Activity: Resource Management Protection and Maintenance
Subactivity: Resource Management Planning

	2010 Actual	2010 Enacted/2011 CR	2012				Change from 2011 CR (+/-)
			Fixed Costs & Related Changes (+/-)	Administrative Cost Savings (-)	Program Changes (+/-)	Budget Request	
Resource Mgmt. Planning ($000)	49,961	49,961	0	-1,148	-8,192	40,621	-9,340
FTE	315	315	0		-32	283	-32
Major Program IT Investments:							
ePlanning 010-04-01-07-01-0409-00	2,326	2,986				2,385	-601
Economic Profile System 010-04-01-05-02-0460-04	62	100				100	0

Summary of 2012 Program Changes for Resource Management Planning

Request Component	**($000)**	**FTE**
Program Changes:		
• Program Reduction	-8,192	-32
TOTAL, Program Changes	**-8,192**	**-32**

JUSTIFICATION OF 2012 PROGRAM CHANGES

The 2012 budget request for the Resource Management Planning program is $40,621,000 and 283 FTE, a program change of -$8,192,000 and -32 FTE from the 2010 Enacted/Annualized 2011 Continuing Resolution level.

Program Reduction (-$8,192,000, -32 FTE) – For 2012, the BLM proposes a decrease of $8,192,000 and 32 FTE for lower priority resource management planning activities. In 2012, BLM will focus on completing ongoing planning efforts and continue developing strategies to improve the efficiency of its planning process.

PROGRAM OVERVIEW

Program Components

Resource Management Planning is the foundation of effective public land management. Planning and plan implementation decisions, made in collaboration with the public and other agency partners, describe desired on-the-ground resource conditions as well as how land uses will be managed to achieve those conditions across more than 245 million acres of BLM lands. Planning decisions are the basis for every on-the-ground action the BLM takes. Through collaboration and partnerships, the planning process helps BLM determine how best to manage public lands to meet the needs of both local communities and the Nation as a whole.

Program Performance Change

	2008 Actual	2009 Actual	2010 Actual	2011 Plan	2012 Plan	Program Change Accruing in 2012	Program Change Accruing in Out-years
Prepare Pre- Land Use Plan (number)	9	2	9	5	0	-5	0
Total Actual/Projected Cost ($000)	$1,994	$1,843	$2,653	$2,397	0	-$2,397	0
Actual/Projected Cost Per Prep Plan	$221,555	$922,000	$294,778	$479,444	$479,444	$479,444	$479,444

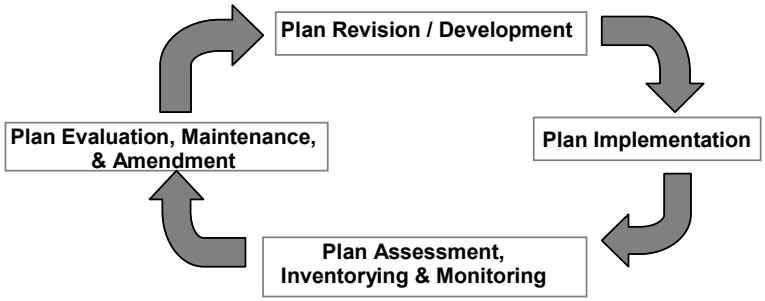
Comments: The cost estimates for development of a prep plan in this table are based on an approximated average of about 2 work months per prep plan, or about $20,000. All prep plans are the first step in the 4-year process of developing or revising a land use plan. The average cost of completing a revision or development effort is approximately $3-4 million, or $750,000-$1,000,000 annually for the four-year planning period. The fluctuations in costs per prep plan vary widely because prep plans are not always completed in the year in which work is being done on them.

Note 1: The 2011 Plan is the performance level based upon the 2010 Enacted / annualized 2011 Continuing Resolution. The 2012 plan and out-year targets build on the 2011 Plan. To the extent Congress enacts an annual 2011 appropriation that is different from the 2011 Continuing Resolution, the 2012 and out-year targets may require revision.

Note 2: Projected costs may not equal program change as these are full costs, which may include funds from other sources and (or) use averages.

Program Change Accruing in Out-Years: out-year performance beyond 2012 addresses lagging performance – those changes occuring as a result of the program change (not total budget) requested in 2012. It does not include the impact of receiving the program change again in a subsequent out-year.

The BLM Resource Management Planning program is responsible for facilitating interdisciplinary work to accomplish the entire plan decision-making cycle beginning with plan development, and then moving to plan implementation, assessment, inventory, monitoring, evaluation, maintenance, and amendment.



Land Use Plan Revision and Development – The highest priority for the program continues to be the completion of ongoing resource management plan (RMP) development and/or revision efforts. Delaying the completion of these ongoing projects reduces the BLM's on-the-ground effectiveness and also increases the potential for litigation in planning areas. As ongoing RMP efforts are completed, the program initiates new planning efforts in areas where changing demands and/or other resource conflicts and management issues have been identified.

Sustainable Planning and NEPA Infrastructure – Initiated with plan development, this holistic and dynamic approach to land use planning continues its cycle through implementation, monitoring, evaluation of effectiveness, and assessment of emerging issues, which include rapid population growth, changing resource conditions, effects stemming from land health stressors, and other external factors. This cycle allows BLM to sustain its land use plans by addressing emerging challenges and changing resource issues as they arise so that plans remain current to on-the-ground conditions. With such an infrastructure, the risk of facing another very costly and disruptive overhaul of all the BLM's land use plans is dramatically reduced.

Land Use Plan Amendments - Land use plan amendments enable the program to address significant new information; respond to new, intensified, or changing uses of public land; consider a proposal or action that does not conform to the plan; and implement new or revised policy that changes land use plan decisions. Amendments to existing land use plans are maintenance actions which provide a timely and cost-effective mechanism to ensure that plans remain current while avoiding the need for costly plan revision. Amendments are often funded by other BLM programs, whose work benefits from the plan being updated, or are undertaken when the planning program's workload allows.

Critical Factors

Land Health Stressors – The impacts from land health stressors such as changes in climactic conditions can contribute to the loss of native animal and plant communities, as well as habitat for threatened and endangered species, increased invasive plant and insect infestations, drought, and wildfires causing loss of habitat and vegetation type. Changing conditions require the BLM to evaluate land use plans and amend them as necessary. Ecoregional assessments and adaptation strategies for mitigating impacts of land health stressors also require the BLM to assess whether the decisions in the land use plans are still valid or if a land use plan amendment is necessary.

Energy Demands - Increased demands for both renewable and conventional energy and other resource development on public lands challenges the BLM to balance energy and other resource development with separate, often-conflicting demands such as wilderness experience, recreation, off-highway vehicle use, and the cumulative effects of habitat fragmentation.

Expanding Populations & Community Growth – These factors contribute to challenges associated with wildland fire suppression efforts in the wildland/urban interface, increased conflicts between recreation users, and increased demands for surface-disturbing uses such as roads, distribution lines, communication sites, sand, gravel, mineral materials sites, and public facilities. It is necessary for the BLM to understand the complex socioeconomic issues associated with the economies in communities adjacent to BLM-administered lands.

Sage-Grouse - The Bureau will continue agency-wide support for the sage-grouse conservation strategy by addressing sage-grouse and other species of conservation concern in sagebrush habitats in all NEPA and planning documents. When considering NEPA and planning documents for energy development projects or other project-level activities, offices are directed to adhere to *IM 2010-071*, *Gunnison and Greater Sage-grouse Management Considerations for Energy Development,* which supplements BLM's Bureau-wide strategy and imposes additional restrictions and mitigation measures on projects that encroach on priority sage-grouse habitat. Best Management Practices (BMP) and other management guidelines have been developed to address conservation and management to maintain or improve habitat quantity and quality for

sagebrush obligate species. In addition, NEPA and planning documents should incorporate, where appropriate, management actions identified in approved state-sage grouse conservation plans where the Bureau is a partner.

Protests/Litigation - An outgrowth of the conflict over public land use is the increasing frequency of litigation over implementation of land use plan decisions. Even litigation not directly associated with land use planning may affect the development of a land use plan given the broad scope of resource issues included in most plans. There has been an increasing number of challenges in the Interior Board of Land Appeals (IBLA) and the judicial courts of decisions that implement land use plans.

Quality Collaboration and Involvement of Cooperating Agencies - The BLM works to provide quality collaboration with interested members of the public. The BLM also works with other governmental agencies – various Federal, State, Local, County, and Tribal entities – to take advantage of their expertise, to fulfill requirements for cooperation under various laws, and to ensure consistency in management where BLM lands border those of other government agencies.

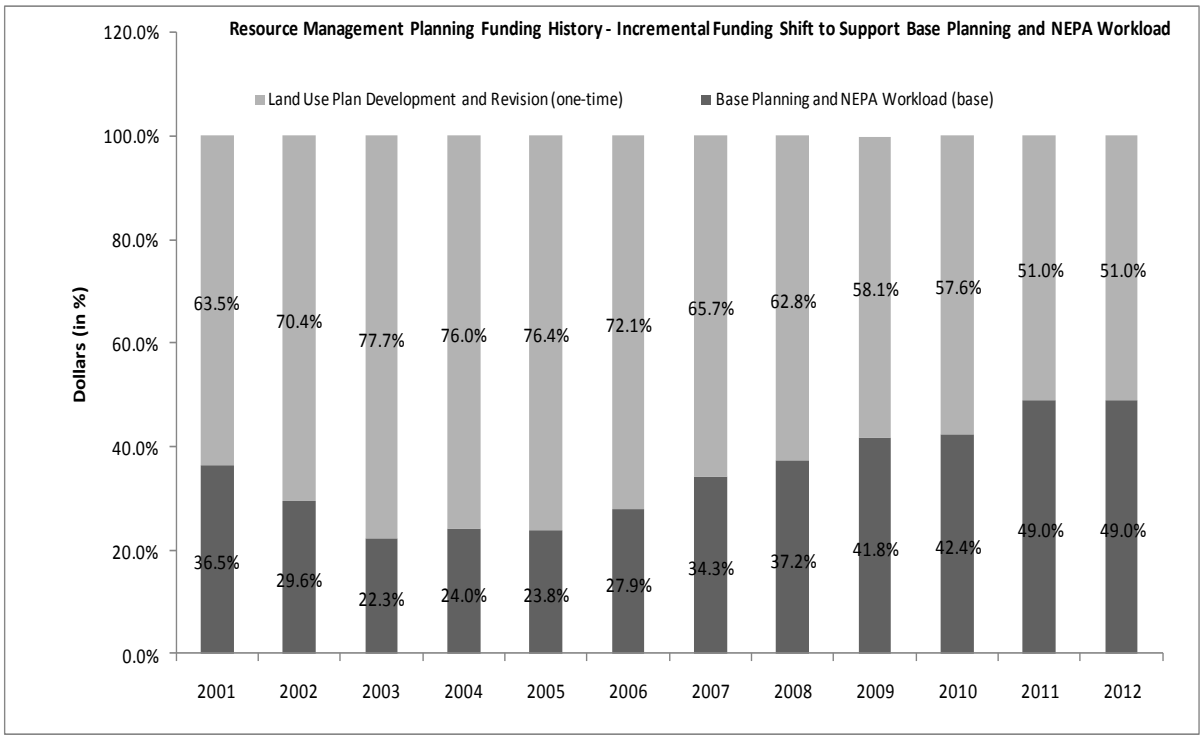
Means and Strategies

The ePlanning application is an important effort to reform the land use planning process, which will continue to support DOI/BLM strategic goals by creating efficiencies through the enhanced ability for the public to comment on BLM NEPA documents, and for BLM to respond to comments. ePlanning provides web-based access to cultural and historic information, allowing easy public involvement in federal land-use decisions, and enabling systematic updates of land use plans while accelerating and improving the quality of plan information, decisions, published products, and public review. ePlanning also allows for better analysis of the uses of the public lands by both decision makers and the public, thereby allowing for effective allocation of public lands under multiple or constrained uses.

Another important component of the BLM's effort to improve its strategic decision-making is the Assessment, Inventory, and Monitoring (AIM) Strategy, which is designed to enhance BLM monitoring protocols at the landscape scale, while also establishing core indicators and data standards within electronic platforms. These indicators and standards enable the training of remotely sensed imagery and facilitate the understanding of landscape conditions and trends. These efforts have moved BLM to an integrated landscape scale monitoring framework that strategically targets monitoring efforts, allowing BLM to integrate data collection activities and analysis across jurisdictions internally as well as with its federal and non-federal partners. After the data collection and analysis phase, BLM can determine the effectiveness of its management actions and replicate successful efforts in areas of similar biophysical settings. The AIM Strategy enables greater data sharing and thus facilitates cumulative effects analysis and predictive modeling efforts. The AIM Strategy is closely aligned to the Cooperative Landscape Conservation and Healthy Landscapes initiatives which are making the landscape management approach a reality in the BLM. Additionally, the AIM Strategy supports the Geospatial Services Strategic Plan (GSSP). The GSSP helps improve the the analysis of resource and administrative data through the use of geospatial tools and coordination with the BLM Geospatial Information System priorities. This integrated data monitoring/analysis capability provided by the both the AIM Strategy and the GSSP is paramount to future public land management actions given the landscape-scale nature of project proposal submissions, especially with renewable energy.

Funding History and Other Funding Sources

In 2000, the BLM submitted a report to Congress titled *Land Use Planning for Sustainable Resource Decisions*, which outlined the state of its planning program. At that time, most of the BLM's land use plans were in need of revision given the myriad changes in the West that arose since most of the BLM's land use plans had been written. Of particular concern was the potential that BLM's ability to make the timely and informed land use decisions demanded by its multiple-use mission would be compromised by out-of-date management plans. To address the concerns raised in the report, BLM has worked to improve the quality and effectiveness of its resource management by revising its land use plans. Approximately 70 percent of program funding over the past eight years has been directed to fund plan development and revision projects. In recent years, as a significant number of plan development projects were completed, BLM began to incrementally shift funding to support base planning and NEPA workloads comprising the "sustainable" side of the land use planning cycle. Summarized in the chart below, this shift implements the program's strategic direction aimed at best protecting the large investments made since 2001 to update all land use plans by focusing on each step of the dynamic land use planning cycle:



The Resource Management Planning program also benefits greatly from the involvement, technical expertise, and data provided by cooperating agencies (e.g., local, state, and other federal agencies) who participate in the land use planning process.

2012 PROGRAM PERFORMANCE

Since 2001, the BLM has completed over 75 plan revisions and major plan amendments[1] as part of a comprehensive effort to improve the quality and effectiveness of BLM's resource management plans. A summary of program workload and accomplishments through the end of fiscal year 2010 follows.

- 120 land use plans have been revised, amended, or are in the revision process since 2001.
- 45 major planning projects are currently in progress
- 39 land use plans are currently in need of revision or amendment to meet changing demands and/or resource issues

In 2010, the planning program initiated, with the support of the NLCS and other BLM programs, 7 new RMP development/revision efforts because of court-imposed demands and National Landscape Conservation System unit designations. The program will continue in 2012 to support these major planning efforts, which include:

- Environmental Assessment to amend the Roswell RMP to include the Fort Stanton-Snowy River Caves National Conservation Area (NCA)
- Southeast Oregon Amendment and Lakeview Amendment.
- A single management plan comprising the Red Cliffs NCA and the Beaver Dam Wash NCA will be included with the planning effort to amend the St. George RMP amendment in Utah.

The BLM has also identified necessary steps and support tools to make plans more effective:

- Streamlining the planning process by coordinating and combining the NEPA review of multiple plans into one plan, or by creating a single NEPA document for units that have similar issues.
- The BLM has developed the Managing for Excellence Data Management Sub-committee (MEDS) that in 2012 will continue to sponsor Bureau wide strategies in two focal areas that make the planning process more effective: modernizing business practices and ensuring data stewardship and accountability. Efforts such as the Geospatial Services Strategic Plan (GSSP) are being coordinated through MEDS to provide the geospatial and decision support tools necessary for management of renewable energy projects, resource management, assessment, inventory and monitoring of resources, and land use planning.

The following describes the BLM's planned performance in each critical component of the Resource Management Planning program.

<u>Land Use Plan Revision and Development</u> – In 2012, the Resource Management Planning Program will continue to make progress in completing its on-going RMP development and/or revision projects. In 2012, at least 36 major plan development and/or revision projects will be

[1] This number changed from the previously reported 86 in 2011 because 1) BLM is no longer counting 3 plan amendments as completed because those plans do not meet the technical definition of what constitutes an RMP, 2) 3 plans in Arizona were combined into 1 EIS, and 3) 6 plans were rescinded after the Secretary withdrew the Western Oregon Plan Revisions.

ongoing. There will be limited new plan development/revisions begun in FY 2012. Each project's funding needs and schedule for completion is established in an approved RMP Preparation Plan prior to project initiation. Evaluation of schedules will occur with ongoing planning projects in 2012 to determine the needs to complete the planning efforts. Approvals to extend any project schedules will be coordinated through the Assistant Director for Renewable Resources and Planning.

Land Use Plan Amendments - Three Environmental Impact Statement-level land use plan amendments, supporting the program's goal of maintaining the newly revised plans through the amendment process, will be ongoing in 2012 as the program focuses on completing the remaining ongoing RMP projects. Targeted amendments to address emerging challenges and changing resource issues, reduce or eliminate the need for complete plan revisions, and reduce the potential for litigation.

Addressing Renewable Energy Development

The BLM planning program also plays a critical role in the development of renewable energy resources on public lands. In 2012, BLM has preliminarily identified 23 solar, 10 geothermal and 18 wind priority renewable energy projects. The BLM will be required to amend individual land use plans in some instances (e.g., in the California Desert Conservation Area) to allow for renewable energy development and the processing of rights-of-way applications for wind and solar energy development, as well as energy transmission corridor rights-of-way. BLM also evaluates and issues leases for geothermal resource development proposals as they arise. Renewable Energy Coordinating Offices have been established to respond to proposals and applications for renewable energy development in Arizona, Colorado, California, Idaho, Montana, New Mexico, Nevada, Oregon, Utah, and Wyoming. BLM continues to support the completion of a Programmatic Environmental Impact Statement for solar energy (a draft of which was released for public review in December 2010), which will amend approximately 60 existing land use plans to accommodate solar energy in Arizona, California, Colorado, New Mexico, Nevada, and Utah. For more information on BLM's renewable energy program, please refer to the general statement.

RESOURCE MANAGEMENT PLANNING Performance Overview									
Measure	**2007 Actual**	**2008 Actual**	**2009 Actual**	**2010 Plan**	**2010 Actual**	**2011 Plan**	**2012 President's Budget**	**Change from 2011 to 2012**	**Long-term Target 2016**
Percent of Resource Management Plans evaluated by the BLM Director as making significant progress toward achieving riparian condition goals. (Bur)	New Measure in 2009	New Measure in 2009	New Measure in 2009	TBD	5.9% 8 / 136	24% 32/136	43% 59/136	19%	78% 107/136
Comment:	This measure will be applied from FY 2011 through FY 2015 (20% each year) to all Bureau RMPs signed after 1999 and then match the 'Percent of Resources Management Plan evaluations completed within 5 years' performance measure. In 2015, this performance measure will be evaluated to determine its validity.								
Percent of plans completed within four years of start. (Bur)	45% 23/ 51	49% 29/ 59	44% 28 / 63	48% 32/ 66	39% 28/ 71	51% 35/ 69	51% 35/ 69	0	55% 38/ 69
Total Actual/Projected Cost ($000)	$66,541	$69,135	$86,066	$66,842	$66,842	$69,449	$69,449	$0	$69,449
Actual/Projected Cost per Plan (in dollars)	$5.5M	$1.7M	$3.1M	$3.3M	$3.3M	$2.0M	$2.0M	$0.0	$1.8M
Percent of Resource Management Plan evaluations completed within 5 years, (Bur)	18% 24/ 136	18% 25/ 136	19% 26/ 136	30% 41/ 136	30% 40/ 136	38% 51/ 136	38% 51/ 136	$0.0	48% 65/ 136
Total Actual/Projected Cost ($000)	$2,526	$2,524	$2,485	$2,025	$2,025	$2,062	$2,062	$0	$2,062
Actual/Projected Cost per evaluation (in dollars)	$1,263,166	$1,262,165	$75,299	$253,156	$253,156	$206,200	$206,200	$0	$147,285
Percent of Resource Management Plans with Implementation Strategies. (Bur)	New in 2008	16% 22/ 136	16% 22/ 136	38% 52/ 136	34% 47/ 136	44% 60/ 136	52% 68/136	$0	52% 68/136
Comment:	Resource Management Plans are required to complete an implementation strategy within 4 months of the Record of Decision. As plans are evaluated and updated, the implementation strategy would also be evaluated and updated.								
Prepare Pre- Land Use Plan (number)	9	9	2	8	9	5	0	-5	10
Resolve Land Use Plan Protest and Prepare Record of Decision (number)	6	13	12	8	8	10	9	-1	9
Prepare Final Land Use Plan Amendment and Record of Decision (number)	1	3	2	7	0	6	0	-6	4
Note: The 2011 Plan is the performance level based upon the 2010 Enacted / Annualized 2011 Continuing Resolution. The 2012 plan and out-year targets build on the 2011 Plan. To the extent Congress enacts an annual 2011 appropriation that is different from the 2011 Continuing Resolution, the 2012 and out-year targets may require revision.									