

Bureau of Land Management

Asset Management Plan

March 2009



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1. Mission and Organizational Structure and Support

Asset Management Plan

The Bureau of Land Management's (BLM's) Asset Management Plan (AMP) provides the overall structure, policy, and mission for managing the Bureau's assets. The BLM's AMP is a 3-year plan to provide an asset inventory that is maintained to support BLM's mission and goals.

The AMP:

- Highlights the structure for managing the Bureau's assets
- Summarizes the Bureau's current asset inventory
- Documents the condition of the inventory
- Articulates the Bureau's strategy and plan of action for improving the management and condition of the Bureau's assets
- Serves as a framework to guide asset investment decisions, including those pertaining to operations, preventive maintenance, component renewal, repair, and construction.

Asset Business Plan

The policies and procedures outlined in the BLM's AMP will determine how site-specific asset business plans (ABPs) are created within the Bureau. The ABP is an annual action plan created by Field Office (FO), District Office (DO), State Office (SO), and center asset managers to articulate the decisionmaking process they use to direct resources where they best support the BLM's mission. These ABPs address "assets of interest," such as low priority, high maintenance assets, proposed acquisitions, construction, annual maintenance, or deferred maintenance projects, and proposed disposition of all assets within each office's purview. FO managers and staff develop specific plans for assets as part of the ABP. The BLM's AMP and ABPs are updated yearly. The ABP is discussed in detail in Section 4.A.

1.A. BLM's Mission: The BLM is a bureau with a large mission: to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations. With over 10,000 employees, the BLM manages over 256 million acres located mostly in the West. This equates to about 13 percent of the total land surface in the United States

and 42 percent of the land managed by the Federal Government. The BLM also manages about 700 million acres of subsurface mineral resources. The BLM manages multiple resources and uses, including energy and minerals; timber; forage; recreation; wild horse and burro herds; fish and wildlife habitat; wilderness areas; and archaeological, paleontological, and historical sites. In addition to its minerals management responsibilities noted previously, the BLM administers mineral leasing and oversees mineral operations on Federal mineral estate underlying other State, private, or federally-administered land, and manages most mineral operations on Tribal lands.

The BLM administers public lands within the framework of numerous laws, the most comprehensive of which is the Federal Land Policy and Management Act (FLPMA) of 1976. All of BLM's asset management policies, procedures, and management actions must be consistent with FLPMA and other laws that govern the acquisition, use, and disposition of the public lands.

With this vast and complex landholding, it is critical that the BLM has a supporting property and fleet infrastructure that reflects and enables its diverse mission. This infrastructure includes visitor centers and other recreation sites; seasonal housing in isolated areas; vehicles able to traverse rugged terrain to access BLM land; fire equipment designed to fight wildland fires in extreme conditions; and administrative offices used by BLM employees, volunteers, partners and contracted support staff.

Within the BLM, there are 12 SOs with over 150 DOs and FOs. The BLM has three national centers, the National Operations Center (NOC) in Denver, Colorado; the National Training Center (NTC) in Phoenix, Arizona; and the National Interagency Fire Center (NIFC) in Boise, Idaho; and a Washington Office (WO) headquarters in Washington, DC.

1.B. BLM's Strategic Goals: The primary goal of the BLM's asset management program is to ensure that the infrastructure is maintained in a sustainable fashion that supports the Bureau's mission effectively and efficiently. BLM asset managers are responsible for managing real and personal property (asset management), including property provided by the

General Services Administration (GSA) and leased by the Department of the Interior (DOI).

To accomplish effective asset management, the BLM places an emphasis on safety, functionality, efficiency, and accountability.

1.C. Department of the Interior’s Goals, Mission, and Policies: BLM’s missions are in step with DOI’s missions, which are organized into four areas of responsibility: Resource Protection, Resource Use, Recreation, and Serving Communities (see Figure 1).

It is the responsibility of asset managers to ensure the accomplishment of the Bureau’s mission using this asset management plan. Investments must be aligned with DOI and BLM program missions and strategic goals. Assets and investments must be prioritized based on the degree to which investments support and achieve mission needs and strategic goals.

1.D. Asset Management Organizational Structure: The Assistant Director for Business and Fiscal Resources at the WO serves as the BLM’s Senior Asset Manager.

Policy

The BLM’s asset management policy is developed within the Branch of Engineering and Asset Management Policy, Business Resources Division, within the Business and Fiscal Resources Directorate at the WO. The Bureau’s SOs are responsible for the implementation of policy at the DOs and FOs.

Operations

The Bureau operational component is the responsibility of the NOC, Division of Business Services, Branch of National Property and Support Programs, and the Division of Resource Services, Branch of Architecture and Engineering. These two branches are planning to reorganize to form a Branch of Asset Management in the near future.

The DOs and FOs have a variety of operational staffs spread throughout their organizations, such as facility managers, engineering technicians, property staff, recreation technicians and planners, fleet managers, warehouse staff, campground hosts, and partner (“friends of”) organizations to provide on-the-ground asset

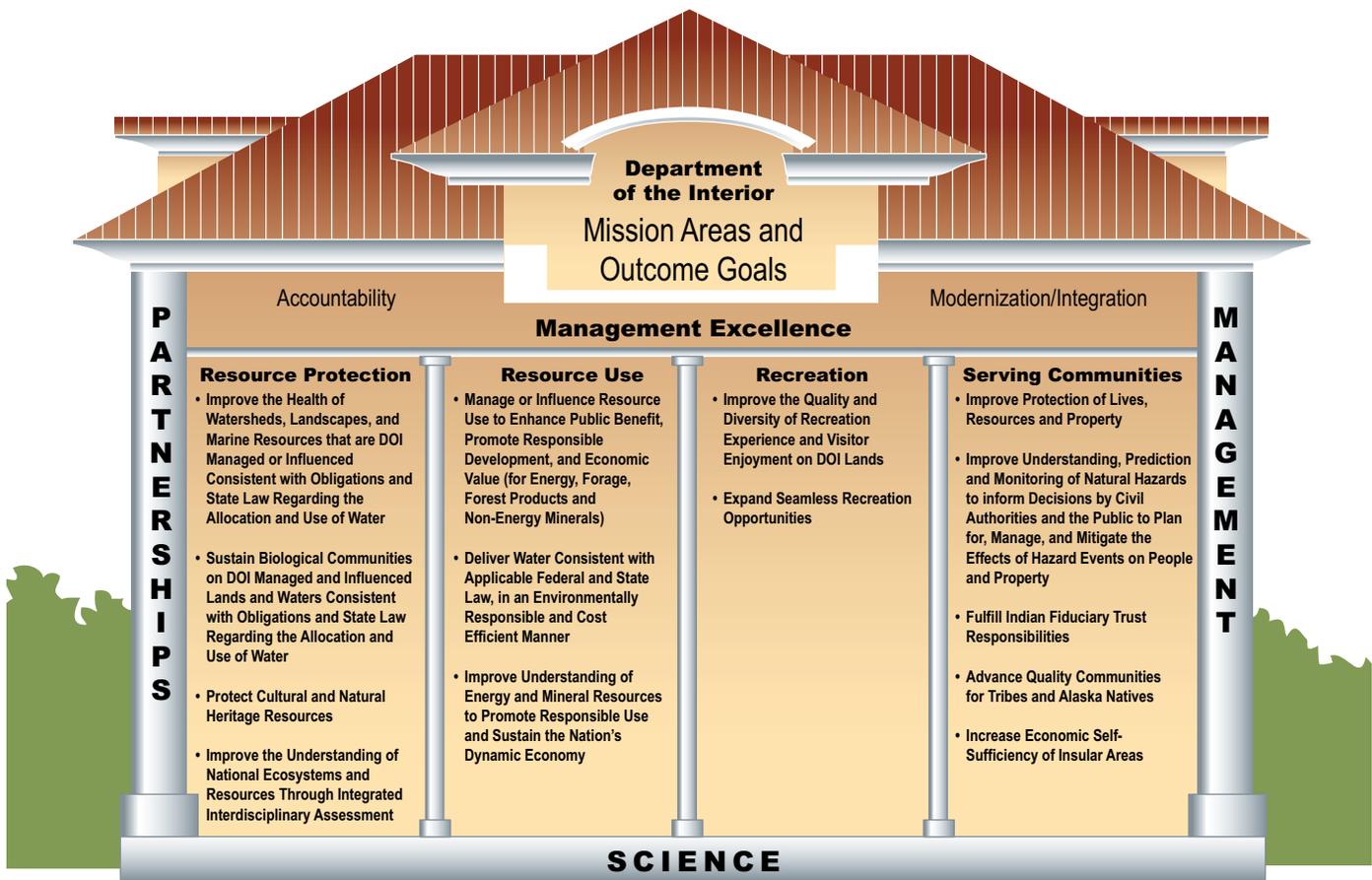


Figure 1. Mission Areas and Outcome Goals for the Department of the Interior.

management and day-to-day operations and maintenance. Contract officer representatives (COR), for construction and services contracts and facility leases, perform the oversight function and represent the contracting officer (CO) or leasing realty specialist.

1.E. Asset Management Priorities: The BLM's Asset Management Priorities are as follows.

1.E.1. Safety and Occupational Health: Ensuring the safety and health of employees, volunteers, contractors, and the visiting public is the number one priority for asset management in the BLM. The Occupational Safety and Health Administration (OSHA) requires a formal annual facility safety inspection of all BLM facilities. In addition, facilities are routinely monitored for occupational health concerns related to potable water, air quality, ventilation, and other potential hazards. Safety inspections are performed at administrative facilities and at visitor sites such as campgrounds and recreation areas. Inspections include evaluation of everything from ergonomics in an office setting to proper labeling, storage, and use of chemicals; tools and equipment use; storage and housekeeping; proper egress; fire protection; electrical systems; protective equipment; hearing conservation; and respiratory protection.

After the inspections are completed, the results are analyzed for risks and corrective actions are evaluated. Using risk-based priorities, appropriate corrective actions are initiated upon completion of the review. When necessary, abatement plans are instituted to ensure that interim control measures are put in place to reduce hazards until they can be fully corrected.

The Compliance Assessment Safety, Health, and Environment (CASHE) program provides additional inspections performed by an external contractor on a frequency of not less than every 5 years. In addition to safety issues regulated by OSHA, CASHE audits include water quality, hazardous materials, and pollution control compliance monitoring to address issues regulated by the Environmental Protection Agency (EPA).

The environmental compliance component of the CASHE program is primarily what separates it from an OSHA inspection. Environmental compliance is regulated by the EPA under title 49 of the Code of Federal Regulations (CFR). OSHA regulates safety and health issues under title 29 of the CFR.

1.E.2. Accessibility: The BLM is committed to providing the highest feasible level of access to its

facilities and programs for people with disabilities. New construction and retrofit design always address accessibility within resource needs. All new construction, leases, and renovations include accessibility as a design component. Many of BLM's older facilities met accessibility standards at the time they were built, but do not meet today's standards. As part of its commitment to providing access for visitors, the BLM has completed assessments on existing facilities and programs to identify accessibility deficiencies. The BLM is taking corrective actions on deficiencies that have been identified through the condition assessment process.

Many of the deficiencies identified during the accessibility evaluations are included in projects submitted under the *Five-Year Deferred Maintenance and Capital Improvement Plan*. Smaller, critical deficiencies are corrected through accessibility critical corrective actions, which are part of the deferred maintenance program.

1.E.3. Security: The protection and security of employees and assets have always been a priority for the BLM. On February 21, 2008, the Interagency Security Committee (ISC) released the "Facility Security Level Determinations for Federal Facilities—An Interagency Security Committee Standard." This standard supersedes all previous guidance on establishing facility security levels previously contained in earlier reports and previous ISC Standards.

Unlike the 1995 Department of Justice (DOJ) guidance, the new ISC standards do not rely solely on facility square footage and population to determine facility security levels. The new ISC standard uses a matrix consisting of six factors to determine a facility's security level. These factors are: Mission Criticality, Symbolism, Facility Population, Facility Size, Threat to Tenant Agencies, and Intangible Adjustment.

In addition to security lighting, physical barriers, and access controls, some offices have other security enhancements, such as security cameras, closed circuit television (CCTV) monitoring, and intrusion alarms. As the BLM begins implementing and evaluating facilities based on the new standards, additional measures will be taken as appropriate.

1.E.4. Sustainability (Energy): The BLM is committed to energy conservation principles and to developing energy efficient designs for new buildings or major renovations of existing facilities. The BLM has taken

a proactive approach to reducing local energy use and seeking alternative sources of energy. The BLM created an Energy Management and Conservation Team at the national level and formed the Energy Conservation Working Group to help coordinate energy conservation activities of various organizations within the BLM.

The BLM manages its assets using a holistic approach. Assets are evaluated for safety, security, accessibility, and sustainability. The BLM is committed to designing, constructing, leasing, maintaining, and operating its facilities in an energy-efficient, sustainable manner. The agency strives to create a balance of a high standard of living, wider sharing of life's amenities, and maximum attainable reuse and recycling of depletable resources, all in a manner that is economically viable and consistent with BLM's mission. To accomplish its goals and measure its success, the BLM is using life-cycle concepts and performance measurements that will lead to sustainable public assets.

Facilities owned by BLM are becoming more energy efficient as a result of the Bureau's participation in the Department of Energy's energy-saving performance contracts (ESPCs). Johnson Controls, Inc., performs initial energy audits and installs energy saving measures. Under this contract, Johnson Controls guarantees energy savings and is paid from those energy savings over several years as determined by a formula established by the Department of Energy (DOE).

Another benefit of the use of the ESPCs is the ability to modernize BLM's infrastructure without the use of its scarce operations/maintenance and construction funding. Many BLM facilities are over 40 years old. Their boilers, lighting, and heating and air conditioning controls are past their useful life-cycle. These facilities have polychlorinated biphenyl (PCB) light ballasts and lighting with high mercury levels. NIFC and the Boise District were the first to receive new high-efficiency boilers and control systems. In addition, hundreds of pounds of light ballasts containing PCBs and high mercury lighting were replaced and sent to treatment and recycling facilities rather than local landfills. This energy saving approach of upgrading BLM facilities began in Fiscal Year 2007, with an anticipated completion in Fiscal Year 2009 Bureauwide.

Many program areas must be engaged in the asset management process for it to be successful. Cooperation and participation are needed, such as from fire, engineering, property, lands, and recreation program staffs.

The BLM makes use of a variety of incentives to encourage employees to be energy conscious. Incentives include awards, performance evaluations, training, and educational outreach. The BLM has demonstrated energy efficiency and conservation in multiple areas: facility energy reduction, renewable resources, fossil fuels, and water conservation. The BLM's performance in these areas is tracked and reported annually.

The BLM's commitment to energy efficiency and energy conservation includes promoting energy education and outreach. The BLM has an active employee education program that promotes energy efficiency in the home and in the workplace. The BLM's outreach efforts include interactive educational activities for teachers, students, and adult learners in a variety of areas.

1.F. Bureau Governance/Decisionmaking Process for BLM-Owned, Constructed Assets:

To effectively manage and maintain its vast array of assets, the BLM has developed a strategic and holistic management approach for all BLM-owned, constructed assets, which includes:

- Real property asset inventory
- Operations and maintenance needs and periodic, cyclical component renewal and replacement requirements
- Validation of current conditions and future needs by conducting comprehensive and periodic condition assessments
- Asset priority index
- Performance metrics with quantifiable outputs or outcomes

The holistic stewardship strategy provides guidance and direction for evolving current BLM practices into a comprehensive facility management program that provides life-cycle stewardship for all BLM assets. Integration of these components requires a combination of sound facility management processes coupled with an automated facility management tool. The process for managing constructed assets is illustrated in Figure 2. Fleet management requires sound processes as well, as illustrated in Figure 3.

A complete and accurate inventory of assets accomplished in accordance with DOI and BLM policy and within the guidelines of the Federal Accounting Advisory Board standards is the foundation of the stewardship strategy. Annual maintenance requirements, which are the most critical component of the long-term operation of the asset, comprise the structure of the

strategy. Appropriate levels of annual maintenance funding represent the most significant opportunity to provide adequate stewardship of the Nation's assets. With appropriate expenditures, the Bureau's assets can meet or exceed their projected lifespan. A continued comprehensive and periodic condition assessment program across the BLM provides validation and oversight for the overall stewardship strategy, as well as an approach to track accomplishments, update

inventory, and determine asset condition and continued maintenance or disposal needs.

Life-cycle based capital funding incorporates the need to revitalize and create facilities and infrastructure in ways that integrate with facility management processes and tools, reduce annual maintenance requirements, enhance sustainability, and support BLM directives. Too often, assets are obtained, through either construction or

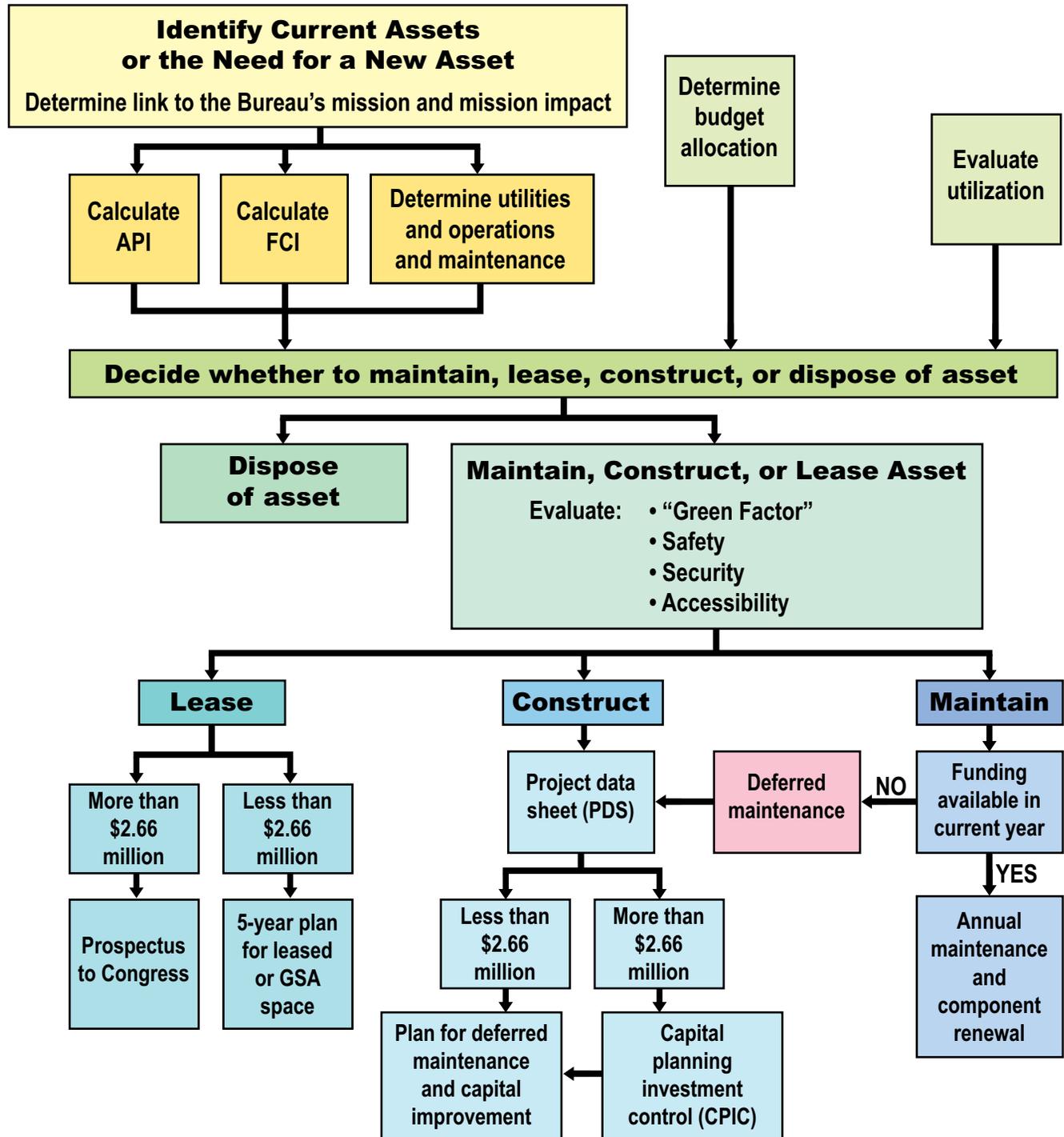


Figure 2. Constructed (Owned and Leased) Asset Business Process.

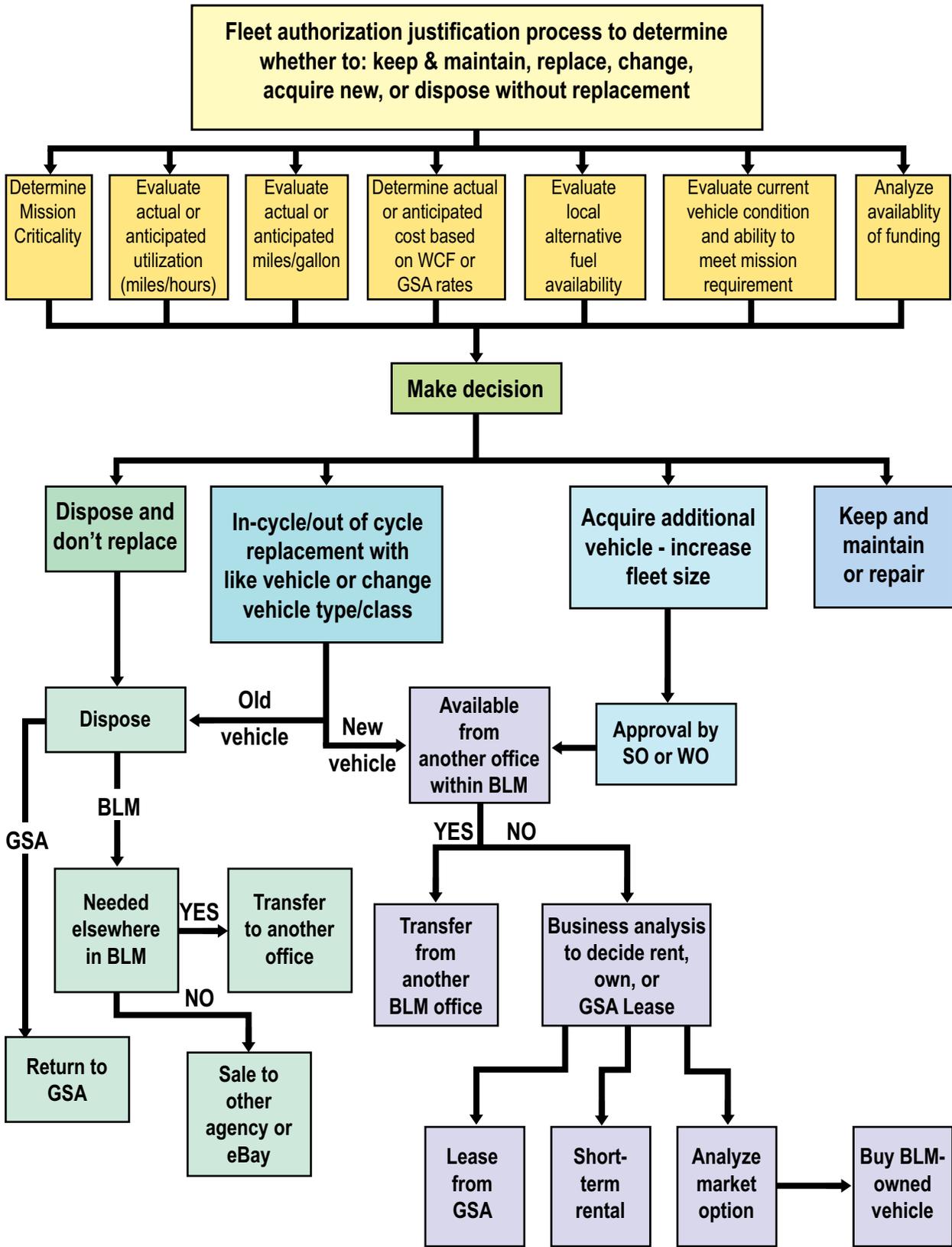


Figure 3. Fleet Business Process.

acquisition, with little or no thought of the integration of those assets into the facility management process or the long-term maintenance requirements associated with the new assets.

An integrated strategy that incorporates all of the life-cycle requirements, in turn, requires an automated system with the capability to manage the vast array of BLM assets during the course of their service life. The Facility Asset Management System (FAMS) provides a suitable basis for the integration and management of the recommended strategic approach for asset management and condition assessment.

1.G. Performance: The BLM annually performs Asset Management Reviews (AMRs) on 25 percent of its asset management program, so that at the end of 4 years, 100 percent of the program will have been reviewed and assessed and applicable corrective actions will have been taken. In accordance with the guidance in the Office of Management and Budget (OMB) Circular A-123, *Management Accountability and Control*, reviews or assessments will be conducted to ensure that:

- Bureau asset management programs are achieving their intended results
- Resources used are consistent with the Bureau's mission, the AMP, and the ABP
- Resources are protected from waste, fraud, and mismanagement
- Laws and regulations are followed
- Reliable and timely asset management information is maintained, reported, and used by management for decisionmaking

Fiscal Year 2008 continued the expansion of the traditional property management review to a full asset management program review. Assets that are visited and validated during the AMR are identified from the ABP and include:

- Assets that are listed on the Five-Year Deferred Maintenance and Capital Improvement Plan
- Assets that are candidates for disposal or disposition
- Assets that are identified with low Asset Priority Index (API), high Facility Condition Index (FCI) or both
- Assets that are identified with low utilization

When applicable, corrective action plans are developed, implemented, and tracked for deficiencies identified in the course of reviews or assessments. In 2008, corrective

action plans included: 1) clean up and removal of assets from a real property site that presented a safety hazard to the public; 2) recommended moving of an office that presented unhealthy conditions to the BLM employees located there; 3) disposal of facilities that were not recommended to be used as housing; and 4) exploration of collocation opportunities in one small town where multiple facilities, leased and owned, resulted in confusion for the public and inefficiencies for the employees. Field Managers are required to ensure, within established timeframes, that all actions are taken to correct or otherwise resolve the findings of the review.

Through the AMR process, the BLM focuses on and evaluates the effectiveness of current spending and identifies those "assets of interest" that are not being operated or maintained at adequate levels and those that should not be operated and maintained.

A high level of resources (time, staffing, funding) is currently required to perform the AMRs. The BLM is currently reviewing options to improve efficiencies in this process. Some options to reduce the costs of the reviews, which currently involve two or more teams of three or more employees for about 10 days, include:

- Decrease the scale of the review
- Increase the number of teams so the reviews can be finished in 5 days
- Decrease the number of FOs visited

1.H. Application of the Financial and Business Management System and the Facility Asset Management System in Managing Assets: The BLM is using the Facility Asset Management System (FAMS) application of Maximo software to manage the inventory of owned, constructed, and maintained assets within the BLM. This software will eventually be able to prioritize work and track planned, estimated, and actual costs associated with the work.

In addition, the BLM is among the first bureaus expected to use DOI's Financial and Business Management System (FBMS) with the fully integrated real estate module and the plant maintenance module. The plan is to interface FAMS with FBMS so that both systems can share necessary inventory information. The eventual interface of FBMS with the Department's single-platform facility management system will allow the BLM and the Department to:

- Update the complete inventory of all fleet and real property assets by entering the data only once.

- Collect all actual costs associated with work orders for fleet and real property assets to the asset level.
- Collect all facility-related costs that are not on work orders by interfacing with PRISM (the acquisition module) to collect all related costs at the asset level, including utilities, lease costs, and contracts for janitorial services, landscaping services, and periodic maintenance and inspection services.
- Create measuring points to track energy consumption at the fleet or constructed asset level.
- Interface with the Federal Personnel and Payroll System (FPPS) to accurately collect employee labor rates at the work order level for fleet or constructed assets.
- Interface with the Quarters Management Information System (QMIS) to accurately collect income information related to a constructed asset.
- Streamline the housing assignment and termination process.
- Interface with the fleet cards to collect fuel consumption information to the fleet asset level.
- Fully report required information to the Federal Real Property Profile (FRPP) and to the Federal Automotive and Statistical Tool (FAST).

2. Asset Inventory and Metrics

2.A. Asset Portfolio: The BLM inventories 100 percent of the capitalized constructed assets and fleet vehicles annually. All other constructed assets are inventoried on a cyclical basis using comprehensive condition assessments. This data is used to update the FRPP.

2. A.1. Inventory by Type of Asset:

2. A.1.a. Leased Facilities: The BLM's inventory of leased space includes 141 commercially-leased facilities (direct leases), 38 GSA-provided facilities (both owned and leased), and 21 facilities which are owned by or leased through other Federal agencies. Table 1 summarizes these leases.

Table 1. BLM Leases for Fiscal Year 2009.

Type of Facility	Total Cost	Square Footage			Composite Cost Per Square Foot
		Total Office	Total Warehouse	Total	
BLM Direct Leases	\$33,542,498	1,591,739	632,058	2,223,797	\$15.08
GSA-Provided	\$18,839,095	837,956	40,190	878,146	\$21.45
Other Federal	\$1,833,067	98,481	20,283	118,864	\$15.42
Total	\$54,214,660	2,528,176	692,531	3,220,807	\$16.83

2.A.1.b. Owned Facilities: The BLM manages, owns, and maintains 4,870 buildings, which include 742 administrative and 2,623 recreation sites. These facilities include several fire stations, which contain operations buildings, living quarters, and engine barns for wildland fire suppression activities.

Structures: The BLM owns, manages, and maintains a substantial number of structures associated with its administrative and recreation sites. These structures include numerous parking lots, kiosks, observation platforms, boat ramps, boat docks, aircraft ramps, and camping units.

Linear Assets: Lands administered by the BLM have approximately 76,000 miles of roads (including

primitive roads) and approximately 15,000 miles of trails. Management emphasis on these linear assets is on maintaining the roads, trails, and major culverts that receive the greatest public use, present the greatest threat to public safety, or contribute to water quality degradation due to improper drainage.

In November 2006, the BLM produced the Roads and Trails Terminology (*Technical Note 422*) publication. In this report, the BLM identified, defined, and clearly differentiated its linear assets as roads, trails, and primitive roads. The basic definitions for roads and primitive roads were developed based on BLM's *9100 Engineering Manual* and the definition for a trail was developed from the Interagency Trail Data Standards (ITDS.) The terms are explained below as well as in Figure 4.

- **Road:** A linear route declared a road by the owner, managed for use by low-clearance vehicles having four or more wheels, and maintained for regular and continuous use.
- **Primitive Road:** A linear route managed for use by four-wheel-drive or high-clearance vehicles. Primitive roads do not normally meet any BLM road design standards.
- **Trail:** A linear route managed for human-powered, stock, or off-highway vehicle forms of transportation or historical or heritage values. Trails are not generally managed for use by four-wheel-drive or high-clearance vehicles.

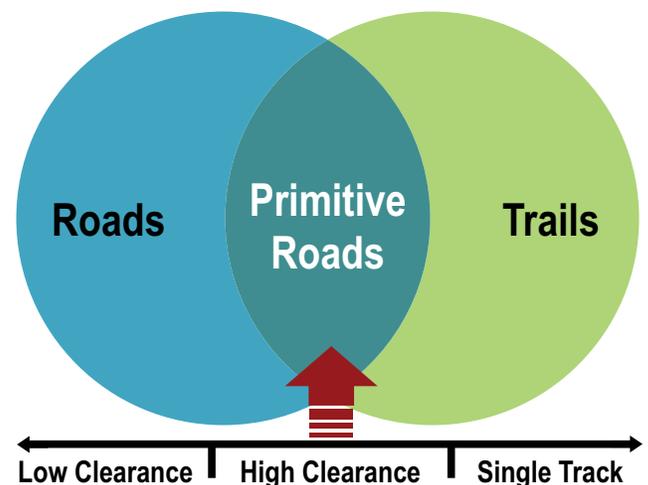


Figure 4. BLM's Transportation System.

As a result, primitive roads became a new asset category and the BLM is in the transitional phase of establishing this new linear asset category. Existing maintenance levels were reviewed in conjunction with the development of the new asset categories for linear features, and plans are underway to transition from maintenance levels to maintenance intensities.

2.A.1.c. Fleet Vehicles: The number of vehicles and pieces of heavy equipment maintained by the BLM varies based on the time of the year. The goal of BLM’s fleet plan is to optimize fleet size and composition in order to support the mission of the BLM in the most effective and cost efficient manner possible, while reducing fossil fuel consumption. The development of an optimal fleet size and composition is dependent upon a starting baseline inventory and thorough analysis of the individual fleet compositions in each FO. Each of BLM’s FOs has been asked to determine the optimum number of vehicles and the right mix of vehicle types they require to support the Bureau’s mission.

The number of vehicles in the 2005 baseline fleet and the number of vehicles at the end of September 2008 are displayed in Table 2 by State or Center. The totals reflect the combined year-round and seasonal fleet vehicles and the combined general purpose and law enforcement vehicles. The fleet has continued to expand, reflecting mission growth in oil and gas and fire pre-suppression activities.

Table 2. Fleet Size by State/Center
(2005 Compared to 2008).

State/Center	2005 Total Baseline Fleet	September 2008 Fleet
Alaska	138	157
Arizona	293	305
California	569	556
Colorado	313	355
Eastern States	40	34
Idaho	396	446
Montana	286	314
National Operations Center	3	3
National Interagency Fire Center	66	80
National Training Center	13	13
Nevada	345	343
New Mexico	353	381
Oregon	902	886
Utah	432	427
Washington Office	3	
Wyoming	357	396
Total	4,509	4,696

2.A.1.d Dams: The BLM tracks and maintains 590 hazard classified dams. These dams provide recreation, flood control, watershed protection, and irrigation. The BLM performs the following activities for the dam safety program and reducing dam safety risk:

- Deficiency verification analysis
- Risk screening
- Breaching/restricting
- Development of alternatives for implementing dam safety decisions
- Design reviews
- Value engineering
- QA/QC in construction
- Emergency action plans
- Inundation studies
- Hazard classifications and reclassifications
- Safety of Dams (SOD) reports
- Annual inputs to the National Inventory of Dams
- Technical priority ratings

Protocols have been developed for condition assessments to include updated checklists that conform to FAMS. The condition assessment cycle for dams is covered in Section 2.B.2. The protocols and checklists have been attached to business rules, which will make them Bureauwide standards pending the development and approval of revised manuals and handbooks (currently underway). As the cyclical condition assessments are performed, the current asset inventory for dams will be refined and improved.

2.A.1.e. Bridges: The BLM manages 761 bridges nationwide. Figure 5 provides a picture of a BLM bridge. Protocols have been developed for condition assessments, which include updated checklists that will conform to both the National Bridge Inspection Standard (23 CFR Section 850) and FAMS. The cyclical condition assessment requirement for bridges is every 2 years. These protocols and checklists have been attached to business rules, which will make them Bureauwide standards pending the development and approval of revised manuals and handbooks. As the cyclical condition assessments are performed, the current asset inventory for bridges will be refined and improved.



Figure 5. BLM’s Orange Bridge in Nevada.

2.A.2. *Federal Real Property Profile (FRPP)*

Inventory Data: The FRPP inventory consists of 25 data elements for each constructed asset maintained by the BLM, including the latest data element for sustainability. Of these data elements, there are four performance measures. These are addressed in detail in this section:

- Facility Condition Index
- Mission Dependency
- Utilization
- Operations and Maintenance (O&M) Cost (Annual Operating Costs)

2.B. Facility Condition Index and Current Replacement Value:

2.B.1. Facility Condition Index (FCI), Current Replacement Value (CRV), and CRV Updates: The BLM uses the FCI in conjunction with the API to determine which of the Bureau's constructed assets should be maintained, replaced, or disposed of. The BLM uses the following methodology for determining FCI: deferred maintenance (DM) divided by the current replacement value (CRV) results in the FCI.

There are two important influences on this calculation:

1. A reasonable estimate of deferred maintenance. Based on the first round of comprehensive baseline condition assessments of all major asset categories, the BLM has calculated the deferred maintenance on all of its assets. This deferred maintenance value is based on the deficiencies found during the condition assessment process, and a cost is applied using a costing package for consistency.
 2. The determination of the current replacement value. The BLM has formulated models for calculating the CRV. These models are based on the average cost for that asset type, by a specific unit of measure. For example, the cost to construct a visitor center is based on the average cost per square foot of an average BLM visitor center. This figure is only intended to derive the FCI and is not intended to be an appraisal value or a construction estimate. The BLM understands that there will always be certain high- or low-value facilities for which the CRV can be misinterpreted. However, the BLM has elected to model this index to ensure a reasonable, consistent, and auditable process rather than attempt to determine an individual
- **Administrative and Recreation Sites:** Baseline comprehensive condition assessments of all BLM administrative and recreation sites have been completed by an independent contractor so they are reasonable, consistent, and auditable. The BLM will now be comprehensively assessing approximately 20 percent of its total sites every year to maintain a "steady state" of condition assessments. Two training courses were developed to ensure continuation of a consistent national assessment and 95 percent of the assessments are currently conducted by in-house personnel.
 - **Roads:** Road condition assessment efforts in the field are completed. These baseline assessments for level 3, 4, and 5 roads (those with improvements, gravel, grading, paving, etc.) were completed in October 2007. Future assessments will now be performed on a 10-year cycle. A briefing to the DOI was given early in 2008 regarding the return-on-investment of conducting the condition assessments on non-site roads, and the BLM was given approval for a 10-year (instead of 5-year) cycle for comprehensive assessments.

CRV for every asset. These CRV models, especially for linear assets, are undergoing refinement and recalibration as the program continues to mature.

2.B.2. *Frequency of Comprehensive Condition*

Assessments: To do a comprehensive assessment of its constructed assets, the BLM has created an approach that groups assets by major categories consistent with Statements of Federal Financial Accounting Standards (SFFAS). Those asset categories are:

- Administrative Sites
- Recreation Sites
- Roads
- Trails
- Dams
- Bridges (including major culverts)

The BLM has created a schedule, based on these six categories, to assess the condition of its assets. The BLM has spent the last 5 years updating its baseline comprehensive condition assessments for all asset categories, and is well into its second round of comprehensive condition assessments for administrative and recreation sites.

- **Trails:** The Trail Team has developed trail protocols for the condition assessment process. The BLM is currently inventorying the “site trails,” those associated with recreation sites. The protocols from the Trail Team address those trails that fall in a high-priority classification, such as designated national trails, maintenance level five trails, or trails with significant capital investment. Interagency trails data standards were created by BLM’s National Landscape Conservation System (NLCS) group.
- **Dams and Bridges:** The BLM developed and tested new dam and bridge protocols and developed a training course for condition assessments of dams. These protocols are used to perform bridge and dam condition assessments. Bridge inspections are required every 2 years by Federal statute. BLM, or a contractor working for BLM, will conduct inspections every 2 years on all BLM-managed bridges, alternating about half of the inventory. Dams are inspected every 3 years as required by BLM regulation, but those dams that have been designated as low-hazard-class dams will be inspected every 5 years. The nine, high-hazard-class dams are inspected every 2 years or immediately after a major weather event. These are considered safety inspections and are not “condition assessments.”

2.C. Mission Dependency and the Asset

Priority Index: Mission Dependency within the BLM is reported to FRPP based upon whether the facility is linked to one or more of the critical missions of the Bureau. This decision is made globally rather than by local managers in order to ensure that all assets are treated equitably. At the local level, the Asset Priority Index (API) is used as a decisionmaking tool to rank the individual assets in order of importance to the local mission.

2.C.1. The Asset Priority Index (API): The API is one of several tools that helps BLM’s managers determine which constructed assets should be maintained and sustained. The API enhances the ability of managers to make the best decisions possible in managing constructed assets.

The API is based on how the constructed asset helps the BLM achieve its mission outcome goals in the four major mission areas: resource protection, resource use, recreation, and serving communities. The API, in conjunction with other key parameters, such as

utilization, condition, and operations and maintenance costs, helps managers assess the priority, or level of importance, of constructed assets relative to one another. Managers can make better use of available budgets by determining:

- Which assets to maintain or repair
- Where and when to build new constructed assets
- When to enter or exit leases
- When to dispose of constructed assets

The BLM created a national API Team to develop baseline priorities for all Bureau-constructed assets. The team assumed equal weighting for each of the four mission outcome goals as a general starting point. However, the team realized that different mission emphasis locally has a significant impact on the final API for different asset types at each FO. Therefore, the team decided that it was important for Field Managers to reflect the relative importance of their constructed assets in relationship to the local BLM mission emphasis. For example, an FO that has a great deal of recreation in its area and little cattle grazing would score a higher priority on an asset that deals with recreation than an asset that supports cattle grazing.

2.C.2. Asset Prioritization: When an organization such as the BLM has substantial demands competing for limited asset funding, it must allocate resources in a way that will most positively impact its core mission. Logically, resources should be allocated to managing those assets most important to the strategy and operations of the organization. The difficulty in aligning funding with higher priority assets lies in quantifying the often qualitative concept of “important.” This section examines asset mission alignment by:

- Explaining how to develop a quantitative measure—an API—to score each asset in the BLM portfolio according to the organization’s mission
- Describing how the API can be used as part of an overarching asset portfolio management and investment strategy
- Discussing API scores assigned to the BLM asset portfolio
- Suggesting next steps and recommended uses of the API concept and scores

The BLM used a four-step approach to prioritize assets that incorporated the DOI’s API guidance, which was

developed to comply with the requirements of Executive Order 13327 and the Federal Real Property Council:

Step 1—Establish the Criteria. The DOI asset prioritization framework requires each of its bureaus to prioritize assets using a standard framework (100-point scale) composed of asset criticality (80 points) and asset substitutability (20 points). The API criteria selected under asset criticality reflects the organization’s overarching mission. In addition, the criteria are mutually exclusive, collectively exhaustive, and widely accepted throughout the organization and have clear definitions and examples that allow for consistent scoring. A nationally designated group of BLM subject matter experts, representing BLM’s Field Committee, established the API criteria for BLM assets based on the DOI asset prioritization framework guidelines. These designees, representing all BLM locations and disciplines, associated general asset types to specific missions.

Step 2—Create Scoring Guidance. For each criterion, a detailed scoring matrix was developed. These matrices were designed to be simple and clear and were developed by BLM’s national API Team in conjunction with the organizational subject matter experts to maximize their validity and consistency throughout the scoring process. They include instructions for scoring an asset “very high” to “very low” against each criterion.

Step 3—Weight the Criteria. Once scoring guidance was established, the national criteria were weighted locally. For the BLM, this weighting resulted from several sessions by the API Team and input from each local Field Manager. This local office weighting factor can change with time. In 2008, local managers were given the opportunity to revisit the weighting factor in order to better align their assets with their local mission priorities. In addition, the local managers were given the opportunity to integrate the asset substitutability into a final API for each asset.

Step 4—Score the Portfolio. The API scoring sessions concentrated on owned assets. Owned buildings and structures have been scored once nationally before being subsequently adjusted again by the FOs. Using the API scores, as well as incorporating BLM’s current policy, all assets

were given a mission dependency index (MDI) as part of the FRPP. This was carried out by the national program coordinator. In accordance with DOI asset priority guidance, the BLM will score its assets every 5 years or whenever a major executive, legislative, secretarial, or directorial priority-setting decision alters the current criteria.

2.C.3. Highest Priority Assets: BLM’s energy program facilities currently have the highest priority due to the recent increase in energy costs, which affects all aspects of the economy. This priority was set by the Director in every budget and management document. The impacts to the public, in locations where use authorizations, permits, public inquiries, and filings occur, make State and FO facilities a high priority to acquire, operate, maintain, and replace as necessary. Recreation users consider recreation sites a great part of the Bureau mission, and these sites are a high priority to those customer segments. They provide a tremendous economic value to communities, as Americans travel to recreate on public lands. First responder fire facilities are strategically placed for minimizing risks associated with initial response to fire emergencies. Energy, law enforcement, and firefighting fleets all play an important role for the multiple missions and customer segments the BLM supports. In addition, wild horse and burro facilities are built to accommodate the needs of wild horses and burros removed from the range and are unique to the BLM organization.

The Bureau has many other program assets that are required to support the multiple uses and vast demands placed upon the public lands through public law, regulation, and customer expectation. These assets are characterized in site-specific ABPs, where day-to-day management decisions are formulated. Each type of facility that supports various uses of the public land is valued by the program supported.

2.D. Asset Utilization

2.D.1. Utilization of Constructed Assets, Leased and Owned: The variety of BLM’s constructed assets is significant. To determine how effectively an asset is utilized, the BLM has addressed each asset type separately. Currently, the focus is on buildings since they are the most costly to maintain. Specifically, the BLM has developed a process of determining utilization strategies for the following building types:

- **Offices:** The BLM manages utilization of office space as part of the Five-Year Space Management

Plan. The majority of office space is leased, making it possible to adjust office size to the dynamic organization expeditiously. The Bureau policy of maximizing collocations with the Forest Service (FS), other DOI bureaus, and other Federal agencies allows the BLM to meet and exceed the DOI standard of 200 net usable square feet (NUSF) per employee (Figure 6).

- **Warehouses:** The BLM is keeping warehouses to the most efficient size that will meet the mission needs of the organization. The BLM has been able to do this by maximizing the vertical height of warehouses, providing materials handling equipment (such as pallet racking and forklifts), and promoting a policy that minimizes

the requirements to store materials, supplies, and excess property for long periods of time. Through the asset management review process, the BLM plans to identify those warehouses that are equipped or organized inefficiently. Warehouses without pallet racking or warehouses that are over 50 percent vacant or where unneeded material occupies over 50 percent of the space are considered underutilized. Overutilized warehouses are warehouses or storage facilities that are over 85 percent utilized (over 85 percent of the pallet-racking is occupied with mission-related material). Warehouse utilization is evaluated in the ABP and the current information is identified in Figure 7.

Office Utilization by State–2008

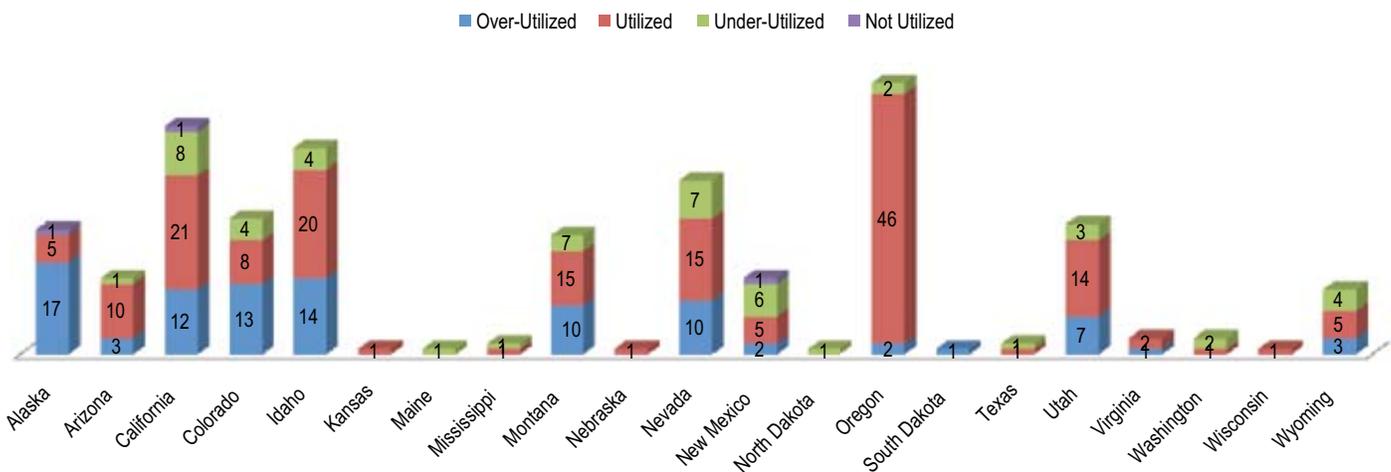


Figure 6. Office Space Utilization for Fiscal Year 2008.

Warehouse Utilization by State–2008

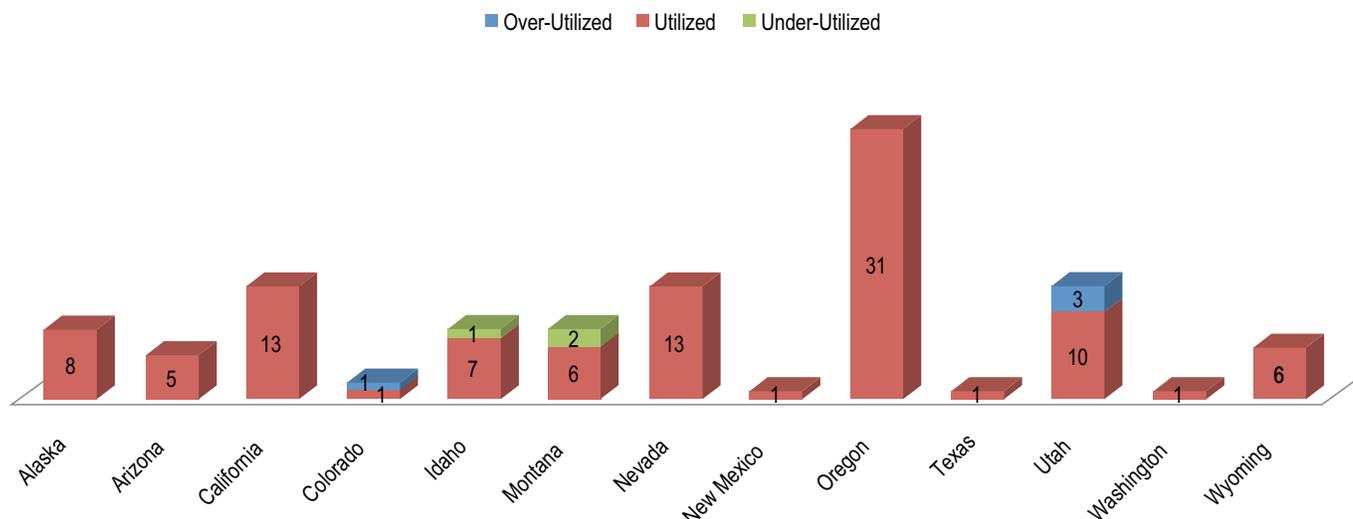


Figure 7. Warehouse Utilization Rates for Fiscal Year 2008.

- Housing:** The BLM aligned its housing inventory in FAMS with its inventory that is maintained within the Quarters Management Information System (QMIS). Rental rates that are collected from employees through payroll deduction are established through QMIS. These funds are used to pay for maintenance and repairs of facilities. Inventory classified in FAMS as housing, which is not managed within QMIS, was reviewed as part of the ABP and considered for reclassification or disposal. The Bureau standard of utilization for housing is the ratio of the number of months occupied to the number of months of planned occupancy. Housing that is occupied 85–100

percent of the time is fully utilized, and housing that is occupied less than 85 percent of the time is under-utilized (see Figure 8).

2.D.2. Utilization of Fleet Vehicles: Fleet utilization is currently part of the multiyear fleet planning process. Fleet vehicles utilization decreased between 2003 and 2008 by more than 5 million miles. At today’s average cost per mile of \$.667, this has resulted in a savings to the BLM of almost \$3.4 million. The optimal utilization of fleet vehicles is between 10,000 and 12,000 miles per year (see Figure 9 for the BLM’s average annual utilization per vehicle). Industry standards indicate that

Housing Utilization by State–2008

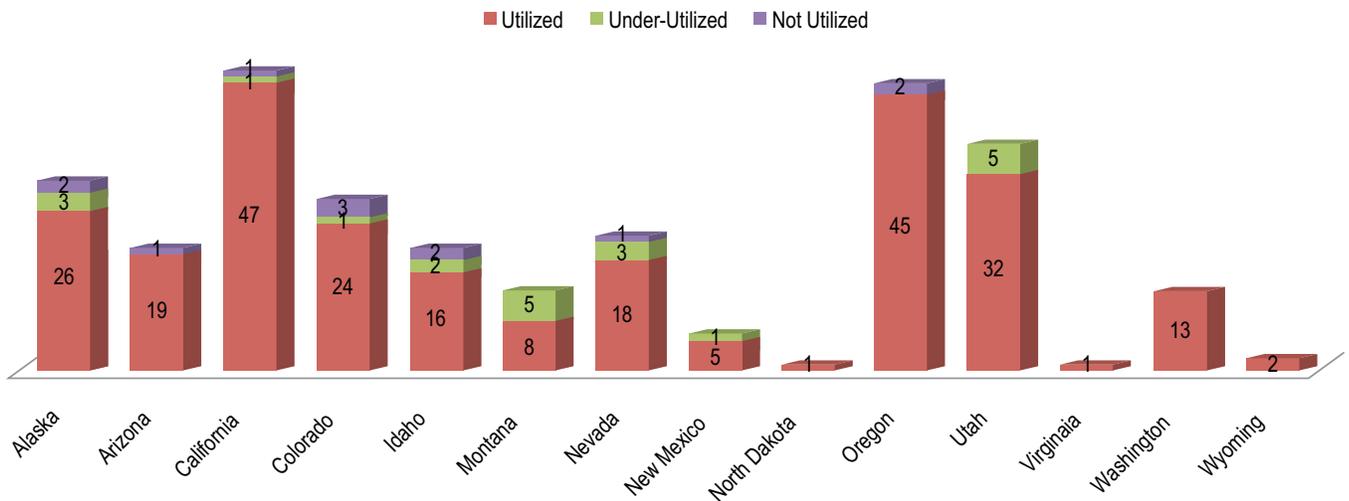


Figure 8. Housing Utilization Rates for Fiscal Year 2008.

Average Miles per Vehicle per Year

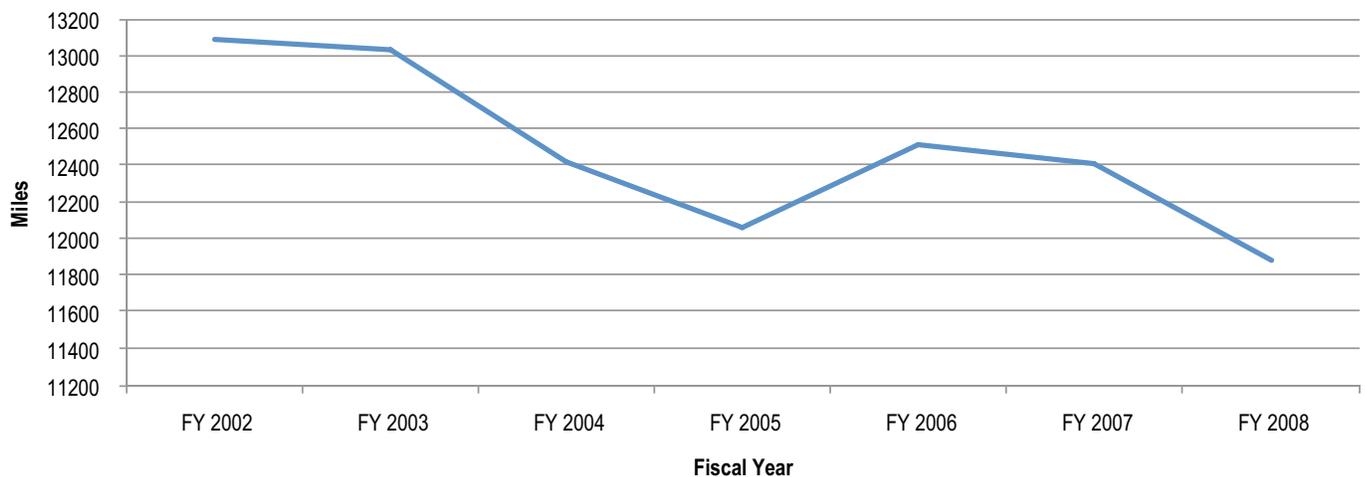


Figure 9. Average Miles per Vehicle per Year for Fiscal Years 2003–2008.

most general purpose vehicles begin to deteriorate and cost more to repair between 60,000 and 80,000 miles and that resale values deteriorate after 10 years, regardless of the odometer reading. For vehicles having a utilization rate that will not reach 60,000 miles in 10 years (under 6,000 miles per year), utilization is determined from a secondary standard based upon the number of days used. Vehicles that are used less than 6,000 miles in a given fiscal year are assessed an underutilization charge. This annual assessment provides the working capital fund (WCF) with sufficient funds to replace under-utilized vehicles after 10 years.

2.E. Operations and Maintenance: The annual Operations and Maintenance (O&M) program is critical to upholding the functionality of the BLM’s infrastructure, providing visitor safety on public lands and ensuring proper facilities management.

- Annual maintenance includes emergency, preventive, and cyclic maintenance of all BLM facilities. The ultimate goal is to perform sufficient annual maintenance so that no new deferred maintenance needs will accrue.
- The annual operations component of O&M was established to fund activities that assist in the smooth operation of BLM recreation facilities. Operations funds are used for janitorial services, cleaning and waste management of comfort stations, rodent and pest control, landscape upkeep, payment of utilities (electricity, water, and sewage), fuel, pressure washing, etc. The performance of the operations program is measured through the degree of customer satisfaction with the physical appearance, functionality, cleanliness, and safety of recreation facilities.

The O&M program supports the recreation mission goal from the DOI strategic plan by providing the funding needed to maintain clean, safe, and fully functional facilities at BLM recreation sites. Each mission goal has several performance measures to gauge progress towards meeting mission goal accomplishments, including end outcome goals and measures, intermediate outcome goals and measures, and primary outputs. A key intermediate outcome measure of performance is an increase in the percentage of DOI facilities that can be brought up to or fully maintained at an acceptable condition standard. Another key intermediate outcome measure of performance will be based on the FCI, a metric that measures the actual condition of a facility, which can be used to identify those facilities that need

to be brought up to, or fully maintained at, an acceptable condition standard.

The two programs together provide funding for operating and maintaining all BLM administrative and recreation facilities, including those located within the BLM’s national conservation areas, national monuments, wild and scenic river corridors, and along national scenic and historic trails. They support the BLM’s efforts regarding property and facility asset management in order to meet the requirements of Executive Order 13327 of February 4, 2005, *Federal Real Property Asset Management*.

2.E.1. Obsolescence of BLM-Owned Assets: Table 3 provides a representative sample of BLM-owned assets with the average ages for various types of building assets. Inventory changes since 2007 are a result of a clearer understanding of asset definitions which resulted in a re-classification of assets by the FOs. The vast majority of these assets have reached the 25-year mark, which is the usual end-of-service life for most facilities that were never constructed to be permanent buildings. As such, it is anticipated that without an annual replacement strategy for these constructed assets, operations and maintenance costs will substantially increase over the next 5 to 10 years and will continue to increase the deferred maintenance backlog unless a replacement strategy is developed and funded.

Table 3. BLM Building Assets for Fiscal Year 2008.

Building Type	Average Age	Count
Building - Administrative	27	173
Building - Bunkhouse/Dorm	27	131
Building - Cabin (Housing)	33	22
Building - Climate Controlled Storage	30	38
Building - Fire Station	15	12
Building - Single Family/Duplex Housing	42	119
Building - Museum	91	80
Building - Storage/Shed or Out-Building	29	827
Building - Visitor Center	21	32

2.F. Asset Disposal:

2.F.1. Constructed Asset Disposal: Disposition of constructed assets within the BLM can be a very complex and time-consuming process. Mission criticality, utilization, condition, and operations and maintenance costs all assist in the decisionmaking process, as illustrated in the decision tree in Figure 10.

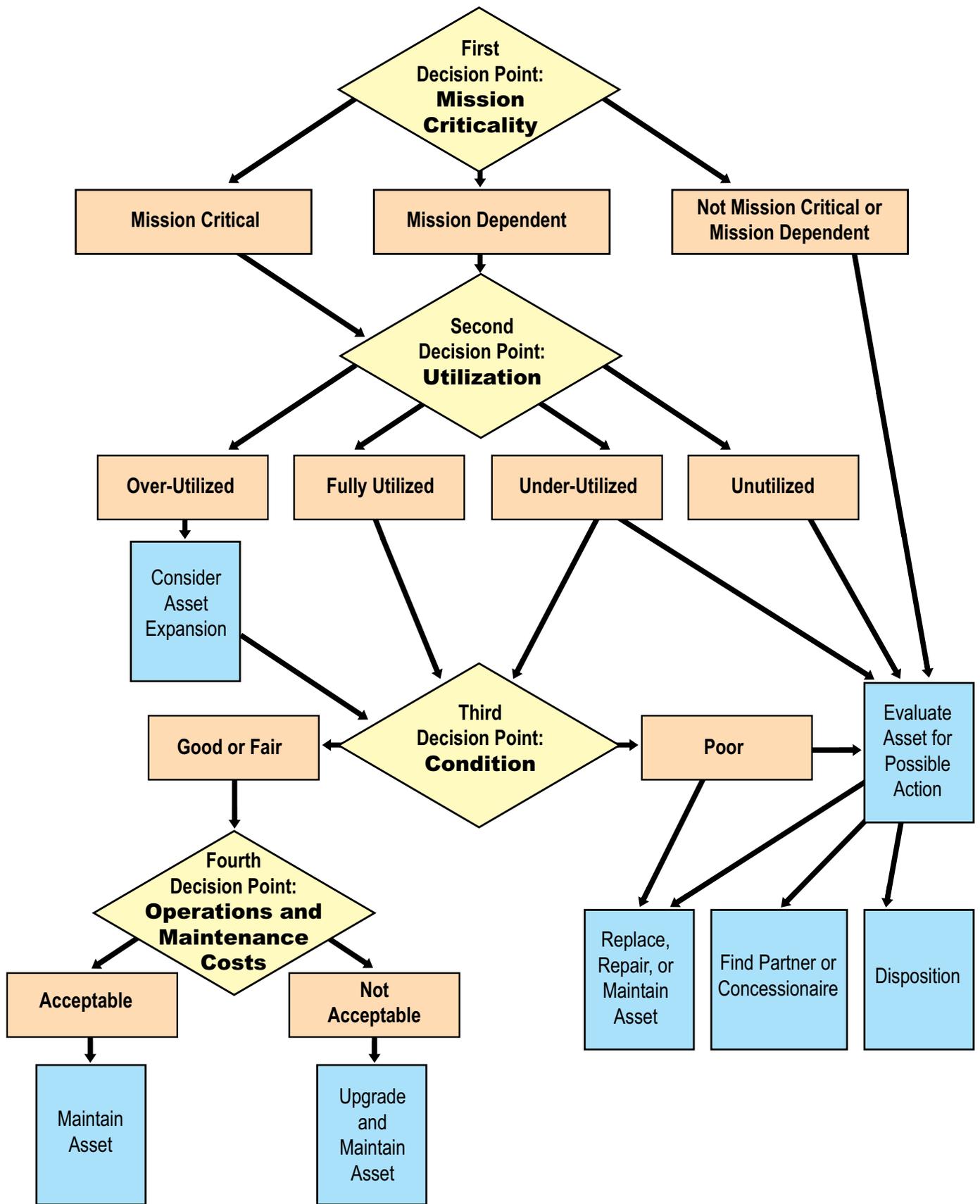


Figure 10. Decision Tree for Constructed Asset Disposition.

All candidates for disposition must be evaluated for National Environmental Policy Act (NEPA) compliance. NEPA requires Federal agencies to integrate environmental values into their decisionmaking processes by considering the environmental impacts of their proposed actions and reasonable alternatives to those actions.

Decision points assist the BLM in identifying “assets of interest” to be considered for disposal. However, it is important to understand that the final decision regarding disposition is made at the FO level. Specific circumstances that affect the local manager’s ability to dispose of real property follow:

1. The historic value of the asset

The BLM must evaluate all assets that may be eligible for the National Register of Historic Places against National Register criteria prior to taking any action that has the potential to affect that property. If the constructed asset has been identified as a National Historic Landmark (NHL), is listed or determined eligible for the National Register of Historic Places, it is considered an historic property under the National Historic Preservation Act (NHPA). The NHPA requires that prior to acquiring, constructing, or leasing buildings for purposes of carrying out agency responsibilities, each Federal agency shall use, to the extent feasible, historic properties available to the agency. In addition, the BLM must consider the effects of its decisions on historic properties by following the formal Section 106 consultation processes. The Section 106 process requires that the BLM seek to avoid, minimize, or mitigate any adverse effects to historic properties. The BLM must invite the Secretary of the Interior to participate in a consultation where there may be an adverse effect to an NHL. Potential adverse effects include transfer, lease or sale, neglect, physical alteration, and destruction.

The NHPA does not direct any specific outcome to the 106 consultation process, but historic value may provide additional management options. For instance, NHPA Section 111 authorizes Federal agencies to retain the proceeds of leases to defray costs of administration, maintenance, repair, and related expenses incurred by the agency with respect to historic properties. Historic assets may be good candidates for transfer to other government agencies or local groups that have a vested interest in preserving and restoring the property. Special provisions in the NHPA apply to lighthouses in this regard. Ultimately, the management of a property is a Federal agency decision. Designation as an NHL or

listing on the National Register does not prevent the alteration, disposal, or destruction of a constructed asset at the conclusion of the 106 process.

2. Regulations that affect the disposition of the land associated with the asset

Occasionally land associated with a constructed asset was acquired by the Federal Government as part of specific legislation that prohibits the disposition of the land. In addition, any public land where a constructed asset is located is part of an existing land-use plan or may be subject to specific restrictions or regulations (e.g., wetland restoration, areas of critical environmental concern, national monuments, wilderness areas, cooperative management areas, wild and scenic rivers) or may not be eligible for release from Federal ownership.

A realty specialist needs to evaluate the nature of the land associated with an asset and whether disposal of the asset with the land is a viable option. The FO where the asset is located then needs to work with the BLM NOC’s real property and disposal staffs. These staffs will help ensure that the proper forms are completed to report the excess property to the GSA and to comply with the McKinney-Vento Homeless Assistance Act (Public Law 100-77, as amended, 42 U.S.C. 11301).

Any proposed sale or transfer of land to other than another Federal entity may trigger the requirements of the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA), Section 120h. CERCLA requires the Federal Government to give notice of hazardous substance activity, include a covenant in the deed that all remedial action necessary to protect human health and the environment regarding any substance remaining on the property has been taken before the date of the sale or transfer, include a deed covenant that the United States will return and perform any additional action that may be required in the future, and retain right of access necessary to do such additional actions.

If it is determined that the land associated with the asset cannot be disposed of, then additional questions must be answered to dispose of the constructed asset.

3. Local cooperators and concessionaires may be interested in operating or maintaining this asset

If an asset is valuable to a local nonprofit community group and the group is willing to operate the facility, then it should be investigated to see if a special use

permit would be a better option than direct disposal of the asset. For example, a local gun club may want to manage a target range or a local historical society may want to manage a historic building as a museum.

If the constructed asset is near an area frequented by tourists, then it is possible that the asset could be operated as a profit-making venture. Looking for a concessionaire for the asset may be a viable alternative. Refer to Section 5.B. for more information.

4. Offsite removal

Some constructed assets, such as modular buildings, storage buildings, or mobile homes, can be sold and removed from the site. Other constructed assets, if they are in good condition and can be moved without damaging the integrity of the asset, can be sold for offsite removal. The asset must first be assessed for asbestos, lead-based paint, PCBs, or other hazards prior to receiving approval for offsite removal.

5. Deconstruction

If a constructed asset cannot be sold for offsite removal and the condition of the asset is poor, then the asset may be a candidate for deconstruction. The asset must first be assessed for asbestos, lead-based paint, PCBs, or other hazards prior to deconstruction. The deconstruction of an asset may be contracted, either by itself or as part of a construction project, performed using volunteers, or performed by employees. Prior to deconstruction, the FO decides whether the parts and pieces to the asset will be salvaged, donated to a public entity, or hauled to the local landfill.

6. Abandonment on site

In some circumstances, the local office can make the decision not to maintain an asset and will choose to abandon the asset onsite. This can only be done if the asset will not present a hazard to the public or will not deteriorate to such an extent that it will eventually cause a hazard to the public. Examples of constructed assets that are candidates for abandonment include roads, trails, utility systems, or fences.

7. Total cost of disposal

The cost of disposal, especially in cases where hazardous materials or safety concerns are identified, can become rather large and prohibitive without prior planning and

budgeting. This issue is addressed more fully in Section 3.E.

2.F.2. Fleet Asset Disposal: Once a BLM-owned fleet vehicle or item of heavy equipment has been replaced or is no longer needed for its current mission in the FO where it is assigned, it is considered for reutilization within that FO. Replaced vehicles are often used to supply the seasonal field requirements of the Bureau. This business practice has helped build up the working capital fund to allow for more acquisitions and increased the percentage of BLM-owned vehicles to GSA-owned vehicles in the fleet. Once an FO determines there is no more need for a vehicle, it is reported to the NOC fleet manager, who ensures that the vehicle is considered for reutilization within the BLM at another FO.

When fleet vehicles or heavy equipment items are determined to be excess to the needs of the BLM, they are offered to other agencies and other eligible entities, such as rural fire departments or State surplus agencies, in accordance with disposal regulations. They are offered on a “cost reimbursement” basis only. The amount of required reimbursement is based upon “blue book” value of the item.

When it is determined that a public sale of the fleet vehicle or equipment is necessary to dispose of the item, then the information is sent by agreement to the Oregon State Surplus Agency, where it is sold to the highest bidder on eBay. All proceeds from the sale of vehicles and equipment are deposited in the working capital fund. Table 4 shows the net proceeds from the sale of BLM-owned vehicles and equipment over the last 4 years. GSA-owned and leased vehicles are returned to GSA for disposition.

Table 4. Fleet/Equipment Sales Revenue for Fiscal Years 2005–2008.

Year	Description	Net Proceeds
2005	337 items (vehicles and heavy equipment)	\$2,906,278.00
2006	349 items (vehicles and heavy equipment)	\$3,391,620.28
2007	472 items (vehicles and heavy equipment)	\$4,852,274.00
2008	482 items (vehicles and heavy equipment)	\$4,649,384.00

3. Total Cost of BLM Asset Management

The BLM currently has resources available to acquire, maintain, operate, and dispose of fleet and leased facility assets and many owned and constructed assets.

3.A. Funding Programs for Constructed Assets:

Figures 11 and 12 illustrate the challenges that the Bureau needs to overcome with regards to funding levels for capital improvement, deferred maintenance, and operations and maintenance funding for the BLM.

3.B. Annual Operations and Maintenance Costs:

According to the FRPP, Annual Operations and Maintenance (O&M) Costs consist of the following:

- Recurring maintenance and repair costs
- Utilities
- Cleaning and/or janitorial costs
- Roads/grounds expenses

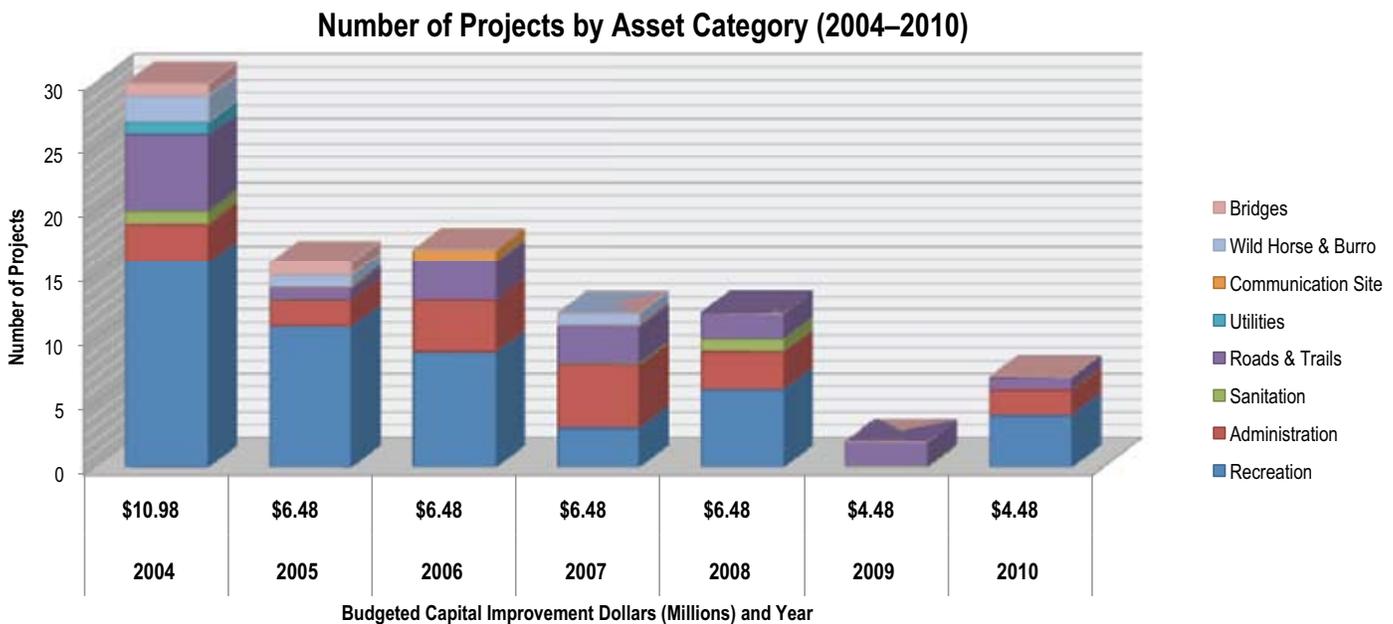


Figure 11. Capital Improvement Spending for Major Asset Categories.

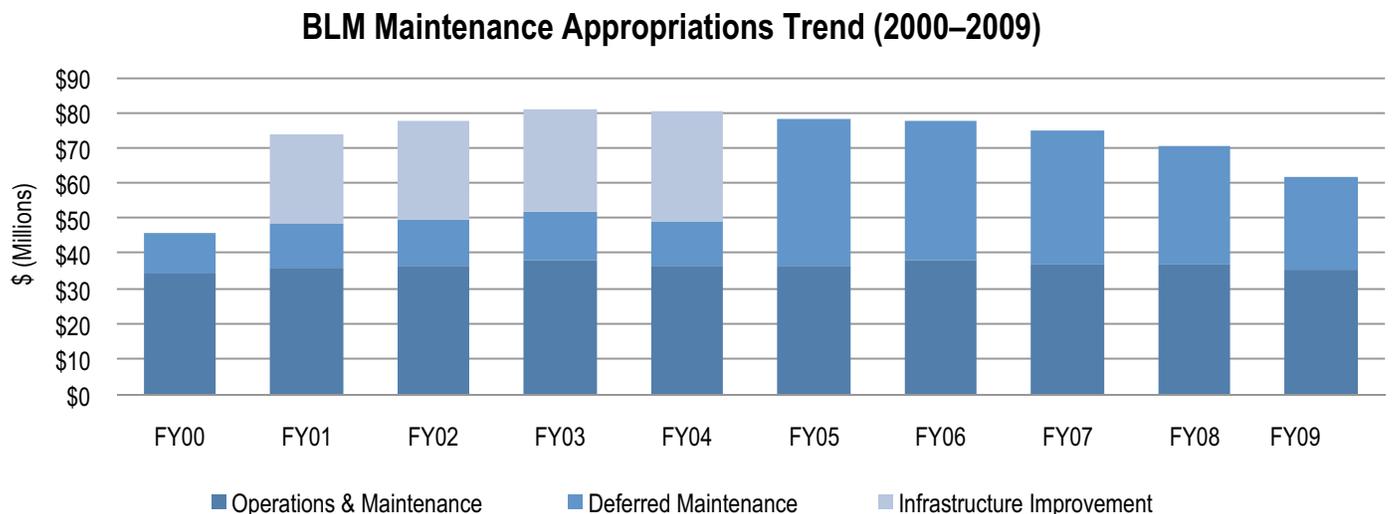


Figure 12. Maintenance Spending for All Asset Categories.

To improve the Bureau's performance portfolio for owned, operated, and leased assets, which includes the requirements for maintaining, operating, and sustaining assets at the constructed asset level, a strategic plan is needed. A critical component of this plan is collecting the actual O&M costs at the constructed asset level. The actual cost includes the cost of direct and indirect labor, materials and supplies, and equipment operations to complete annual maintenance or operational tasks. A methodology that will enable personnel performing O&M activities to track and report these costs in an efficient manner will not be complete until FBMS is fully operational.

Currently, annual O&M costs are reported to the FRPP through an allocation process to each asset based upon the total O&M Costs that are expended at the State level.

3.C. Deferred Maintenance: Maintaining the physical and functional condition of BLM-owned facilities is essential. The main objective of the deferred maintenance (DM) program is to reduce the accumulated maintenance backlog and to improve the overall physical and functional condition of BLM-owned facilities. The accumulated maintenance backlog consists of repairs, renovations, replacements, and other maintenance of buildings, recreation sites, administrative sites, roads, and other constructed assets. Related efforts, such as facility condition assessments, professional engineering services, program oversight, database management,

management of environmental and structural risks of facilities, and dam and bridge inspections are part of the DM program.

3.C.1. Updating Deferred Maintenance Costs for BLM-Owned, Constructed Assets: In 2008, the BLM updated the Deferred Maintenance Report, which provided a summary of the current financial requirements associated with the effective stewardship of the Bureau's existing asset base. Deferred maintenance estimates contained within the report reflect deferred maintenance requirements for the Bureau's existing asset inventory and do not anticipate functional or operational modifications, increases to the asset portfolio, or new regulatory requirements associated with the day-to-day operation of the assets.

The estimate for deferred maintenance has improved in 2009 as a result of the following efforts:

1. Reconciliation of the inventory
2. Completion of comprehensive baseline condition assessments for roads
3. Initial completion of disposal actions

3.C.2. 2008 Program Accomplishments: Refer to Figure 13 for information on how the 2008 deferred maintenance dollars were distributed by asset category. Projects accomplished in 2008 include:

2008 Deferred Maintenance by Asset Category

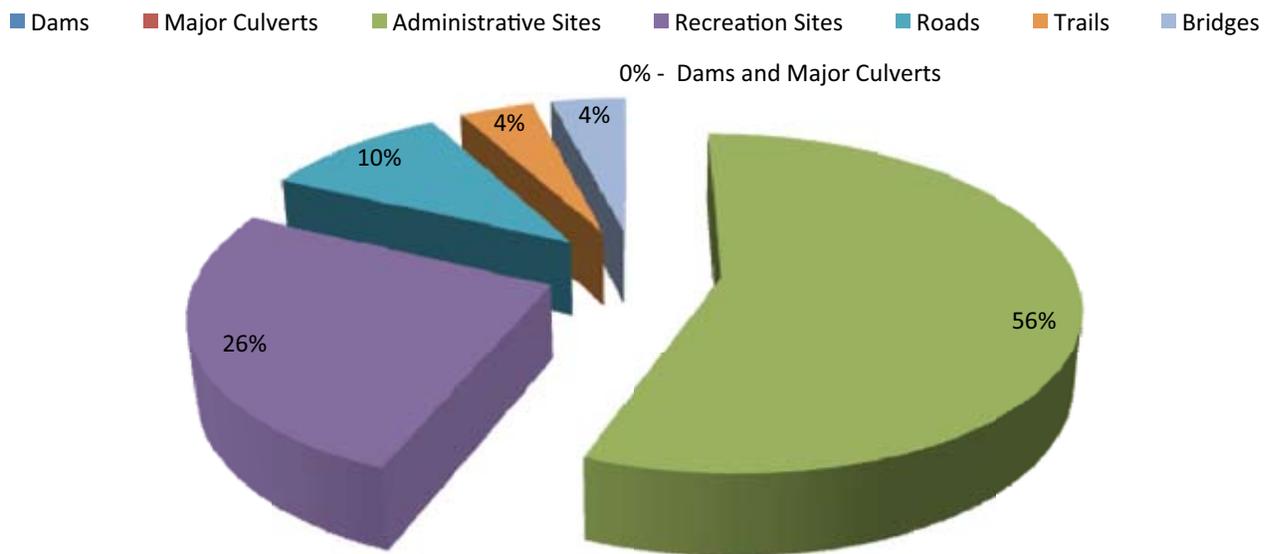


Figure 13. BLM Fiscal Year 2008 Deferred Maintenance by Asset Category.

- Idaho - The NIFC Smokejumpers building was evaluated under the Bureau's Building Seismic Safety Program in May 2000. It failed the initial screening for compliance with the codes. This project funded an A&E contractor to evaluate the existing package, determine additional information/studies needed, and prepare final designs and contract specifications.
- Colorado – The BLM-owned bridge (acquired in a land exchange in 2000) was in poor structural condition. The bridge and supporting abutments were replaced in kind.
- California – Project provided design services of an A&E firm to develop plans and specifications for the repair of the timber support system, the installation of an invert drain system, and the installation of shotcrete to repair the portals.
- Oregon – Project repaired approximately 40 miles of roads. Roads were in critical need of aggregate resurfacing to maintain a safe road system for users (residents, public, and commercial traffic) and protect BLM's investment in the road.
- New Mexico – The Farmington FO building, approximately 18,800+ square feet, providing work areas for 111 people, needed repairs to the structure, landscaping, sewage, electrical, and heating, ventilating, and air conditioning (HVAC) systems. When complete, the building will support an additional 19 people who are part of oil/gas field activity increases.

3.C.3. 2009 Program Performance Estimates:

For 2009, the BLM requested funding for deferred maintenance of 41 projects in 10 States and architecture and engineering construction support services in the NOC and WO Branch of Engineering and Asset Management Policy, for a total of \$27.370 million.

3.D. Capital Improvement: The capital improvement program is critical to BLM's mission to construct roads, trails, bridges, recreation and administrative facilities, and buildings. The use of BLM public lands, resources, and facilities continues to grow substantially as the population grows and expands in the West. Facilities are constructed to help satisfy the needs of the public and to protect both the visiting public and the environment. This is accomplished by providing quality infrastructure that meets the needs of a variety of resource user groups, including outdoor

enthusiasts, livestock permittees, oil and gas companies, timber companies, and others, while protecting the Nation's natural, cultural, and heritage resources. The Bureau's capital improvement projects are as varied as the individuals and groups that use them.

3.D.1. 2009 Program Estimates: For 2009, the BLM requested funding for capital improvement of two projects in two States and architecture and engineering construction support services in the National Operations Center and WO Branch of Engineering and Asset Management Policy, for a total of \$4.476 million.

3.D.2. 2008 Program Performance Accomplishments: In 2008, the accomplishments in the Capital Improvement program included 14 projects in six States for a total of \$3.8 million. Some of them are listed below:

- Wyoming - Trappers Route recreation site (Phases I and II) completed
- Idaho - Eight communications sites completed
- Colorado - Boat ramps and fishing access in Gunnison Gorge
- New Mexico - Valley of Fire Recreation Area completed
- Arizona - Middle Gila River recreation sites
- Utah - Vernal District Office warehouse and yard completed

3.D.3. Bureau Capital Improvement Management:

Based on the exhibit 300, a quarterly report is generated that gives each project a "green," "yellow," or "red" rating, depending on schedule and funding distribution. Projects that are less than \$10 million are kept at the Bureau level, while projects in excess of \$10 million are sent to the DOI for review and scoring. The actual "on-the-ground" management for the BLM is conducted by the project CO, COR, and project inspector through the BLM State and local FO. Effective in Fiscal Year 2009, all projects exceeding \$2 million require the appointment of a certified Project Management Professional (PMP) by the Field Manager in whose area the project resides. By this appointment, the Field Manager must comply with the Project Management Principles as prescribed in the certification process approved by the Project Management Institute (PMI), as directed by the Office of Management and Budget (OMB) and the DOI.

3.E. Disposition: One of the challenges in identifying assets for disposition is to identify the estimated cost of the disposition. The extent of hazard mitigation is unknown until an assessment is performed. The BLM explores options to accomplish disposition, including allocation of deferred maintenance funding, but it will be several years before the disposal list can be significantly reduced or eliminated. By establishing projects for each disposal action, the BLM will be able to collect and report accurate disposition costs.

Two of the BLM's Recent Disposal Projects:

- Mayflower Island, Alaska, Total CRV \$3.993 Million, Completed in 2008, Cost of Demolition \$1.731 Million (Figures 14 and 15)
- Simpson Ranch, Colorado, Completed in January 2009, Total CRV \$1.679 Million, Cost of Demolition \$125,000 (Figures 16 and 17)



Figure 14. Mayflower Island Facility.

3.F. Space Leasing: Space leasing is the largest of BLM's fixed costs. The rental of general purpose space and associated facilities is classified in two ways.

1. GSA-provided space includes the GSA's rent, with associated utility and security charges for rental of office, warehouse, storage, and other facilities occupied by the BLM.
2. The BLM leases are for facilities occupied by the BLM with other DOI bureaus, the FS, and other Federal agencies.

3.F.1. Minimizing Long-Term Operational Costs of Leased Assets: Operational costs can be minimized through implementation of additional energy conservation measures. Existing costs could be shared by expanding collocation opportunities. As GSA leases expire, the BLM requests delegated leasing authority



Figure 15. Mayflower Island During Deconstruction.



Figure 16. Simpson Ranch During Deconstruction



Figure 17. Simpson Ranch After Deconstruction.

from GSA to assume the procurement of the leased facility.

3.F.2. BLM's Annual Lease Payments: Figure 18 shows BLM's rental payments since 2003, indicating that BLM's leasing costs have risen about 25 percent since 2003. Figure 19 illustrates BLM's rental payments (GSA vs. Direct) by percentage.

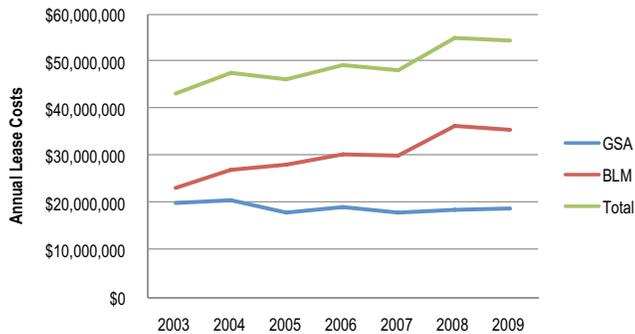


Figure 18. History of BLM Rental Payments (\$).

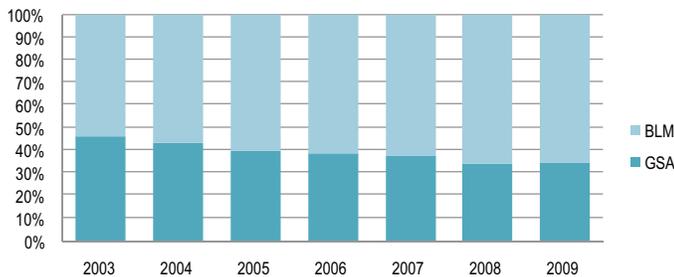


Figure 19. History of BLM Rental Payments (%).

3.G. Fleet:

3.G.1 Ensuring an Economical and Efficient Fleet:

The BLM's fleet related costs went up over 35 percent between 2003 and 2008 (See Figure 20) and BLM has

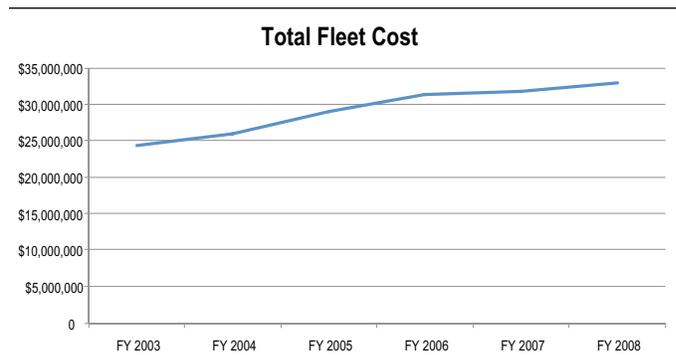


Figure 20. BLM Total Vehicle Costs by Year for Fiscal Years 2003–2008 (35% Increase).

established the following procedures and policies to ensure that fleet-related costs are kept to a minimum.

- All expenses incurred on fleet cards are monitored to ensure that the fleet cards are used only in support of the fleet vehicle.
- Utilization records are compared with fleet card data.
- A cost-benefit analysis is performed to determine if a higher acquisition cost vehicle can be more cost effective when operational costs are factored in.
- Replaced vehicles are disposed of promptly. Retention of replaced vehicles must be justified.
- The plant maintenance module within FBMS is configured to track and notify the fleet manager of the manufacturer's recommended preventative maintenance requirements, keeping the cost of major repairs at a minimum.
- Vehicle replacement standard is established between 60,000 and 80,000 miles in order to maximize the resale value of the vehicle.

4. Asset Planning

4.A. The 2009 Asset Business Plan: The 2008 Asset Business Plan was the first year where the BLM incorporated the use of a database (called E-ABP) to collect required data from the field on “assets of interest.” The 2009 Asset Business Plan included in-depth involvement with Field Managers to develop a product that was useful as a planning tool at the field level. In addition, the E-ABP was strengthened and improved from 2008 to make it more user-friendly. This process included development of four different templates for the FOs, depending upon whether owned, constructed assets were part of the inventory and the location in the BLM organizational hierarchy: Comprehensive, Abbreviated, Consolidated, and Center-Specific. The 2009 ABP was provided to the FOs in January 2009 and responses will be required in April 2009.

Another strategy that is being implemented in the 2009 ABP is the use of the internal scorecard to measure each State/Center’s performance. The initial metrics for 2009 are provided in Table 5.

4.A.1. Assets of Interest: “Assets of interest” are defined in the ABP and in the Asset Management Review as assets that are:

- In Poor Condition (FCI greater than .15)
- Low Priority (API lower than 50)
- Underutilized (Office, Warehouse, Housing, Fleet)

- A candidate for disposal
- Historic
- Located on a Recreation Fee Site
- Identified on the *Five-Year Deferred Maintenance and Capital Improvement Plan*
- Vehicles with fuel efficiency outside of the normal for the vehicle class (too high or too low).

“Assets of interest” are identified in the ABP and Field Managers are required to provide investment strategies including cost, funding source(s), and year(s) as a minimum. In some cases, additional reporting information is needed (e.g., historic, disposals, office space).

4.A.2. The API/FCI relationship: The BLM recognizes that the API/FCI relationship is a filter to identify “assets of interest” in the site-specific ABP for further management consideration. These identified exceptions are integrated with available operations and maintenance costs and utilization data allowing the decisionmaker to make an informed investment decision regarding each asset, as well as the entire portfolio. With continuing maturity of these metrics, the confidence of the decisionmakers to rely upon this data will continue to grow in the future.

In the ABP, each FO is provided with a graph similar to the one in Figure 21, which identifies the number

Table 5. Fiscal Year 2009 BLM Asset Business Plan (ABP) Internal Scorecard Metrics.

Metric	Purpose	Objective
1. Administrative office space is utilized effectively.	To standardize office space and keep costs within budget.	Less than or equal to 215 square feet per full-time equivalent.
2. Required FAMS data fields are filled in.	To ensure data accuracy and completeness.	At least 95 percent of the required data fields are complete.
3. Planned Condition Assessments are completed.	To ensure maintenance requirements of FAMS assets have been identified.	Completed at least 95 percent of planned condition assessments in 2008.
4. Owned, constructed, high priority assets are in acceptable condition.	To encourage disposal of unneeded assets, repair high priority assets in poor condition, and correct classification of assets.	The percentage of owned, constructed, high priority assets that are in acceptable condition is at least 91 percent.
5. All owned, constructed buildings are in acceptable condition.	To ensure that buildings in poor condition are disposed of or repaired.	The number of owned constructed buildings in acceptable condition is at least 89 percent.
6. Alternative fuel is utilized and fuel is used efficiently in the BLM fleet.	To reduce fuel consumption and increase alternative fuel usage.	Average miles per gallon at least 15 and utilized more than 5 percent alternative fuel.
7. Completeness: State Director signed Consolidated ABP, ABP submitted by due date, and 99 percent of Electronic-ABP filled in.	To ensure completion of Office ABP, Consolidated ABP, E-ABP, and management review and approval.	Meets all three conditions.

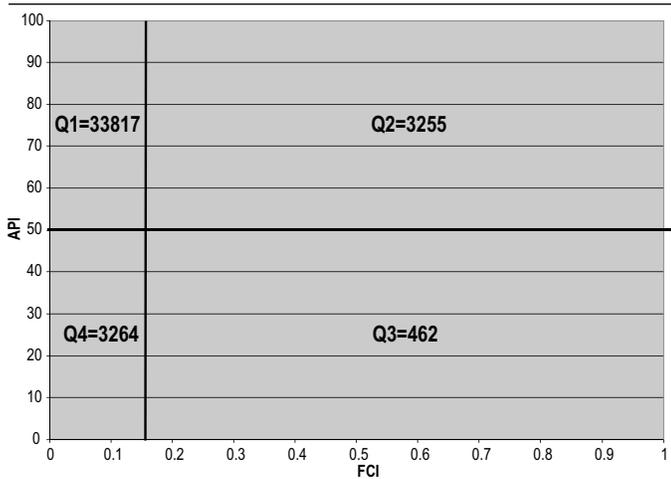


Figure 21. API vs. FCI.

of assets in each quadrant. Every asset in quadrants two, three, or four is an asset of interest. The numbers provided are Bureauwide numbers for each quadrant.

Within the BLM, the API/FCI relationship provides both metric and management tools for the effective stewardship of the Bureau’s assets. At this time, the API/FCI relationship helps align and focus the Bureau’s short- and long-term strategies for “assets of interest,” based on their impact on the Bureau’s mission and current condition (the lower half of the graph), as well as target resource expenditures to the Bureau’s critical assets (the upper half the graph).

The API/FCI relationship helps integrate mission priorities with an asset’s condition and identifies the effectiveness of the Bureau’s asset management strategy with respect to the condition of high-priority assets. Improvements in the FCI of high API assets represent an appropriate long-term metric for the effectiveness of the overall AMP.

4.A.3. Future Asset Business Plan (ABP) Requirements Linked Directly to Bureau Performance Goals:

The Fiscal Year 2009 ABP provided the initial link between the FOs and the annual maintenance performance goals. The national performance goals will eventually become the target for all ABP performance metrics. The performance measures, as described in the 2009 strategic plan, are provided in Table 6.

There are several actions that can be considered in attaining the National Performance Goal, including:

- Directing additional funds to correct maintenance deficiencies

- Reducing the number of assets that need to be maintained by temporarily or permanently closing recreation sites
- Disposing of or transferring assets

4.B. The Five-Year Deferred Maintenance and Capital Improvement Plan:

In 2009, the Five-Year Deferred Maintenance and Capital Improvement Plan will require all Project Data Sheets (PDS) to be entered into the E-Forms PDS system. The next step in the process will be to automate the Five-Year Deferred Maintenance and Capital Improvement Plan for the initial build which will enable the Program Leads to quickly adjust the plan for changes. The ultimate goal is to take the current database and convert it into a database that will automatically download FAMS, FBMS, and project management data from BLM contracting offices in the field.

4.B.1. Ranking Proposed Projects/Acquisitions in the Multiyear Plan:

The DOI, in consultation with the OMB, has established a ranking system for all construction projects, which gives critical health or safety the highest priority, followed by critical resource protection and critical mission projects. Deferred maintenance is ranked higher than capital improvement. Existing deficiencies should be fixed before new capital improvement is undertaken.

Construction projects are ranked using a weighting process based on the percentage of the work within each of the following categories of facility maintenance and construction needs. Based on these weight factors, projects are ranked:

Critical Health and	
Safety Deferred Maintenance	10
Critical Health and Safety Capital Improvement	9
Critical Resource Protection Deferred Maintenance	7
Critical Resource Protection Capital Improvement	6
Energy Policy High Performance	
Sustainable Buildings Capital Improvement	5
Critical Mission Deferred Maintenance	4
Code Compliance Capital Improvements	4
Compliance and Other Deferred Maintenance	3
Other Capital Improvements	1

4.B.2. New Priorities That Impact Resource Needs:

BLM’s asset managers are able to use criteria and metrics that can change with any fluctuation in agency or site-specific priorities. Congressional action may determine additional priorities for construction.

Table 6: BLM Strategic Plan Asset Management-Related Performance Measures.

Performance Measure	2008 Plan	2008 Actual	2009 Plan	2010 Plan	2008 Met/ Exceeded/ Not Met
Percent of historic structures on DOI inventory in good condition.	49% 176/ 362	50% 182/ 362	50% 187/ 380	50% 192/ 390	Target exceeded
Percent of physical facilities in Special Recreation Management Areas (SRMAs) in good or fair condition.	94% 365/388	94% 365/388	94% 365/388	94% 365/388	Target met.
Number of square feet of buildings maintained in adequate condition, determined by FCI<0.15, at recreation sites.	90% 723,280/ 799,420 square ft.	90% 723,280/ 799,420 square ft.	Measure changes to # Bldgs	Measure changes to # Bldgs	Target met.
Percent of buildings maintained in adequate condition, determined by FCI<0.15, at recreation sites.	New in 2009	New in 2009			
Number of non-building assets maintained in adequate condition, determined by FCI<0.15, at recreation sites.	88% 14,670/16,724 # of assets	88% 12,709/14,712 # of assets	Measure changes in 2009	Measure changes in 2009	Target met.
Percent of recreation sites maintained in adequate condition, determined by FCI<0.15.	New in 2009	New in 2009	Establish baseline	TBD	
Number of non-building assets constructed at recreation sites. (i.e., roads, bridges)	30	215	Measure changes in 2009	Measure changes in 2009	Target met.
Percent of priority recreation facilities that meet applicable accessibility standards	8% 43/ 512	8% 43/ 512	8% 45/ 512	8% 47/ 512	Target met.
Overall condition of trails and campgrounds as determined by the Facilities Condition Index.	0.9 14,670/16,724	0.9 12,709/14,712	0.9 12,709/14,712	0.9 12,709/14,712	Target met.
Number of square feet of buildings maintained in adequate condition, determined by FCI<0.15, at non-recreation sites.	97% 3,000,073/3,085,585	97% 3,000,073/3,085,585	Measure changes in 2009	Measure changes in 2009	Target met.
Percent of buildings maintained in adequate condition, determined by FCI<0.15, at non-recreation sites.	New in 2009	New in 2009	Establish baseline	TBD	
Number of non-building assets maintained in adequate condition, determined by FCI<0.15, at non-recreation sites.	95% 14,174/14,970	94% 15,455/ 16399	Measure changes in 2009	Measure changes in 2009	Target met.
Percent of non-recreation sites maintained in adequate condition, determined by FCI<0.15.	New in 2009	New in 2009	Establish baseline	TBD	
Maintenance: Number of lane miles of roads maintained in adequate condition.	29,500	35,144	35,000	35,000	Target exceeded.
Number of non-building assets constructed at non-recreation sites. (i.e., roads, bridges)	10	17	Measure changes in 2009	Measure changes in 2009	Target met.
Percent of BLM organizational units rated in good safety, health, and environmental condition (CASHE).	88% 105/ 120	89% 107/ 120	90% 108/ 120	91% 109/ 120	Target exceeded.

4.C. Asset Acquisition Business Plan:

4.C.1. Acquisition Policy: The BLM requires an asset acquisition business plan (AABP) prior to the acquisition of any constructed asset (building, structure, or improvement) by any method regardless of acquisition cost or estimated value of the constructed asset. This requirement does not apply to land acquisitions unless the land acquisition includes the acquisition of constructed assets. An AABP approval process is vital to the process of establishing a sustainable constructed asset inventory for the BLM.

If the FO manager chooses to acquire a constructed asset that fulfills an existing mission requirement, then such

an acquisition will be approved if one or both of the following conditions exist:

- An internal reallocation of resources through disposal of existing constructed assets results in an equivalent savings to the Government. A copy of the initiated disposal documentation and the AABP for the constructed asset that was identified for disposal must be attached when submitting the request for approval.
- There is a partnership process in place that does not depend upon increased appropriations or reallocations of funds between States offices within the BLM. A copy of the signed partnership

agreement must be attached when submitting the request for approval.

4.D. Strategic Investment Plan: Analyzing specific maintenance and operations costs at the constructed asset level identifies the level of maintenance requirements and indicates those assets, which are not maintained due to limited personnel and funding. The condition assessment provides a view of the health of the assets through identification of new deficiencies or lack thereof. Based on this analysis, a strategic investment plan to increase or decrease annual maintenance to a constructed asset or to request funding to remediate deferred maintenance deficiencies is developed.

4.D.1. Operations and Maintenance Requirements, Costs, and Investment Strategies: To determine operations and maintenance requirements, the Bureau needs to maximize the performance of owned and operated assets, including identification of all costs of properly maintaining, operating, and sustaining assets at the constructed asset level. This process will encompass all components of the life-cycle business practices and will contain information at the facility level on the operations and maintenance of the assets, asset prioritization, project development, and asset disposal.

4.D.2. Operations and Maintenance Requirements Compared to Actual Costs: A distinct disparity exists between the cost model for the roads and the actual operations and maintenance costs that are being consumed for road maintenance. In fiscal year 2009, the BLM will continue to refine operations and maintenance cost models for roads.

4.E. Disposition Plan: The BLM asset disposition plan is part of the ABP. The BLM has developed and is maintaining a dynamic listing of real property assets that are candidates for disposition. Identification of assets for disposition is an initial step of a process that can take months or years to complete. Figure 22 shows projected asset disposal through 2009.

4.F. Leased Real Property Assets: The 2009 Bureau's Five-Year Space Management Plan will be derived from the data in the 2009 ABP.

4.F.1. Ensuring Maximum Utilization of Leased Space: The utilization rate of the facility is calculated based on data provided by the FOs in the ABP. As a rule, leases include full and partial termination rights; therefore, if the need for the space decreases during or after the firm-term portion of the lease expires, any

FY 2006–2009 Disposals

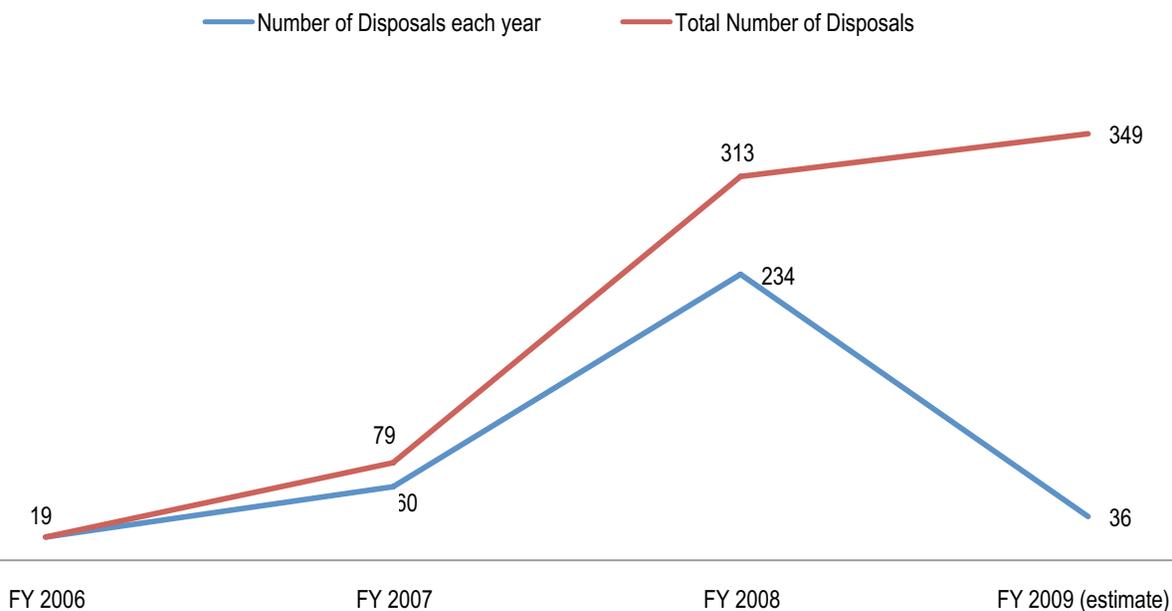


Figure 22. Actual and 2009 Estimated Disposal of Real Property Assets.

or all of the space may be returned to the lessor. If a collocation opportunity arises during a lease term, every effort is made to accommodate the collocation and thereby reduce or maintain the proper utilization of the lease.

4.F.2. Determining Resource Allocation for Lease Costs: The BLM asset managers identify space leasing requirements and develop a 5-year space leasing plan as part of the ABP. Leasing priorities are based upon available funds, expiring leases, new collocations, and growth or reduction of existing offices (both leased and owned). Each year, FOs validate the existing 5-year space leasing plan for BLM-leased, GSA-provided, and BLM-owned space, then this information is consolidated at the State level. The data gathered is then used by the State offices to develop State space plans as part of the statewide consolidated ABP. The WO provides responses to funding requests and develops the Bureauwide Five-Year Space Management Plan. The NOC space leasing staff gathers additional planning information, which includes Service First initiatives for collocation planning.

The consolidated ABP provides information to the WO to allocate subactivity 1830 funds based on current/projected space leasing costs. The plans provide information on how efficiently States are utilizing space, address possible collocation opportunities, one-time funding needs, and identify new space needs. All space plans are certified by the State/Center Directors, and all requests for additional funding are approved by the Senior Property Manager, Branch of Engineering and Asset Management Policy, WO.

4.G. Fleet Planning: Since 2003, each BLM manager has been asked to conduct a thorough analysis of their motor vehicle fleet based upon individual vehicle justifications. In 2006, the fleet planning data became a part of the ABP process. The fleet plan database will be collected and consolidated through the electronic asset business plan (E-ABP) in 2009.

The database includes:

- Vehicle composition data
- Vehicle utilization data
- Fleet replacement requirements
- Fleet "assets of interest"

Based upon the information provided in the fleet plan, State fleet managers monitor fleet size, composition,

and utilization to ensure that fleet plan criteria are met. State fleet managers review requisitions to ensure that the smallest, most fuel-efficient vehicle that will meet the mission requirements is ordered. Fleet increases must be approved by the WO Senior Property Manager.

4.G.1. BLM's Fleet Planning Process: The goal of BLM's fleet plan is to optimize fleet size and composition to support the mission of the BLM in the most effective and cost efficient way possible while reducing fossil fuel consumption. The development of an optimal fleet size and composition is dependent upon a starting baseline inventory, completed in 2005, and followed annually with a thorough analysis of the individual fleet compositions in each FO. Current items on the Fleet Action Plan are provided in Table 7.

Table 7. Fleet Action Plan.

<p>State Fleet Action Items</p> <ul style="list-style-type: none"> • Minimize fossil fuel consumption through downsizing fleet • Incorporate more fuel-efficient vehicles (hybrids, alternative fuel vehicles or AFVs, biodiesel, biofuels, etc.) into fleet mix • Develop a pooling/sharing strategy • Obtain an overall 3 miles per gallon (mpg) increase in overall fuel economy over the next 3 years • Reduce overall costs
<p>Technology Improvements</p> <ul style="list-style-type: none"> • Use transponders • Analyze oil • Increase use of AFVs, alternative fuels, and hybrid electrics
<p>Field Office Program Action Items</p> <ul style="list-style-type: none"> • Improve communication with the specialists in the FOs to ensure mission needs are met • Create measuring points to track energy consumption for each class of vehicle • Provide training for vehicle operators on behavior that improves fuel efficiency (www.fueleconomy.gov) • Monitor individual vehicle fuel consumption to identify best practices or areas requiring improvement • Maintain vehicles/equipment at the most efficient levels.

Establishing the mission criticality of vehicles has been addressed through the annual multiyear fleet plan. Since 2003, it has been a requirement that every office identify the cost associated with each vehicle, establish the primary mission of each vehicle, verify the under- or over-utilization of each vehicle, and project the future requirements for each vehicle. This process is done annually by verifying the fleet authorization in the vehicle file and submitting the fleet plan.

5. Program Management

5.A. BLM's Overall Asset Management Strategy:

5.A.1. Ensuring the Best Value for Investing In and Managing Assets: The Bureau's strategy for optimizing best value relies on the establishment of sound business processes and practices that are clearly understood and communicated at all levels of the organization. It combines clear policy at the WO level with appropriate training of field personnel who manage and maintain the Bureau's wide range of assets.

The Bureau's investment strategy focuses on investing and maintaining those assets that maximize the Bureau's ability to perform its mission while divesting of assets that do not enhance the mission's effectiveness. To that end, the Bureau's asset management business processes prescribe a decision methodology that considers API, asset condition, utilization, and O&M costs as key variables in asset management decisions. The overall goal of the process is to eliminate critical health and safety risks, improve public accessibility, enhance security to employees, and reduce the long-term energy consumption of BLM assets while accomplishing the BLM's mission.

The Bureau ensures the best value for investing and managing assets by building the ABP from the field organization up. Each of the State offices is responsible for managing, reviewing the process, and approving the performance metrics (e.g., API, FCI, and utilization). The ABPs are submitted to the WO for use in national priority setting and national resource allocation. The ABP data was validated beginning in the Fiscal Year 2007 Asset Management Review cycle.

5.A.2. Legislative Challenges and Opportunities: While having expanded sales authorities with which to manage the real property portfolio would improve the BLM's options in some cases, due to the remote location of most properties, it is unlikely there would ever be a significant number of real properties that would be appropriate to sell.

Legislative approval of agency budgets at the beginning of each fiscal year would greatly improve the BLM's ability to award construction and deferred maintenance contracts during the year in which the dollars are allocated.

Congressional allocations for major capital improvement projects are only as good as the agencies' ability to furnish, manage, and maintain the asset for the foreseeable future.

5.A.3. Deciding Whether to Lease or Construct to Meet a Requirement: The BLM has limited construction dollars. This budget deficiency restricts BLM's ability to provide owned office and warehouse space. Regardless of whether it is more economical to own a facility, the current budget realities require that the majority of BLM's office and warehouse space be acquired with available leased fixed costs.

5.B. Partnership Opportunities: The BLM has a long history of collaborating with communities to help manage the public lands. The BLM is committed to promoting the stewardship of healthy ecosystems and healthy communities in the present and for future generations. Community-based citizen stewardship begins with people taking care of special places. By involving communities and partners in a collaborative decisionmaking process to manage their landscapes, integrating community and land management issues, the BLM expands its capacity to create innovative solutions and build sustainable partnerships.

Partnerships, like all activities of the Federal Government, must operate within the legal framework established by Congress. A number of statutory authorities enable the BLM to work with partners. At the same time, Federal employees are public servants. As a result, there are laws, regulations, and policies that have been developed to assure the public that Federal employees will not engage in any actions that create or appear to create an impropriety.

The BLM is always looking to develop partnerships to help manage, operate, or maintain many of its recreation or historic facilities. Full evaluations are necessary before any partnerships are created. Management tools (such as concessions, management agreements, etc.) can be used as instruments to jointly manage facilities.

5.B.1. Collocations: Collocating with another Federal agency is one of many opportunities that the BLM can take to improve partnerships and potentially reduce facility costs.

The BLM has implemented a Bureauwide collocation program, using one administrative site to provide office space for multiple government agencies, through its Service First initiative. Service First is a partnership which provides seamless and citizen-centered services between the National Park Service, the U.S. Fish and Wildlife Service, and the Forest Service (FS).

The three major objectives of Service First are to:

1. Enhance natural resource management
2. Improve customer service
3. Increase operation efficiencies

These goals can be accomplished by:

- ➔ Cutting through multiple processes and regulations of two or more agencies to relieve customers (the public, commercial users, and businesses) of duplicative work
- ➔ Designating a lead agency to operate a program or manage an area regardless of agency boundaries
- ➔ Offering one-stop shopping and a single point of contact for customers

While collocation itself is not a part of Service First, it does greatly increase opportunities for collaboration with other agencies. The BLM is currently collocated in 78 offices predominately with the FS. With the expansion of the Service First authority and the BLM's asset management goal, which is to pursue 100 percent collocations where feasible, additional partnerships were developed between BLM, other DOI bureaus, and Federal agencies.

Several collocation barriers exist and the BLM and FS have developed realistic strategies for achieving the Service First goals while streamlining collocation projects. Some of those barriers include:

- Budget deficiency restricts BLM's ability to participate in new, Government-owned and -constructed projects initiated by the FS.
- Lease costs, including collocation projects, are not funded centrally in the FS budget process, providing a disincentive for leasing facilities.

Fixed cost accounts associated with existing leasing actions are projected in outyear budgets based upon the Bureau's Five-Year Space Management Plan, rent escalations, and reductions. Fiscal policy, however, will

not always ensure that necessary funds are sufficient to cover existing lease costs. In addition, new facilities have been added to BLM's leasing portfolio due to lack of available construction funds or deferred maintenance funding to maintain existing owned facilities at adequate levels.

5.C. Fleet Assets:

5.C.1 Managing Fleet Operations and Maintenance

Costs: All of BLM's general purpose vehicles are managed using the Bureau's Working Capital Fund (WCF). By using the WCF to help manage the fleet, the BLM is able to maintain its fleet in good condition, reducing down time and minimizing safety hazards.

The use rate is collected from the benefitting program using a per-mile or per-hour basis. The rate is based on historical data, which projects the cost of operating, maintaining, and repairing the vehicle. This amount pays for the operations (including maintenance costs) of the vehicle. The WCF is unrestricted funding, making it possible for repairs and maintenance to be accomplished as they become necessary instead of waiting for funding.

The fixed ownership rate is collected from the benefitting program on a per-mile or per-hour basis. The rate is set based upon a projection of the useful life of the vehicle, how much the replacement will cost, and how much revenue the BLM will retain from the sale of the vehicle. This amount is used to replace the vehicle at the end of its useful life.

Vehicles that meet the cyclical replacement criteria are submitted for replacement, unless extenuating circumstances make the immediate replacement of the vehicle uneconomical or unrealistic.

Construction equipment and heavy trucks, including most fire vehicles, have a longer useful life than the general purpose fleet. Utilization is measured by the hour instead of by the mile. Most equipment and heavy trucks are special use, making it difficult to determine the most economical time to replace. That is why replacement decisions for construction equipment and heavy trucks are prioritized at the State level. Fire vehicle replacements are ordered by and managed through NIFC.

As a result of this management policy, 80.3 percent of the Bureau-owned, light duty fleet has less than 60,000 miles utilization and 86.5 percent is less than 6 years old.

5.C.2 Managing Fleet Disposal: Costs associated with the disposal of fleet assets are absorbed by the WCF and are minimized by increased sales revenue. The WCF provides FOs with substantial incentives to dispose of vehicles and heavy equipment expeditiously by:

- Charging the using activity if the vehicle is “parked”
- Reducing rates by retaining the revenues from sales

5.C.3. Fleet Replacement Decisions: In October 2006, the BLM set forth a policy for the cyclical replacement of WCF-managed general purpose vehicles from the existing fleet with more fuel-efficient vehicles.

This policy furthers the BLM’s strategy for complying with Executive Order 13423, *Strengthening Federal Environmental, Energy, and Transportation Management*.

5.D. Management of Assets in Specific Programs:

5.D.1 Fire Management Facilities: Fire management facilities are a large part of BLM’s asset portfolio. Much of the fire planning, pre-suppression, and rehabilitation activities are performed by employees who occupy space in FO facilities. Dedicated fire management facilities are often only fully occupied on a seasonal basis and consist of a variety of building types:

- Interagency fire dispatch buildings are facilities where dispatchers monitor fire activity and fire crews during an active fire. They may be leased or owned, depending on the availability of space in the local community.
- Fire warehouses are sometimes located with the FO or with the interagency dispatch buildings in leased or owned facilities, depending upon the availability of space and the location of the FO.
- Airport facilities are often on land leased from the local airport authority and contain minimal office and storage facilities to support airplanes and helicopters providing air support during an active fire. Buildings may be constructed, mobile offices, or leased.
- Fire stations (see Figure 23 for an example of a fire station) consist of three different components: operations buildings, which are office space

where hot-shot and engine crews are trained and equipped to fight fires, living quarters for first responders, and engine barns for parking, maintaining, and preparing engines. Historically the operations buildings and housing have been mobile homes, but most are being replaced with constructed buildings.

- Fire lookouts are owned, constructed buildings located strategically to provide early detection of fires in remote areas. They often double as employee housing.

It is important to note that the BLM’s communications towers are vital to the Fire Operations Staff in the field, not only enabling the Bureau to respond expeditiously to fires in remote locations, but providing employees a safe and usually dependable line of communications in emergency situations.

Requirements for new or replacement owned and constructed fire facilities are submitted by the FOs through the Fire Operations Staff at NIFC. The proposed projects are ranked based upon the same criteria and process described in Section 4.B using the criteria established by the DOI. These projects are then submitted to the DOI and ranked with other fire projects from the Bureau of Indian Affairs, the U.S. Fish and Wildlife Service, and the National Park Service.

Requirements for new or extensions of existing leased facilities are submitted and managed through the Five-Year Space Management Plan described in Section 4.F.

5.D.2. Historic Real Property Assets: It is BLM’s policy that existing archaeological sites and features are not, by themselves, considered real property for the purposes of reporting to the FRPP. Once the Bureau



Figure 23. Rogerson Fire Station—Idaho.

makes a decision to invest resources to improve or maintain the assets in order to preserve and protect them or to enhance the public's ability to appreciate them, then those assets may need to be reported to the FRPP. These improvements fall into two categories:

1. Improvements that are not part of the asset, such as shelters that cover the historic asset to protect it from the elements or trails, roads, and parking lots surrounding the asset to enable visitor viewing. The historic asset is not changed or enhanced in any way and is not reportable to the FRPP. The improvements are reportable as separate assets.
2. Improvements that add value to the historic asset and are intrinsically part of that asset, such as replacement of deteriorating parts or stabilization efforts made to prevent further deterioration or to mitigate hazards. These improvements change the status of the historic asset and it becomes reportable to the FRPP.

The BLM has identified those assets that are historic assets (see Figure 24 for an example of a historic asset) and reported this listing to the FRPP. The BLM addresses potential disposition of these assets on a case-by-case basis as described in Section 2.F.

As required by the National Historic Preservation Act, Section 110, the BLM has a comprehensive framework for managing its world-class cultural resources, including incorporating management prescriptions for incorporating cultural resources into resource management plans (RMPs) and other planning documents. The framework is provided by the 8100 Manual and Handbook series, a 1997

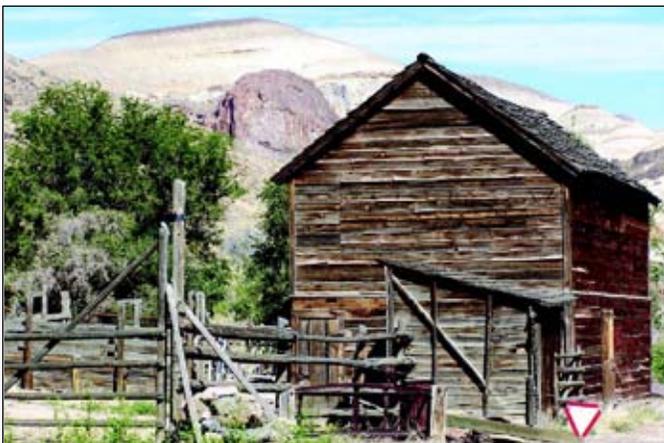


Figure 24. Birch Creek Historic Ranch—Oregon.

National Programmatic Agreement among the BLM, Advisory Council on Historic Preservation, and National Conference of State Historic Preservation Officers, and State-specific protocols under that agreement that define a process for complying with Sections 106 and 110 of the NHPA.

The BLM has a Federal Preservation Officer (FPO) in the WO and Deputy Preservation Officers (DPOs) on each State Director's staff. DPOs advise the State Director and FO managers on professional and technical matters relating to cultural resource management. FO Managers are responsible for directing the implementation and maintenance of the cultural resource management program within their respective areas of authority, and for ensuring all elements of the program are conducted in conformance with legal and professional standards. Cultural Resource specialists in each FO are responsible for providing professionally sound recommendations, advice, and service to managers to assist them in fulfilling their responsibilities. A BLM Preservation Board chaired by the FPO and composed of the DPOs, plus four managers and two field specialists, advises the State Directors and WO on historic preservation matters. In the DOI, the Heritage Assets Partnership (HAP) is a standing committee created to support responsible stewardship of the Department's heritage assets, including historic properties.

The BLM 8100 Manual Sections and H-8120-1 Handbook provide specific guidance on management of historic properties: *Foundations for Managing Cultural Resources* (8100); *Identifying and Evaluating Cultural Resources* (8110); *Tribal Consultation Under Cultural Resource Authorities* (8120); *General Procedural Guidance for Native American Consultation* (H-8120-1); *Planning for Uses of Cultural Resources* (8130); *Protecting Cultural Resources* (8140); *Permitting Uses of Cultural Resources* (8150); and *Interpreting Cultural Resources for the Public* (8170). An additional manual, *Preserving Museum Collections* (8170), is reserved. As stated in 8130.11 Planning Requirements, "Besides the inventory and planning requirements in the Federal Land Policy and Management Act (FLPMA), which apply to all resource management programs, the BLM is required to consider the short- and long-term management of cultural resources under Sections 106 and 110 of the National Historic Preservation Act..." The manual provides standards for information needs and management objectives for land use and resource management plans. Manual Section 8140.2 outlines the process for considering the effects of proposed actions under section 106 of the NHPA.

5.D.3. Recreation Assets: Recreation assets within the BLM vary greatly in size and complexity, from trails and trailheads, viewing areas, day use areas, and campgrounds to visitor centers that accommodate hundreds of visitors per day (one of BLM’s visitor center sites is shown in Figure 25). Many of the campgrounds and visitor centers have been designated to collect recreation fees from visitors to offset some of the costs of managing and maintaining the site.

Many of the current construction and deferred maintenance projects are, or will become, part of the Recreation Fee Program upon completion of construction work. Recreation fees and appropriated funds are not sufficient to recover capital investment costs or provide for all maintenance requirements. However, recreation fee revenues are likely to increase once the improvements are completed, in part as a result of increased visitation to these improved sites. In 2003, the BLM established a national fee committee to address Bureau consistency in setting fees for specific types of sites. This team sets minimum fees in order to do a better job of managing the program consistently, including recouping revenues for capital investment and maintenance costs.

The planning of recreation infrastructure enhancement begins at the FO level and includes details about the area and existing enhancements. If the enhancement will

result in a change in the fee structure at a site, public involvement is required in the development of a business plan. Recreation advisory committees and other interested local partners will be asked to participate in the project. Based upon the feedback received at this level, the enhancement may or may not be approved. The BLM is in the early stages of developing an approval process beyond the FOs for recreation enhancements that cost more than \$50,000.



Figure 25. Pompey's Pillar—Montana.

6. Energy Management

The BLM highlights innovative energy conservation through a number of showcase facilities:

- The Escalante Science Center, located in Escalante, Utah, was awarded a LEED Gold certification in May 2006 and continues to be a flagship sustainable facility for the BLM. This project features numerous environmentally responsible building techniques, including on-site renewable energy generation (grid-tied photovoltaics) and outstanding energy efficiency.
- Based on the success with the leased LEED certified Utah State Office building, BLM is in the process of pursuing new leased LEED buildings in Grand Junction, Colorado; Silt, Colorado; and Sante Fe, New Mexico as a part of a pilot project to assess the costs associated with LEED certified facilities.
- The Rawlins FO in Wyoming (completed in Fiscal Year 2006) is awaiting LEED silver certification as the LEED/USGBC documentation review process has proven to be time consuming.
- The BLM is in the process of contracting for construction of the Red Rock Visitor Center Redevelopment at Red Rock Canyon National Conservation Area outside of Las Vegas, Nevada. A major aspect of this project involves utilizing alternative energy (through a 10kW photovoltaic array and solar water heating). Other important aspects of the Visitor Center project will emphasize sustainability and energy conservation.
- Construction of the California Trails Center, near Elko, Nevada, is nearly complete. The building is oriented along an east-west axis for a strong solar orientation. There are ample windows, skylights, and clerestory for natural lighting and to supplement the exhibit lighting. Lighting, insulation, ground-source heat pumps, multi-zoning, gravity-fed water, occupancy sensors, and minimal exterior lighting will make this facility another energy efficient building.
- The rehabilitation of the Cleveland-Lloyd Visitor Center and Quarry building was completed

in 2006. The original character of the Visitor Center was preserved by keeping the original roof structure and most of the original walls. The building is entirely off the power grid, a photovoltaic system was installed to provide power for lighting, cooling, and other loads. Cooling is provided by an evaporative cooler.

The BLM focuses on energy conservation in a number of ways:

- **Renewable Energy.** The Bureau issued IM-2007-119, “Renewable Energy Generated or Purchased by the Bureau of Land Management (BLM) Facilities,” in May 2008 which encourages FOs to evaluate suitability for renewable project implementation.
- **Self-Generated Renewable Energy.** During Fiscal Year 2008, virtually all of the total self-generated renewable energy used within the BLM was generated by the BLM’s various photovoltaic systems.
- **Purchased Renewable Energy.** The BLM continued to purchase wind-generated renewable energy for its Moab FO, as well as for the Escalante Science Center.
- **Water Conservation.** Water audits were performed at BLM facilities at NIFC as a part of ongoing ESPC projects which accounted for 28 facilities in Fiscal Year 2008. The BLM continues to design and install low-flow or ultra low-flow plumbing fixtures in all new facilities. Landscaping design and construction has emphasized the maximizing efficiency of necessary irrigation, such as through use of drip systems.
- **Energy Audits.** In Fiscal Year 2008, energy audits were performed on 21 FOs as a part of BLM’s ongoing ESPC project.

The current trends for energy consumption 2003–2008 are provided in Figures 26, 27, and 28.

Electricity (Thousand kWh)

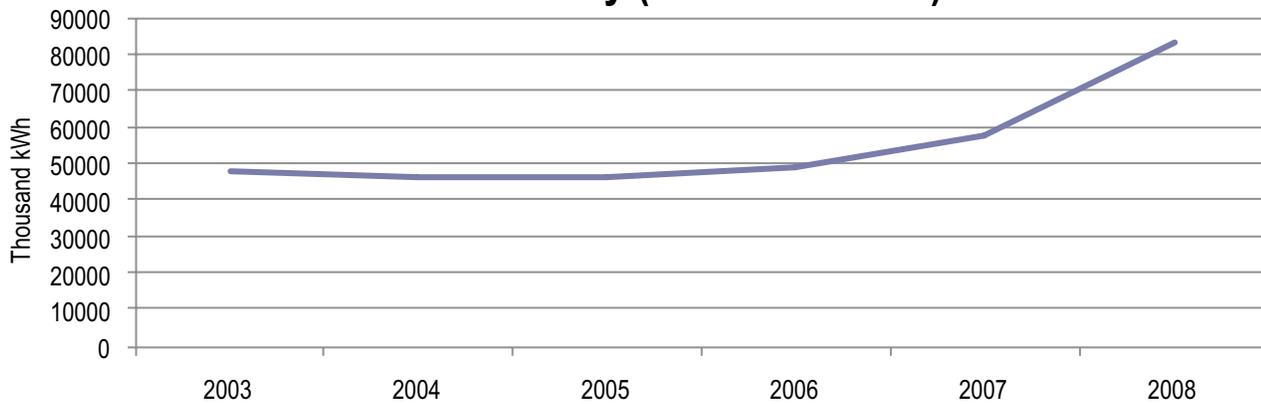


Figure 26. Total Electricity Consumption in BLM's Facilities.

Total Utility Cost 2003–2008

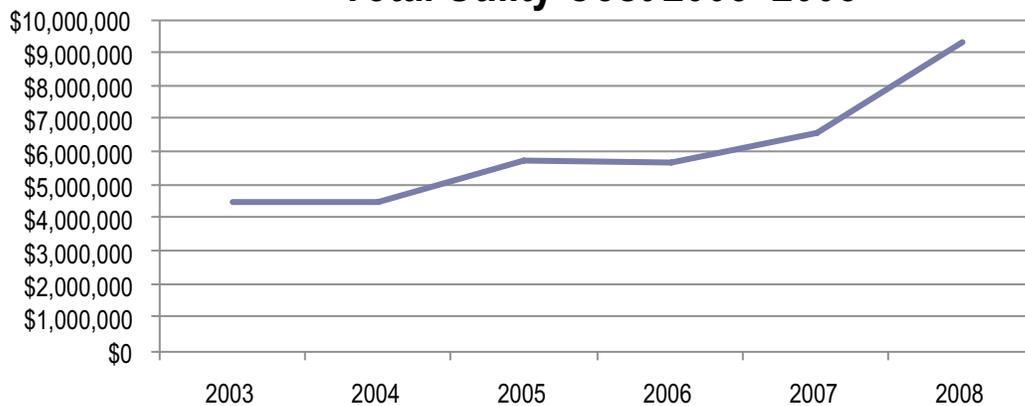


Figure 27. Utility Costs in BLM Facilities.

Total BTU* Consumption 2003–2008

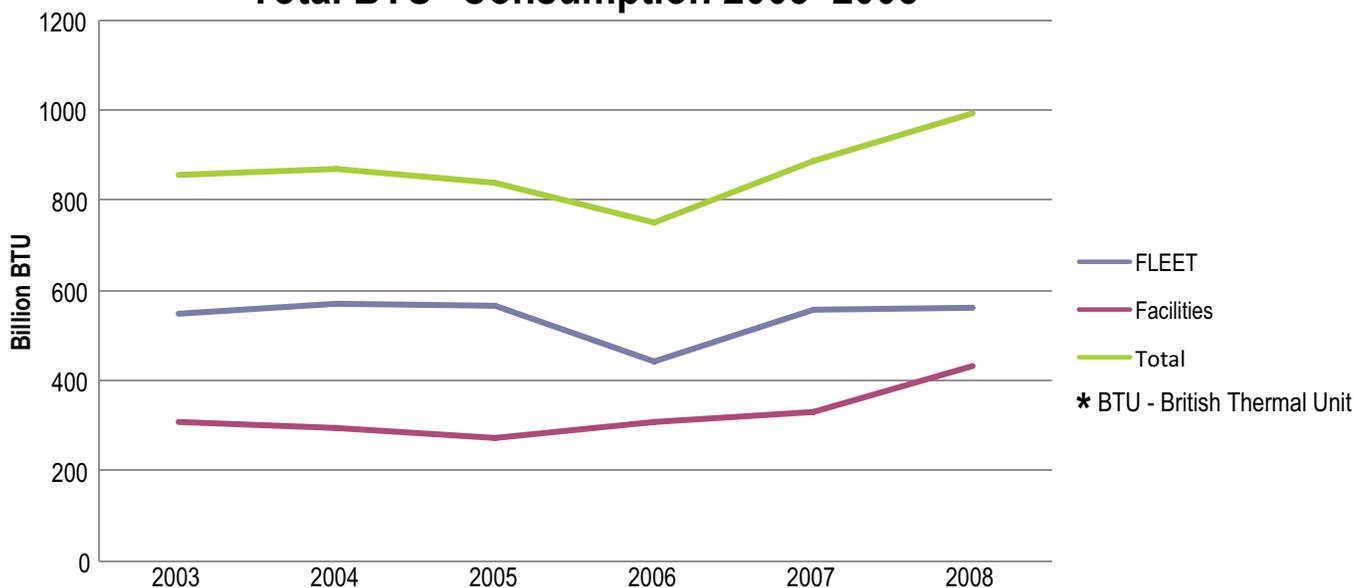


Figure 28. Total BTU Consumption in BLM (Facilities and Fleet).

7. Human Capital Resources and Associated Costs

7.A. Field Resources: The BLM has traditionally had limited resources in the field to carry out asset management functions. With the current emphasis on reducing costs and increasing efficiencies, it is doubtful that additional human capital resources will be made available to the FOs for this purpose in the future.

7.B. Training: In anticipation of this continued level of staffing at all levels of effort, the BLM has embarked upon an aggressive training campaign to educate those vital field personnel in performing condition assessments, uploading accurate and timely data into the FAMS (a vital component of the FRPP), and implementing Bureauwide ABP training for two consecutive years.

The BLM has developed condition assessment training courses for levels one and two assets at recreation and administrative sites. Level one assets are relatively simple to assess, while level two assets include the more complex constructed assets.

- The level one condition assessment training course was piloted throughout 2006 when six classes were provided for more than 130 in-house engineering and recreation staff members. This training was offered again in 2007 and 2008, and currently BLM has approximately 175 employees trained to conduct level one condition assessments.
- The level two condition assessment training course was piloted in November 2006, and this course was offered again in 2007 and 2008. Currently about 50 employees are trained to conduct level 2 condition assessments.

In addition, a condition assessment course specifically for dams was piloted in 2006 and provided again in 2007 and 2008.

By offering these training classes, the BLM is equipping employees to conduct condition assessments, giving local managers the option to perform condition assessments in-house, rather than seeking contractual support in the future. In fact, over 90 percent of comprehensive and periodic condition assessments of recreation and administrative sites are currently being conducted by in-house BLM personnel.

Bureauwide ABP training was given in October 2006 primarily to engineering and property staffs. The ABP training was expanded and offered again in August, 2007 to others, including managers. The BLM is currently considering other options for getting ABP training to the field, including online courses, video-based teleconferencing, and inclusion in other management-related courses currently offered.

The BLM ongoing FAMS training has been partially converted to Web-based rather than totally classroom-based training.

A training module on Sustainable Facilities and Operations, the DVD, and online video module are available on BLM's NTC website. This training addresses:

- o Minimum energy conservation measures that will be installed at every BLM facility that uses energy or water when initially constructed and when remodeled or repaired (including leased buildings)
- o T8 or T5 "green" low-mercury fluorescent lighting with electronic ballasts or compact fluorescents
- o Occupancy sensors
- o Programmable thermostats or direct digital controls for HVAC systems
- o LED exit signs
- o Waterless urinals
- o In-house commissioning of electrical and mechanical systems
- o Independent commissioning of electrical and mechanical systems
- o Renewable energy opportunities (e.g., photovoltaic, wind, geothermal) and where and when they should be pursued
- o Water conservation opportunities (e.g., landscape watering)
- o Purchase of energy- and water-efficient products (e.g., boilers, clothes washers/dryers, water heaters)
- o Sustainable design and construction

7.C. Comprehensive Monitoring Process for Project Cost, Schedule, and Scope: To make improvements in project management, new data requirements will be established for submission of new and existing projects. The new requirements will allow the WO to have an inventory of current projects and be

able to provide updated project status to DOI and OMB when requested throughout the year. The quarterly updates will allow the BLM to present an accurate, up-to-date schedule and cost variance for all ongoing projects. Project management has become a high priority of both DOI and OMB, and this quarterly reporting will help establish an ongoing project management system. Projected status updates will include:

- Project number, name, and location
- Total amount funded to date regardless of funding source
- Amount and date of any obligated contract actions (architect/engineering or construction)
- Estimated start and completion dates
- Sustainable practices used for all new projects (refer to Instruction Memorandum. 2006-207, *High Performance and Sustainable Buildings*).

In Fiscal Year 2008, the BLM established a project management training system to train certified project managers. States are required to train personnel to become a certified Project Management Professional (PMP) through the Project Management Institute's training curriculum. The trained PMP will oversee all projects that exceed \$2 million in cost. The project manager will be responsible for tracking the cost and schedule variances and submitting the quarterly reports to the WO for review and distribution to OMB and DOI when requested. This new Project Management system will help the BLM achieve the green scorecard goal of the facilities program.

Appendix: Scorecards

Appendix 1 - Energy Management

CURRENT STATUS	PROGRESS	COMMENTS
<p>Appendix 1: Energy Management</p> <p>ENERGY MANAGEMENT</p> <p>Senior Bureau Official responsible for meeting the Energy Management Goals:</p> <p>DOI Initiative Lead: Mike Keegan/ Mary Heying</p> <p>DOI Initiative Executive: Nina Hatfield/ Debra Sonderman</p>	<p> Yellow</p> <p>Next ↑ est. by (year)</p>	<ul style="list-style-type: none"> Reduction in energy intensity in non-excluded facilities compared with 2003: <ul style="list-style-type: none"> ___ 6 percent and on track for 30 percent by 2015 (G) ___ 4 percent (Y) Inaccurate 2003 Baseline data Use of renewable energy as a percent of facility electricity use: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> 1.5 percent from new sources (thermal, mechanical, or electric) AND total of 3 percent from renewable electricity sources (G) ___ 3 percent from any renewable thermal, mechanical or electric renewable energy source (Y) ___ Less than 3 percent from any renewable energy sources (R) Metering plan to meter energy use in 100 percent of appropriate facilities by 2012: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Meets 100% of metering plan milestones (G) ___ Meets at least 75% of metering plan milestones (Y) Reduction in water consumption intensity compared to 2007: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Has submitted final 2007 water baseline data (G) ___ Has submitted preliminary 2007 water baseline data (Y) Percent of new building designs begun in FY 2007 that are 30 percent more energy efficient than relevant code: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> 100 percent (G) ___ 75 percent (Y)
<p> Green</p>	<p>Actions taken this 4th quarter:</p> <ul style="list-style-type: none"> Began audit of utility tracking spreadsheets indicating increased energy use & decrease in square footage. Implementation of Phase 2 of BLM's first Energy Saving Performance Contract (ESPC) for seven BLM states (CO, ID, MT, NV, OR, WA, WY). The ESPC will result in approximately a 15-20% reduction in energy use for the BLM-owned facilities to be audited (approximately 102 facilities) <p>Planned actions for 1st quarter:</p> <ul style="list-style-type: none"> Continue to audit utility tracking spreadsheets to determine validity of data indicating increased energy use & significant decrease in square footage – scheduled to complete 2nd quarter of FY2009. Develop Phase 3 of BLM's first Energy Saving Performance Contract (ESPC) of energy efficient technologies in facilities in remaining BLM states (AK, AZ, CA, NM, UT, & the Helium facility in Amarillo, Texas). Procuring and installing a 5kW grid connected PV system in Vale, OR, and a 500W off-grid system at the Sweet Alice Administrative Site, UT. 	<p>BLM is uncomfortable with the result of the energy intensity metric, which shows an increase in energy intensity in 2007 when compared to FY 2003. The result of this metric runs counter to the improvements the BLM has made to become more energy efficient. Over the past 2 years, the BLM has retrofitted many buildings in six States (CO, ID, MT, NV, OR, and WY) to attain a green standards for which BLM received the President's Energy Conservation award. All new constructions are designed to improve energy intensity, which should reflect positively in the comparison to past year values.</p> <p>This leads BLM to be suspicious with the validity of the data reported in FY 2003 and to conclude that baseline data has significant inaccuracy which renders the resulting energy intensity metric as unrepresentative of the BLM performance in reducing energy consumption.</p> <p>The primary action being taken is to verify the energy intensity data for the baseline of 2003. Unfortunately, this effort requires verification of the original utility statements with the data reported originally. This internal audit of utility-usage data will be completed by January 2009. The BLM will then be in a position to conclusively report the reduction in energy intensity for its non-excluded facilities.</p> <p>Because of the work done through the ESPC for energy savings and the uncertainty of the historical data, BLM rates its performance as a yellow until more conclusive data can verify or refute this assessment.</p>

¹ Status is updated once annually (Jan 1) to reflect performance data collected at the end of each fiscal year on Bureau Annual Energy Data Report. Progress is assessed quarterly.

Appendix 2 - Real Property

	CURRENT STATUS (As of September 30, 2008)	PROGRESS 4th Quarter FY 2008	COMMENTS
<p>Appendix 2:</p> <p>Real Property</p> <p>DOI Lead:</p> <p>Nina Hatfield Debra Sonderman</p> <p>Lead PAM Examiners:</p> <p>Michael Keegan 202-208-3347</p>	<p>Real Property</p> <p>Asset management plan (AMP):</p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> in place by Q3 '05 (Y) <input checked="" type="checkbox"/> consistent with Federal Real Property Council (FRPC) standards or expected equivalent by Q3 '05 (Y) <input checked="" type="checkbox"/> OMB-approved by Q3 '05. (Y) <input checked="" type="checkbox"/> 3 year timeline for meeting plan goals/objectives by Q4 '06 (G) <input checked="" type="checkbox"/> evidence that plan is being implemented to achieve improved real property mgmt by Q3 '08 (G) <p>Accurate and current inventory:</p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> in place by Q3 '04 (Y) <input checked="" type="checkbox"/> consistent with FRPC standards or expected equivalent by Q1 '06 (Y) <input checked="" type="checkbox"/> provided to govt.-wide real property database by Q3 '04 (Y) <input checked="" type="checkbox"/> verified accuracy and completeness of FY '07 data and correct gaps by Q3 '08. <input checked="" type="checkbox"/> identified and justified changes/anomalies between FY '07 and '08 inventories by Q4 '08. <input checked="" type="checkbox"/> Updated bureau FRPP data verification and validation plan by Q4 '08 <input checked="" type="checkbox"/> used in daily management decision-making by Q3 '08 (G) <p>Real property (RP) performance measures (PM):</p> <ul style="list-style-type: none"> <input checked="" type="checkbox"/> in place by Q1 '06 (Y) <input checked="" type="checkbox"/> consistent with FRPC standards or expected equivalent by Q1 '06 (Y) <input checked="" type="checkbox"/> updated and maintained list of candidate assets for disposition using the FRPP Performance Assessment Tool by Q2 '08 <input checked="" type="checkbox"/> Establish targets for meeting 	<p>Real Property</p> <p>Fourth Quarter Accomplishments.</p> <ul style="list-style-type: none"> <input type="checkbox"/> Continued Operation and Maintenance Cost Pilots. <input type="checkbox"/> Development of the 2009 Asset Business Plan. Template and internal scorecards. The new template includes improvements that will focus on the enhancement of its use in daily decision-making at the field level. <input type="checkbox"/> States will complete in-state asset management program reviews before the end of September. <input type="checkbox"/> Responded to GAO audit on real property disposal and an internal audit request for information on life cycles of assets. <input type="checkbox"/> Refined internal scorecard criteria. <p>Planned Activities:</p> <ul style="list-style-type: none"> <input type="checkbox"/> Training for 2009 Asset Business Plan will be via teleconference. The template improvements have eliminated the need for a national training course. <input type="checkbox"/> BLM will provide Asset Business Plan data to the field 60 days prior to the cutoff to allow field FAMS data stewards the opportunity to correct and refine the data. 	<p>Real Property</p> <p>BLM continues to excel in meeting disposal targets. Funding barriers and cost-benefit issues will soon make it difficult to achieve success in this area.</p> <p>Submitting quarterly updates to FRPP is labor intensive and has no value added. It also involves updating our own system as well as FRPP, increasing our chances for errors. The only time the two systems are synchronized is when we do the annual upload.</p>

CURRENT STATUS	PROGRESS 4th Quarter FY 2008	COMMENTS
<p>(As of September 30, 2008)</p> <p>performance metrics in DOI Strategic Plan for the next two years (current and next year) by Q3 '08</p> <p><input checked="" type="checkbox"/> used in daily management decision-making by Q3 '08 (G)</p> <ul style="list-style-type: none"> • Asset management program: <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Updated bureau Asset Management Plans to reflect progress and actions identified in the Site-Specific Business Plans by Q2 '08. • Site-Specific Asset Business Plan (ABP): <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Updated ABPs compliant with DOI standards by Q2 '08 <input checked="" type="checkbox"/> used in daily management decision-making by Q3 '08 • Project Management <ul style="list-style-type: none"> <input checked="" type="checkbox"/> Submit updated Exhibit 300s for all major projects in progress for submission to OMB (3/03/08) by Q2. N/A Submit Exhibit 300s for FY10 projects (04/1/2008) by Q3. <input checked="" type="checkbox"/> Submit five-year capital improvement plan (06/02/2008) by Q3 and deferred maintenance plan (07/01/2008) that is compliant with Attachment G by Q4. <input checked="" type="checkbox"/> Submit quarterly status report for current major construction projects each quarter. <input checked="" type="checkbox"/> Submit corrected and approved five-year capital improvement and deferred maintenance plans that are compliant with Attachment G (09/02/2008) by Q3. 		

CURRENT STATUS (As of September 30, 2008)	PROGRESS 4th Quarter FY 2008	COMMENTS
<p>Space Management</p> <ul style="list-style-type: none"> Space Management Performance Metrics - Utilization: <ul style="list-style-type: none"> X_ Goal in place by Q1 '08. X_ Goal is compliant with DOI recommended utilization standard. X_ Goal applied in daily space management decision-making by Q2 '08. Space Mgmt Performance Metrics – Collocation: <ul style="list-style-type: none"> X_ Plan in place by Q1 '08. X_ Compliant with Space Coordination Office (SCO) requirements by Q2 '08. X_ Evidence plan is being implemented to achieve increased collocation percentage and associated savings by Q4 '08. GSA-Provided Space Metrics: <ul style="list-style-type: none"> X_ In place by Q1 '08. X_ Compliant with DOI-recommended utilization standard Q3 '08. X_ Tenant improvement allowances within budget for general purpose space Q3 '08. X_ No locations rated "not mission dependent" Q3 '08. X_ actual annual rent costs at or below Exhibit 54, Budget Justification, projections Q4 '08 5-Year Space Mgmt Plan (SMP): <ul style="list-style-type: none"> X_ In place by Q1 '08. X_ Compliant with Space Coordination Office (SCO) requirements by Q2 '08. X_ 5-year timeline for meeting plan goals/objectives by Q1 '08. 	<p>Space Management</p> <p>Fourth Quarter Accomplishments</p> <ul style="list-style-type: none"> Completed BLM Space Management Manual (1535), which incorporates many of the goals of the Asset Management Initiative, including space utilization standards. Continuing to meet with DOI and Service First Coordinator to develop a strategy to further collocations and Service First agreements. Completed Exhibit 54 and submitted to the Department. Completed 2008 5-year Space leasing plan. State or Center Offices not meeting the utilization rate of 200 square feet per person were evaluated for potential decrease in their base Federal Building funding allocation for space leasing. Responded to OIG audit findings on space leasing. Modified the 2009 ABP to achieve our strategic space management goals. <p>Planned Activities</p> <ul style="list-style-type: none"> Completion of the Space Management Handbook in 2009. 	<p>Space Management</p> <p>The BLM will continue to make every effort to keep our space requirements at a minimum to meet our mission.</p>

CURRENT STATUS (As of September 30, 2008)	PROGRESS 4th Quarter FY 2008	COMMENTS
<p><input checked="" type="checkbox"/> Evidence that plan is being implemented to achieve improved space planning by Q4 '08.</p> <ul style="list-style-type: none"> • Space Mgmt Strategic Alignment: <p><input checked="" type="checkbox"/> Evidence that Bureau space management program objectives are compliant with DOI strategic plan, SMP, and space utilization goals by Q2 '08. (G)</p>		

Appendix 3 - Transportation Management

CURRENT STATUS (As of October 1, 2008) ²	PROGRESS	COMMENTS
<p>Appendix 3: TRANSPORTATION MANAGEMENT</p> <p>Bureau Lead:</p> <p>DOI Initiative Lead: Mike Keegan/ Willie Davis</p> <p>DOI Initiative Executive: Nina Hatfield/ Debra Sonderman</p>	<p>Progress since July 1, 2008:</p> <ul style="list-style-type: none"> We currently have 421 (up by 60 since last quarter) E-85 vehicles and 18 other AFVs in our fleet for a total of 439. We acquired 139 AFVs in 2008. We acquired 184 covered fleet vehicles (139/184 equals 75.5%). The exact waived locations are unknown at this time. In the 10 locations (104 vehicles) that have fuel availability, it is projected for 2008 that BLM will put 39,826 gallons of gasoline into AFVs. BLM's consumption of AF into AFVs will be 43,321. The resulting ratio of AF is 52.1%. See comment. Gasoline and Diesel consumption is projected to be down about 10% from 2007. It is projected that Alternative fuel consumption will exceed 3% of total for the first time this year, with a 73% increase over 2007. BLM is continuing to buy higher mpg vehicles to replace less efficient vehicles. We currently have 100 hybrid vehicles in our fleet, up by 41 since last year. Development and implementation of the FBMS Fleet Management Module. <p><u>Actions Planned for 2009 and beyond.</u></p> <ul style="list-style-type: none"> Continued Training of Fleet Managers throughout 2008 and 2009. BLM is implementing internal scorecards which will more effectively evaluate where field offices are in meeting the requirements of EO 13423. 	<p>*Note. The information provided are projections for 2008 based upon 10 months of data. The exact numbers will differ in the annual FAST report.</p>
<p>Percent of new vehicle acquisitions that are alternative fuel vehicles (AFVs): Green. X 75 percent annually(2008) (G) X 60 percent annually(2007) (Y) 139 AFVs rec'd 2007, 184 total in covered cities = 75.5%</p> <p>Use of alternative fuels in non-waived AFVs: Yellow <u>95 percent (date) (G)</u> X 51 percent October, 2008 (Y)</p> <p>Annual reduction in AFV waivers from previous year: 2008 score not required. N/A 10% if >50% AFVs waived; or 2% if <50% AFVs waived (G) N/A 5% if >50% AFVs waived; or 1% if <50% AFVs waived (Y)</p> <p>Reduction in annual fleet petroleum use compared to 2005 is at least: Green X 2 percent and/or on track for 20% by 2015 (G) <u>≥ 1.5 percent annually (Y)</u></p> <p>Increase in annual alternative fuel (AF) consumption as projected from 2005: Yellow. <u>10 percent + AF use ≥ 5% of total fuel use (G)</u> X 10 percent and AF use <5% of total fuel use. (Y)</p> <p>Implementation of EO13423 incorporated into relevant: Green X position descriptions and performance evaluations (G) X position descriptions (Y)</p>	<p> Green</p>	
<p>Yellow</p> <p>Next ↑ est. by (date)</p>		

² Status is updated once annually to reflect performance data collected at the end of each fiscal year. Progress is assessed quarterly.

The mention of company names, trade names, or commercial products does not constitute endorsement or recommendation by the Federal Government.

