. These decision-support systems must be founded in proven management practices and provide a strong, integrated infrastructure upon which the Bureau can build its pathway to the future, while being flexible enough to meet the evolutionary challenges inherent in today's program and business environments.

Over the past few years, BLM has put in place an infrastructure for managing the Bureau's complex programs. This infrastructure is designed to focus policy and funding decisions around relevant information, to assist managers in monitoring program performance, and to help the Congress and the public understand the goals and objectives that BLM programs are intended to accomplish, as well as the results that the Bureau achieves. It takes considerable time to integrate such a management framework throughout an organization and to effect the organizational culture change needed for optimum success.

This section identifies the strategies that BLM will use to refine its management infrastructure and to continue its organization-wide integration. Because this section addresses internal means-oriented organizational strategies, neither long-term strategic goals nor specific performance measures are identified. The success of BLM's organizational effectiveness strategies is measured through the outcomes attributed to the mission goals identified in prior sections.

Management Challenges and Opportunities Related to Organizational Effectiveness:

The BLM has witnessed significant internal and external changes that have affected how employees work and how products and services are provided. Most often, these changes relate to legislative focus, technology advances, demands for information, efficiency enhancements, customer expectations, competition for available funding, and the changing workforce.

Some of the challenges facing the organization include:

- implementing data standards and improving data quality
- expanding electronic commerce
- processing requests in a timely manner
- reducing costs
- improving business processes to enhance both efficiency and effectiveness
- working with other agencies to improve customer service
- acquiring technology and tools
- identifying best business practices
- responding to changing workforce and business environments

To meet the challenges of an ever-changing business environment, BLM builds on its strategic and

performance planning through other decision support systems, including its internal budget process, performance contracting, cost management, customer and employee research, program evaluations, an information technology architecture, process reengineering, workforce planning, and management information systems.

The Bureau has devised methods and procedures to examine its work as a series of processes rather than as programs, enabling BLM to integrate its strategic goals, its work processes, the outputs produced by its work processes, and the cost of resources consumed in producing its outputs. This allows BLM to link planning, program, cost, budget, performance, customer service, and other information together to improve its decision capabilities and enhance its overall efficiency and effectiveness in executing its mission.

Strategies to Improve Organizational Effectiveness

Over the last several years, the BLM has initiated a number of major Bureauwide redesign efforts to help identify and acquire the human, financial, and information resources required to manage the public lands. These efforts are designed to help BLM more effectively utilize the human, financial, and information resources currently available. Over the next 5 years, the Bureau will build on the following efforts to improve internal organizational efficiencies:

- *Redesign the internal budget process to more effectively communicate to the Department, the Office of Management and Budget, and the Congress our performance capabilities and resource needs.* This new process helps describe the condition of the public lands; outlines what public land users and others need and expect from these lands; identifies what BLM is doing to meet these expectations and what could be done with additional resources; and describes how to track and report on progress in meeting the public's expectations and needs.
- *Revise land use planning guidance and offer training courses that promote community stewardship and cross-jurisdictional decision making.* These aids support land use planning on a landscape basis across ownership boundaries, enhancing the ability of local BLM offices and their partners to work together toward common land and resource stewardship goals.
- *Systematically provide relevant and reliable cost management information to assist in making decisions, to facilitate improved operational economy and effectiveness, and to improve performance results.* Cost information is needed for budgeting, measuring performance, determining reimbursements, setting fees and prices, evaluating programs, and making economic-choice decisions.
- *Enhance BLM's Management Information System to systematically monitor and manage agency performance.* This system provides managers at every level of the organization with access to current financial, cost, and performance data. Managers can use this data to help identify potential problems and opportunities and to make needed adjustments in funding and workload priorities.
- *Periodically collect and assess customer and stakeholder data on broad agency priorities, user satisfaction data for specific services, and employee feedback on organizational effectiveness.* Customer comment cards, focus groups, and customer surveys give BLM managers and employees information on the needs and expectations of the public. Additionally, managers can gain insights about workplace, program, and other concerns that may be leading indicators of future issues.
- *Develop a Bureauwide process for evaluating future workforce needs by resource program and*

organizational unit. This workforce planning process is being implemented in conjunction with the redesigned budget process. In those areas where BLM is requesting funding increases over the next several years, managers can identify skill needs and evaluate alternative strategies for acquiring these skills through contracting, term appointments, and, in limited cases, new permanent hires. Managers are also identifying how to use these skill acquisition opportunities to plan for anticipated retirements and increase the diversity of our workforce.

- *Define the initial architecture to help guide the acquisition and management of information and information technology in the BLM.* This architecture will improve the linkage of BLM's information technology planning/investment decisions to program missions and goals, provide the structure for investment and capital planning to better manage BLM's information technology portfolio, and facilitate work process efficiencies through broadly based work process redesign.
- *Identify additional opportunities for cost recovery and challenge cost sharing.* Partnerships with private businesses, State and local governments, schools, and others provide funds and services to help manage the public lands and to complete special projects. This leverages the American taxpayers' dollars and expands BLM's capability to complete on-the-ground work.

Although it will take time for BLM to fully utilize its decision support systems in its day-to-day management activities, significant progress will continue to be made. Agencywide trend data is now being developed; effective links already exist between budget (allocation), program, cost, and performance data; cost management is beginning to be used as an important decision tool to generate work process efficiencies, enhance the effectiveness of mission results, and evaluate performance; and customer research data is being used to improve service delivery.

Crosscutting relationships to other bureaus and agencies:

The BLM is working with other Department of the Interior bureaus on specific crosscutting goals. The Department has specified these goals and the role of each bureau in the Departmental Strategic Plan Overview.

The BLM has actively worked with some 20 agencies, bureaus, oversight agencies, and others. Informal groups have coordinated strategic planning and GPRA activities, defined roles, and assessed contributions agencies are making toward common natural resource outcomes. Efforts will continue in this area.

In addition, the BLM participates in the following crosscutting relationships:

- The BLM works with other Federal natural resource agencies to share and manage data.
- Service First initiatives are being successfully deployed at the field level to provide one-stop shopping for customers by co-locating several State and Federal natural resource agencies in the same offices, including the USFWS, USFS, BLM, and others.
- Some customer service initiatives are coordinated with the USFS and NPS, including surveys, comment cards, focus groups, and evaluations.
- The BLM works with other Interior bureaus to maximize procurement efficiency for a number of large purchases and to share technological advances in automated support systems.
- The BLM works with many other agencies to provide visitor services and environmental education. For example, BLM opened the Northwest New Mexico Visitor Center in Grants, New Mexico, in partnership with the NPS and USFS. Jointly funded and staffed through a Federal partnership among the BLM, NPS, and USFS, this Visitor Center is designed to serve the growing number of visitors to Federal lands along historic Route 66 (Interstate 40) in northwestern New Mexico. The center will

provide environmental education and visitor information on a wide variety of federally managed lands, including BLM's El Malpais National Conservation Area and other BLM Wilderness and BLM Wilderness Study Areas. Information on NPS and USFS attractions will also be available.

Program evaluations:

- The General Accounting Office (GAO) has advised BLM to improve agency information management, including creation of the policy, management, and technical infrastructure necessary to manage the BLM's information technology investment portfolio effectively. This will be blended with elements of the Software Engineering Institute's Capability Maturity Model.
- See **Section V. Evaluations** for further information on evaluations affecting organizational effectiveness.

V. Program Evaluations

The BLM has an active evaluation and review program. The goals of BLM's review program are to:

- Help managers and staffs improve their work processes, functions, and programs;
- Increase BLM's success in meeting its performance goals, stakeholder requirements, and fiscal responsibilities;
- Benchmark best practices and share successes throughout the BLM organization; and
- Ensure compliance with the Federal Managers' Financial Integrity Act (FMFIA) standards and guidelines and GPRA requirements to verify and validate actual performance.

The objectives of BLM's review program are to ensure that:

- Programs achieve their intended results;
- Resources are used consistent with our mission and performance goals;
- Programs and resources are protected from waste, fraud, and mismanagement;
- Applicable laws and regulations are followed; and
- Reliable and timely information is obtained, maintained, reported, and used for decisionmaking.

The BLM uses three methods for evaluations and reviews:

- **Self-Assessment:** A tool used by a staff or team in the BLM State or Field Offices and National Centers to monitor and continuously improve their work processes, functions, or program results. A questionnaire is completed, and other data are collected and analyzed by the team to determine strengths and opportunities for meaningful improvements.
- **National Validation of Self-Assessments:** An assurance procedure initiated and conducted by Headquarters program staff. It is used to validate Self-Assessment results and to identify both areas of positive performance and opportunities for improvement. National Validations analyze all applicable types of data: self-assessment, customer service, focus group, performance and/or workload, cost, and prior audit/review data.
- **Performance Review:** A process initiated and conducted by Headquarters through a review team. It is used to assess, through objective measurement and systematic analysis, the extent to which BLM is meeting the requirements and intent of applicable laws, regulations, policies, and procedures; to provide recommendations for improvements; and to showcase best practices. Performance Reviews are conducted in accordance with BLM policies and procedures (including generally accepted auditing standards), and include an analysis of all applicable data: self-assessment, customer service, focus group, performance and/or workload, cost, and prior audit/review data.

Completed Reviews and Evaluations

In November 1999, BLM completed an assessment of its managerial, administrative, and financial controls in accordance with the standards and guidelines established by the FMFIA and the Office of Management and Budget (OMB).

BLM's assessment was based on information obtained from experience with the daily operation of Bureau programs and systems for managerial, administrative, and financial control; management control reviews; OIG and GAO audits; program evaluations and studies; financial statement audits; performance plans and reports; and other information.

Based on the assessment, the BLM Director concluded in the *Fiscal Year 1999 Annual Assurance Statement on Management Controls* that the Bureau's managerial, administrative, and financial controls provide reasonable assurance that the objectives of the FMFIA have been achieved. In addition, BLM's financial system generally conforms to governmentwide principles, standards, and related requirements.

During the FY 1999 review of management controls, the BLM identified one new material weakness: inadequate supervisory accountability, training, and staffing for the agency's safety management program. Corrective actions were taken in FY 1999 to address the other three material weaknesses: range monitoring, wild horse and burro herd management, and the land exchange appraisal process.

The OIG, GAO, and BLM's own evaluation staff have identified several BLM management issues over the last several years. A number of recent evaluations have focused on:

- **Revenue Collections** In 1997, the OIG issued two reports concerning BLM revenue collections. A report on mineral patents concluded that the BLM was not recovering the costs of conducting mineral validity examinations, estimated to be \$29 million based on an average cost of \$80,000 per mineral patent application, and recommended that BLM obtain a legal opinion as to whether it could recover these costs. The BLM agreed with the recommendations in the report and is implementing them.
- **Organizational Structure** GAO conducted a survey of the organizational structures of the BLM and USFS to determine the similarities of the two agencies. The results of this survey were issued in a Report to the Chairman, Committee on the Budget, House of Representatives, in July 1999 (GAO/RCED-99-227). The survey revealed that the "Forest Service and the Bureau of Land Management are similar in many respects, including the agencies' missions and goals, the amount of land managed in the lower 48 states, the purposes for which the lands are managed, the types of employees hired, the location and type of offices maintained, the budget categories including the largest obligations, the activities performed under the budget categories, and the types of receipts generated." However, the survey noted that the agencies differ in magnitude and areas of concentration on the use of resources. The BLM provided the data needed for this survey. There were no recommendations and the audit is closed. However, the BLM and the USFS are co-locating offices as described in **Crosscutting Relationships to other Bureaus and Agencies**. The BLM is electing to participate in this effort both to improve customer service and to strengthen its collaboration with other agencies.
- **Financial Accounting** The Bureau's accounting system, the Federal Financial System (FFS), tracks spending and budget allocations; supports buying goods and paying vendors, including tracking prompt payment requirements; accounts for collections and receivables; and records BLM General Ledger entries.
Payments to commercial vendors are generally subject to the Prompt Payment Act, as implemented

under OMB Circular-125. The FFS automatically determines if a remittance is subject to prompt payment, based on the type of vendor and the type of account transaction. If a prompt payment is required, FFS ensures compliance in terms of scheduling the payment, automatically evaluating discount terms, paying any interest due if the payment is late, and taking into account any payment terms unique to the order or vendor. Prompt payments were a performance goal in 1999, but after successfully achieving improvements, the BLM is now tracking them internally.

With the level of integration and cross-checking in place among BLM's acquisition, accounting, and property management/accounting systems, the Bureau has fulfilled the requirement to establish sound management controls and ensure legal compliance.

- **Safety Management:** In FY 1999, BLM determined that a material weakness existed for the agency's safety management program regarding supervisory accountability, training, and staffing. Proposed corrective actions include involving top management in State and Field Office safety committees, designating safety managers and officers, providing all required safety training for safety personnel, and allocating the funding needed to effectively manage BLM's safety management program.
- **Performance Planning and Reporting:** In FY 2000, OMB, GAO, and the OIG reviewed BLM's GPRA Performance Plans and Annual Performance Reports. In addition, the Executive Office of the President released direction requiring agencies to address workforce issues. Recommendations were made to improve the focus on outcomes and results, recognizing that it is still appropriate to measure particular program activities and outputs, especially when they require significant resources to implement or may have management issues. The BLM plans to reduce the number of goals and improve performance data validation through program reviews and management oversight of Management Information System data collection processes.

**BUREAU OF LAND MANAGEMENT EVALUATION PROGRAM
FY 2000-2001 SCHEDULE**

Program evaluations	Scope	Methodology	Goal(s) affected	Scheduled start date
Land Use Planning and NEPA	*Continuation of a 1998 review process, examine office files and documentation, interview State and Field Office management and staff. *Examine how the requirements of NEPA and related statutes are being implemented.	National Validation ¹	2.1.2	TBD
Range (Grazing Permits)	*Determine if existing guidance is adequate and being followed. *Identify areas to improve permit renewal and issuance process. *Identify/pass innovations to Field Managers. (Actions to correct material weakness)	National Validation	1.2.2	January 2000
Range (Grazing Permits)	*Follow-up review to determine if Fiscal Year 1999 review recommendations are being effectively implemented (Action to correct material weakness).	National Validation	1.2.2	July 2000
Threatened and Endangered Species	Identify endangered species program/workload needs and opportunities for the Bureau.	Performance	2.2.4	July 2000
Recreation Fee Demonstration Program	*Evaluate conformance to National Policy for this program. *Determine amount of dollars collected, proper accounting, and expenditures of the same. *Determine other expenditures and costs of collection for the program. *Determine if national policy/guidelines for implementing fee sites are being followed.	Performance	1.1	TBD

¹ See descriptions of methods in narrative at the beginning of Section V, Evaluations, paragraph 3.

**BUREAU OF LAND MANAGEMENT EVALUATION PROGRAM
FY 2000-2001 SCHEDULE**

Program evaluations	Scope	Methodology	Goal(s) affected	Scheduled start date
Wild Horse and Burro Herd Management	<p>*Determine whether screening, pre-adoption and post-adoption inspections, and titling procedures are in compliance with established procedures (Action to implement OIG audit recommendation).</p> <p>*Determine whether the BLM's screening and inspection procedures provide reasonable assurance that wild horses and burros in the Adopt-a-Horse Program receive humane care (Action to implement OIG audit recommendation).</p> <p>*Determine if procedures are established to require records to be maintained on the complaints received of animal abuse or exploitation, the actions taken, and the final results of those actions (Action to implement OIG audit recommendation).</p> <p>*Assess the progress in reaching Appropriate Management Levels (AMLs) on 93 Herd Management Areas (Action to correct material weakness).</p> <p>*Review base funding needs.</p>	Performance	1.3.3	TBD
Oil and Gas	*Assess effectiveness in managing existing workload in the Oil and Gas Program.	Self-Assessment	1.2.1	May 2000
Cadastral Survey	<p>*Benchmark the efficiencies and successes that may be applied across the BLM.</p> <p>* Identify the best methods for the BLM to meet its statutory obligations for cadastral survey.</p> <p>*Identify best approach to resolving base funding issue.</p> <p>Base funding and the reimbursable Cadastral Survey Program are supported by many other Federal agencies, State agencies, Tribal governments, and the private sector.</p>	Self-Assessment	1.5.2	June 2000

**BUREAU OF LAND MANAGEMENT EVALUATION PROGRAM
FY 2000-2001 SCHEDULE**

Program evaluations	Scope	Methodology	Goal(s) affected	Scheduled start date
Hazard and Risk Management	<ul style="list-style-type: none"> *Determine fulfillment of commitments made to Department on GAO's CERCLA implementation recommendations (Report on Superfund Program Management Issues, GAO/RCED-99-111, April 1999). *Assess status of risk analysis and development of Hazmat and AML inventories. *Assess status of cleanup strategy development, planning, and implementation. *Review of State response costs such as salaries, operations, etc., as related to illegal dumping responses. *Assess cost recovery and enforcement. 	National Validation	1.4.3 2.2.1	Aug-Sept 2000
Abandoned Mine Land Cleanup Program (water quality projects)	*Assess effectiveness of abandoned mine lands (AML) project funding and assessment policies (IM No. 2000-012).	National Validation	2.2.1	Aug-Sept 2000
Law Enforcement	*Assess compliance with national and Departmental law enforcement policies and procedures (Policy Compliance Inspections).	Self-Assessment National Validation	1.4.4	May 2000
Safety Management	Assess the extent to which the program: <ul style="list-style-type: none"> *Provides a safe and healthful working environment for all employees; *Provides the safest possible environment for visitors to public lands; *Minimizes liability for property damage or loss and tort claims; and *Ensures compliance with applicable laws, policies, and procedures governing BLM's Safety Management Program. (Material weakness identified in fiscal year 1999)	Performance	1.4.3 1.4.5	May - August 2000

**BUREAU OF LAND MANAGEMENT EVALUATION PROGRAM
FY 2000-2001 SCHEDULE**

Program evaluations	Scope	Methodology	Goal(s) affected	Scheduled start date
Financial Management	<ul style="list-style-type: none"> *Assess the overall risks associated with decentralized financial management activities. *Assess the status of management controls associated with credit cards and convenience checks. *Review land exchanges and all other transactions where escrow or other non-treasury accounts were/are used. *Examine the process for managing, controlling, and accounting for receipt of funds. *Assess the effectiveness in managing carry-over and year-end transactions. 	Performance	3.0	TBD
PROPOSED FY 2001 SCHEDULE				
Water Quality	*Focus on watershed health restoration, riparian assessment and restoration, water quality improvements, and Total Maximum Daily Load (TMDL) development.	TBD	2.1.1, 2.2.1	TBD
Range (Grazing Permits)	<ul style="list-style-type: none"> *Follow-up review to determine if Fiscal Year 2000 review recommendations are being effectively implemented *Action to correct material weakness) 	TBD	1.2.2	TBD
Range Improvement	*Follow-up to OIG report and policy implementation.	TBD	1.2.2	TBD
Weeds	*Identify and benchmark success in the Integrated Weed Management Program.	TBD	2.2.3	TBD
Public Domain Forestry/ Forest Ecosystem Health and Recovery (FEHR) Fund	<ul style="list-style-type: none"> *Investigate the impact of the shift from commercial production to active restoration and forest health, including noncommercial woodlands. *Determine the BLM's ability to meet the new demands and the adequacy of supplemental funding support provided by the FEHR fund. 	TBD	1.2.3	TBD
Threatened and Endangered Species	<ul style="list-style-type: none"> *Determine adequacy of Section 7 consultations and community involvement. *Identify endangered species program needs and opportunities for the BLM. 	TBD	2.2.4	TBD

**BUREAU OF LAND MANAGEMENT REVIEW PROGRAM
PROPOSED FISCAL YEAR 2000-2001 SCHEDULE**

Program evaluations	Scope	Methodology	Goal(s) affected	Scheduled start date
Fisheries	*Identify potential unmet program opportunities and needs (personnel and/or resources related to increased fish species listings under Endangered Species Act (ESA)). *Determine scope and magnitude of workload shifts related to the ESA listings.	TBD	2.2.4	TBD
Special Management Areas	*Review the management of Congressionally and administratively designated special areas. *Assess and benchmark treatment of these areas to improve their condition. *Identify the base resources needed to manage these areas (Gunnison NCA). *Determine if resources provided are adequate.	TBD	1.3.1,1.3.7	TBD
Recreation	*Assess the conditions of real property, physical facilities, and the environment.	TBD	1.1.1	TBD
Wild Horse and Burro Herd Management	Continue efforts to correct program weaknesses identified by OIG: *Determine whether screening, pre-adoption, and post-adoption inspections and titling procedures are compliant with established procedures (Action to implement OIG audit recommendation). *Determine whether the screening and inspection procedures provide reasonable assurance of humane care (Action to implement OIG audit recommendation). *Examine records maintenance procedures for complaints received of animal abuse or exploitation, the actions taken, and the final results of those actions (Action to implement OIG audit recommendation). *Assess the progress in reaching Appropriate Management Levels (AMLs) on Herd Management Areas (Action to correct material weakness).	TBD	1.3.3	TBD
Oil and Gas	*Assess progress of revitalization of the Oil and Gas Inspection Program.	Self-Assessment	1.2.1	June 2001
Oil and Gas	*Assess progress of idle/inactive/Orphan Well Program.	Self-Assessment National Validation	1.2.1, 2.2.1	June 2001

**BUREAU OF LAND MANAGEMENT REVIEW PROGRAM
PROPOSED FISCAL YEAR 2000-2001 SCHEDULE**

Program evaluations	Scope	Methodology	Goal(s) affected	Scheduled start date
Bonding of Non-Energy Leasable Permits and Leases	*Inventory bonds that are posted for these activities. *Determine if the periodic bond reviews required by policy are being conducted.	Self-Assessment	1.2.1	TBD
Inspection, Enforcement and Product Verification	*Showcase activities on Searles Lake (Ridgecrest Field Office).	Performance	1.2.1	TBD
Rights-of-Way	*Assess the extent of case workload and reduce the backlog to a reasonable level. *Review implementation of proposed regulations (to be released 12/2000) on cost recovery. *Assess the feasibility of continuing to process new rights-of-way applications when we have difficulty in managing the current workload.	Performance	1.2.4	TBD
Land Exchange	Assess compliance with new land exchange guidance. (A long-range evaluation plan for reviewing all State land exchange programs and appraisal over three to four years will be completed by the end of FY 2000).	Performance	1.6.3	October 2000
Appraisal	Assess compliance with new real estate appraisal manual and related guidance. (A long-range evaluation plan for reviewing all State land exchange programs and appraisal over three to four years will be completed by the end of FY 2000).	Performance	1.6.3	October 2000
Transportation and Facilities Maintenance	*Determine BLM's progress in implementing actions to correct nonmaterial weaknesses identified in an OIG audit and 1999 internal review: -Reliability of backlog data. -Prioritization of projects. -Procedures for tracking program accomplishments or recording project costs. -Identification and correction of health, safety, and environmental hazards. *Determine adequacy of funding for road repair and impact on salmon in the Northwest.	Self-Assessment National Validation	1.4.2	TBD

Program evaluations	Scope	Methodology	Goal(s) affected	Scheduled start date
CASHE	<ul style="list-style-type: none"> *Determine the effectiveness of the CASHE Program; validate baseline data. *How do the FOs make use of the CASHE findings/reports? *Do the FOs make the corrective actions recommended in the reports? *Are the right people accompanying the CASHE team? *Is the on-the-spot training during CASHE helpful to the employees and effective? *Is compliance maintained over the long term? 	<p>Self-Assessment</p> <p>National Validation</p>	1.4.1	TBD
Law Enforcement	*Assess compliance with National and Departmental law enforcement policies and procedures (Policy Compliance Inspections).	National Validation	1.4.4	TBD
Law Enforcement	*Assess workload and workforce distribution, noting any impact on the program resulting from changes in the scope of public land management responsibilities.	Performance	1.4.4	TBD
Safety Management	<p>Assess the extent to which the program:</p> <ul style="list-style-type: none"> *Provides a safe and healthful working environment for all employees; *Provides the safest possible environment for visitors to public lands; *Minimizes liability for property damage or loss and tort claims; and *Ensures compliance with applicable laws, policies, and procedures governing BLM's Safety Management Program. <p>(Actions to correct material weakness)</p>	Performance	1.4.1, 1.4.2, 1.4.3, 1.4.4, 1.4.5	April-August 2001
General Management	<ul style="list-style-type: none"> *Assess the effectiveness of State Offices and National Centers in managing activities, programs, and resources. *Assess the effectiveness of State Offices and National Centers in coordinating with other agencies and public groups. *Examine BLM's effectiveness in achieving annual performance goals. *Determine the progress made in conducting workforce planning. *Assess the effectiveness of internal and external communications. 	TBD	3.0	TBD

VI. Consultations

In the process of developing this plan, the Bureau of Land Management consulted with a variety of people and organizations. Through several meetings and by posting the Strategic Plan on the BLM website, external stakeholders, state and federal natural resource agencies, and our customers had the opportunity to provide input into the plan development and review processes.

- In FY 1999 and 2000, three regional meetings were held with Bureau program staff and management to review strategies in the FY 1997 Strategic Plan. From these meetings, new goals emerged and some goals were modified. Others remain identical to the 1997 Strategic Plan.
- In December 1999, a revised Strategic Plan was distributed to BLM Offices for review and comment. Program offices reviewed the comments and made appropriate changes.
- In April, May, and June 2000, using the Draft 2000 Strategic Plan, Program and Field Offices consulted with constituent groups regarding the issues facing the Bureau and prepared comments for incorporation into strategies.
- Resource Advisory Councils (RACs) advised the BLM on developing land health standards and strategic direction in key areas.
- BLM consulted on goals and direction with a number of program-specific advisory councils, including the Advisory Council on Historic Preservation and the Wild Horse and Burro Advisory Council.
- In the summer of 2000, BLM conducted consultations with its Congressional Appropriations, Government Operations, and Authorization Committees. Throughout the revision process, BLM also worked with the Department of the Interior and Office of Management and Budget to seek input and review progress.

LIST OF STATE OFFICES AND CENTERS

To be included in desktop-published version.