

UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
Oregon State Office
P.O. Box 2965
Portland, OR 97208

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To: All OR/WA Employees

From: State Director

Subject: Workforce Planning

In October 2002, the Bureau of Land Management (BLM) initiated efforts to develop State workforce plans for the five year period 2004-2008. This was in response to Office of Management and Budget (OMB) Bulletin Number 01-07 which established the government-wide requirement for all agencies to develop five year workforce plans by September 30, 2003. BLM Oregon/Washington completed its initial State workforce plan by the February 7, 2003 deadline, and when all BLM State Offices were asked to review their plans by the Washington Office, we submitted a revised plan under additional assumptions in April 2003.

The format for the Bureau's workforce plan data was established in a *Lotus Notes* template. Each District and State Office Division submitted raw data in that automated format based on their own planning efforts. Those workforce planning efforts were conducted by interdisciplinary teams that identified future work requirements, skill and knowledge needs based on projected employee retirement eligibility and attrition, succession plans, and steps to create organizational efficiencies.

When the raw data was submitted to the State Office for consolidation into a State workforce plan, a review team summarized the data and provided some analysis of the results. That analysis is available in the Workforce Plan Executive Summary Revised April 16, 2003 (Attachment 1).

The assumptions that guided the April 16, 2003, data review and revised plan were:

- 4% budget reduction annually
- Increased use of outsourcing
- Increased use of partnership agreements
- Decreased use of permanent full-time employment

Workforce planning efforts across the Bureau will be instrumental in determining whether there is a basis to request approval from the Office of Personnel Management (OPM) for restructuring assistance in the form of early out retirement or buyout authorities. When the Bureau-wide workforce plan is issued, we will give it wide distribution.

In BLM Oregon/Washington, the State Leadership Team has endorsed an emphasis on reshaping the workforce, reengineering processes for greater efficiency, retraining employees to move into occupations where skills are needed, and reducing the permanent workforce through attrition, retirements, and use of temporary and term employment.

There is an initiative underway to conduct a statewide programmatic review of Forest Development to determine a more efficient organization in collaboration with the Field Team. In addition, where there are positions that lack funding, a Priority Placement Program (PPP) has been established to facilitate employee placement where there is sufficient work and sufficient funding. Specific information on the PPP will be forthcoming soon.

Districts with Unions are reminded to notify their unions of this IB and satisfy any bargaining obligations before implementation. Your servicing Human Resources Office or Labor Relations Specialist can provide you assistance in this matter.

Signed by
Charles E. Wassinger
Associate State Director

Authenticated by
Cindy Fredrickson

1 Attachment

1 - [Workforce Plan Executive Summary Revised 04/16/03 \(8pp\)](#)

Distribution

WO-700 (Room 5628-MIB) -1

BLM OR/WA WORKFORCE PLAN

EXECUTIVE SUMMARY

FY 2004 - 2008

This Executive Summary contains the highlights of the Bureau of Land Management (BLM) Oregon/Washington (OR/WA) district office and State Office division workforce plans which are included in the Lotus Notes template.

The workforce planning process identifies projected BLM OR/WA workload requirements as well as the resources necessary to accomplish those projected workload requirements. The challenge facing local management is two-fold:

1. Ensure that priority work projects receive sufficient allocations of resources to accomplish those work projects, and
2. Find innovative ways to obtain productivity gains where shortages in funding or FTE are identified.

The priority workload requirements are currently reflected in the FY 2003 BLM OR/WA Budget Priorities:

1. RESTORE AND MAINTAIN THE HEALTH OF THE LAND

- Implement the DOI National Fire Plan.
- Plan and complete restoration activities.
- Control the spread and prevent new infestations of non-native invasive species and noxious weeds.
- Implement the OR/WA Clean Water Action Plan.
- Support collaborative efforts with partners and watershed groups to maximize conservation efforts across the landscape.
- Support efforts to inventory and manage habitat and populations of sage grouse and other sagebrush steppe habitat dependent species.
- Support efforts to streamline the ESA processes.

2. SERVE CURRENT AND FUTURE PUBLICS

- Support identified changes in support of balanced implementation of the Northwest Forest Plan.
- Continue to prepare and offer timber sales, and achieve Forest Health and Pipeline Restoration objectives.
- Implement provisions of the Secure Rural Schools and Community Self-Determination Act of 2000.
- Support the Administration's Energy Plan and emphasize efforts necessary for FERC relicensing of power-generating facilities.
- Seek and develop 4 C's Partnerships, particularly those emphasizing rural economic stability.
- Promote responsible recreation activities and improve customer satisfaction with our recreational resources and facilities. Also, manage the OR/WA components of the National Landscape Conservation System in a manner that promotes and fosters community benefit and growth.

Attachment 1-1

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- Continue to implement the Deferred Maintenance and Capital Improvement Program, improving the BLM facility and transportation infrastructure.
 - Continue to emphasize goals of the national Wild Horse and Burro strategy.
 - Complete rangeland health assessments in support of priority grazing permit renewals.

3. IMPROVE ORGANIZATIONAL EFFECTIVENESS

- Implement employee/facility security and safety measures and implement the Continuity of Operations Plan.
- Develop and implement Workforce Planning, utilizing the SCEP and other human resource management tools.
- Conduct studies of FAIR Act commercial activities to meet competitive sourcing commitments.
- Support implementation of the President's Management Agenda.
- Continue efforts to better plan/report performance targets/accomplishments while achieving efficiencies through the use of cost management processes.
- Implement the Bureau Enterprise Architecture for Information Technology.
- Continue to pursue opportunities for Service First, interagency cooperation, and co-location.

These BLM OR/WA budget priorities tier from the Director's priorities.

LOCAL STRATEGIC OBJECTIVES AND PLANS

This first focus area of the workforce plan template includes a discussion of the major influences on mission, vision, and objectives. The narrative provides the rationale and justification for the identification of future work requirements and the volume that is proposed for the five-year period that is tiered to the goals of the strategic plan. There are common themes mentioned in the detailed plans of the district and State Office divisions that are rolled up into the statewide workforce plan:

- Overall Increased Workloads – Population growth in both rural and urban areas is resulting in increased interest by the public in how the public lands are managed. This interest is driving increased workloads related to public involvement, visitor services, providing recreational opportunities, permit processing, managing sensitive resources, balancing commodity production with conservation and restoration, and the level of environmental review necessary to manage these uses.
- Planning – In order to respond to changing public and administration demands, new legislation, and to minimize impacts of potential litigation, planning workload will increase significantly. Planning efforts include revisions to Resource Management Plans, development of recreation management plans, wild and scenic river plans, managing specially designated areas, and continued efforts to implement the National Fire Plan and Northwest Forest Plan.

Attachment 1-2

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- Water Related Issues – Interest is expected to continue to grow in how water related resources are managed. Protecting water quality and sensitive aquatic and water dependent species is driving the requirement to develop water quality management plans, establishing Total Maximum Daily Loads (TMDLs), watershed assessment and restoration. The National Energy Plan is driving increased workloads related to relicensing of hydropower facilities (FERC).
 - Forest and Rangeland Health – The effort to restore the health and resiliency of the public forest and rangelands is resulting in increased work related to the Forest Health Initiative, controlling the invasion and spread of noxious weeds, implementing standards and guides for forest and rangelands, and the management of hazardous fuels to prevent catastrophic wild fires.
 - Coordination, Communication, Consultation – The need to leverage our resources and build public support for the Bureau is requiring the development of new partnerships, working with advisory and watershed councils, and increased need to work with tribal governments.

We were asked to complete the Projected Work Requirements Table which details the kind and magnitude of work expected in the next five years. The data was requested by Mission Goal Number and Work Process Number from the Bureau's Workload Measures Summary Crosswalk. Over the five-year period (FY 2004-2008), projected changes in business activity in FTE by Mission Goal are estimated as follows:

- 1.01 Provide Environmentally Responsible Recreation Opportunities (0)
- 1.02 Provide Environmentally Responsible Commercial Activities (-9)
- 1.03 Preserve Natural and Cultural Heritage, e.g., protecting natural resources, establishing monuments, etc. (+7)
- 1.04 Reducing Threats to Public Health, Safety of Property (-6)
- 1.05 Provide Land, Resource Title Information (-6)
- 1.06 Provide Economic and Technical Assistance (+9)
- 2.01 Understand the Condition of Public Lands (+6)
- 2.02 Restore At-Risk Resources and Maintain Functional Systems (-3)
- 3 Support the Organization, e.g., administrative support services, etc. (+3)

This results in a total projected increase in business activity of 1 FTE over five years. This projection reflects the

assumption of a 4% budget reduction annually.

PAST ORGANIZATIONAL CHANGES AND WORK PROCESS IMPROVEMENTS

In this focus area, we were asked to describe past improvement to business activities, products, and services to citizens which have resulted in efficiencies, cost savings, and improved customer service. There is a multitude of work process improvements detailed in the district and state office division plans. Major items of note include:

- **Service First**

- Co-location of Eastern Oregon BLM and USFS offices resulting in improved customer service.
- Blended fire organization (BLM and USFS employees). Costs are offset resulting in greater effectiveness in meeting National Fire Plan.
- Sharing of scarce skill positions with the USFS (one agency funds the position while the other carries the FTE).
- Delegations of authority for reciprocal acting authority, and delegations of personnel authority (from BLM to USFS) resulting in integration of personnel staffs.
- Combined BLM/USFS road maintenance crews which provide more flexibility and a larger work crew.

- **Contracting**

- Approximately 33% or \$79 million was externally outsourced in 2001. We also outsource 60 FTE to other Federal agencies and State governments under Service First.
- IRM workforce, e.g., computer systems administration, GIS data management, etc.
- Weed abatement, engineering survey and design work, fisheries and aquatic habitat and riparian surveys.

- **Streamlining**

- Consolidated NEPA process (batching multiple projects, e.g. timber sales, watershed restoration, fuels management and fisheries enhancement under one EA).
- Centralized weed management and land restoration/rehabilitation function within one team resulting in more efficient coordination between the various units involved in rehab projects.
- Combine positions in Administration team reducing table of organization by one position, and achieving more cross-training and back up.

- **MOU's/Non-Federal Partnerships**

- Share resources with neighboring law enforcement agencies.
- Watershed councils, community response teams.

- **E Government**

- Providing important public information (EA's, EIS's, permit information, etc.) on the Internet.
- Posting title and survey records on the Internet. The public has access to public land tenure records at all times which allows us to serve more customers with less staff.

- **Staffing**

- Increase proportion of TERM, Temporary, and contract services to increase work force flexibility.
- Established detached duty stations of land surveyors, allowing them to be more responsive to customer needs and reduce travel costs.
- Established a new position in State Office to coordinate implementation of the Secure Schools Act, resulting in BLM receiving \$8 million per year for projects in Western Oregon.
- Established a new position in State Office to coordinate off-highway vehicle program, resulting in \$1 million in grant requests to State of Oregon for projects on BLM lands.
- Utilized understudy program to reduce impacts of attrition in scarce skill positions.
- Completed Civil Engineering Technician review resulting in restructured duties and more efficient accomplishment of Title II projects.
- Created a State Office Branch to streamline issues regarding Survey & Manage under the Northwest Forest Plan.

We were also asked to identify past success and future requirements in our use of the Student Career Experience Program (SCEP). Specifically, we were to address the number of students currently participating in the program, the

number of past SCEP conversions, and the skill replenishment needs (future recruitment) using SCEP. In BLM OR/WA, the data in the SCEP Program Management Table shows that there are currently 66 SCEP students participating in the program, 36 SCEP students have been converted, and we project recruitment of 56 SCEP students over the five-year period.

SKILLS AND KNOWLEDGE ACQUISITION AND RECRUITMENT STRATEGIES

The focus in this section is on identifying alternatives to obtain the skills and knowledge needed to effectively accomplish work. The alternatives that were identified in the template were permanent, temporary, term, student, volunteer, non-Federal partner, Federal partner, and contract worker. Seasonal employment, including fire positions, was not included. The skills and knowledge replenishment needed should be comprehensive for the first two planning years (2004 and 2005), and optional for the remaining three years.

The table requested projected skills and knowledge needs and the Full Time Equivalent (FTE) for the amount of time needed to accomplish the work by the worker. Results are summarized as follows:

Attachment 1-5

Projected Needs through end of FY 2003 -- 67.25 FTE - 71% of which are identified as replacement needs.

3.5 FTE by Term and Temporary, 2.75 by contracting, 3 FTE by students, 3 FTE by Federal Partners, and 55 FTE by Permanent workers (82%). The largest occupational series identified were:

GS-0401	Natural Resource Specialist	7 FTE
GS-1801	Law Enforcement Ranger	5 FTE
GS-0460	Forester	4 FTE
WG-5716	Engineering Equip. Operator	4 FTE

Projected Needs during FY 2004-- 122.25 FTE - 82% of which are identified as replacement needs.

10.5 FTE by Term and Temporary; 6.0 FTE by Contracting; 7 FTE by Students; 1.5 FTE by Federal Partners, and 97.25 FTE by Permanent workers (80%). The largest occupational series identified were:

GS-0401	Natural Resource Specialist	14 FTE
GS-0460	Forester	11.75 FTE
GS-0300	General Administrative	9 FTE
GS-0462	Forestry Technician	9 FTE
GS-1373	Land Surveyor	5.5 FTE

Projected Needs during FY 2005-- 72 FTE - 87% of which are identified as replacement needs.

6.5 FTE by TERM and Temporary; 6 FTE by Contracting; 4 FTE by Students and 55.5 FTE by permanent workers (77%). The largest occupational series identified were:

GS-0462	Forestry Technician	7 FTE
GS-0401	Natural Resource Specialist	6 FTE
GS-0460	Forester	5 FTE
GS-0802	Engineering Technician	5 FTE

Projected Needs during FY 2006 thru 2008-- 15 FTE - 90% of which are identified as replacement needs.

1.5 FTE by Term and Temporary, 1.5 FTE by Contracting, and 12 FTE by Permanent workers (80%).

The largest occupational series identified were:

GS-0454	Rangeland Mgmt. Spec.	3 FTE
GS-1373	Land Surveyor	2.5 FTE

TRAINING AND DEVELOPMENT

This focus area indicates how current employees can continue to be trained to be proficient in critical competencies and/or retrained for redeployment for new jobs and new skills.

The table on New Emerging Skills and Knowledge Requirements asks for the identification of the types of employees who are to be trained and what new training they should receive.

There are a multitude of training needs identified by districts and State Office divisions in their plans. Major items of note identified over the five-year plan are:

- Fire skills and experience are scarce. There needs to be a national effort to accelerate training, at entry level, mid-level experience, and managerial level.
- Knowledge on rangeland restoration is needed.
- More COR skills as the push on outsourcing increases.
- Skill in developing community partnerships.
- Paralegal skills are needed as litigation and appeals increase.
- Grant writing skills.
- Training in use of the NW Forest Plan for entry level professionals.
- Utilize cost management analysis.
- Skills in NEPA to lead an ID team through preparation of RMP and other NEPA documents.
- Project management.
- Criminal intelligence gathering and physical security.
- Information technology training.
- GIS technology, Land Use Planning, General Real Estate Law.

SUCCESSION PLANNING

This focus area requires that where there are positions in which a loss of skill would be difficult to acquire or would place the organization at high risk of not meeting mission requirements, we are to identify strategies or actions to take to reduce their loss.

The table on Actions to Reduce Risk to Critical Skills and Knowledge Loss identified a number of vital skills/knowledge and succession strategies. Some of the major items of note included:

- FERC relicensing – overlap positions or create a backup of these skills.
- Program management for Wild Horse Program – capture knowledge and mentor/shadow position.
- Administrative Specialists – HR, budget analyst, etc., use mentors.

Of concern across District boundaries is the potential loss of NEPA Planning Skills and Fire Program Leadership. Because these are beyond any one office's ability to meet the need created by such loss, we need to establish formal mentoring programs to manage the gaps.

IMPROVED WORKFORCE UTILIZATION

Although it is expected that most imbalances of skills and knowledge can be balanced within BLM OR/WA, there may be instances where national assistance beyond our administrative boundaries is necessary. This focus area encourages the identification of any such overages. We have identified 26 positions that fit into this category.

IMPROVED WORK PROCESSES

The purpose of this focus area is to analyze various work processes in BLM OR/WA and determine what can be done to make them more efficient and effective. Consideration should be given to cost, redundancies, overlaps, quality,

service and timeliness.

There were numerous work processes identified for improvement in district office and State Office plans. Some of the major items of note are:

- Evaluate the engineering function to prioritize workload and identify new ways to accomplish work.
- Study the recreation and facilities maintenance function to identify better ways to plan and organize work.
- In conjunction with competitive sourcing, review the Recreation Program on the district to determine most efficient organization.
- Evaluate the Forest Management workload and identify strategies to increase efficiencies.
- Evaluate District Service Contract/COR/PI workload and identify strategies to increase efficiencies.
- Implement Enterprise Architecture.
- Greater implementation of ID/IQ contracts.
- Redesign the Bureau Workforce Planning Process using BRIO and FPPS/MIS, the existing Bureau budget and accomplishment systems, instead of the Lotus Notes Application now used which has numerous limitations.

We recognize that many processes are developed at higher organizational levels, and that we merely implement those processes at our organizational level. However, we can identify processes that we would like to see made more efficient, and offer to participate in their redesign.

Attachment 1-8