



Management Planning and National Environmental Policy Act (NEPA) Modernization Blueprint

Land and Resources Management Line of Business

Version 1.0

- *Public Version* -

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1 Executive Summary

A core team of subject matter experts studied the land-use management planning and National Environmental Policy Act (NEPA) business area across the Department of the Interior (DOI) with these three goals in mind:

- To establish findings regarding the similarities and differences between existing land-use management planning processes across the Bureaus and offices,
- To make recommendations for process improvements toward a high-level, DOI-wide, fundamentally common management planning process with provisions for handling truly unique differences between organizations, and
- To examine the current and projected management planning investments and document findings and recommendations on the fit of these investments to the recommended business process.

Table 1: Management Planning and NEPA Business Focus Area Vision and Strategy

Vision: DOI develops long-range resource management plans integrating the NEPA process to collaboratively accomplish its Strategic Plan.	
Strategy: Enhance and improve Bureau plans by:	Will result in plans that:
<ul style="list-style-type: none"> • Improving consistency and using established “best practices” • Meeting projected timeframes and budgets • Using technology for efficient development, review, and publication • Involving stakeholders early and often in plan development • Improving integration of plans with budget and performance measures 	<ul style="list-style-type: none"> • Are appropriately scaled for the management situation • Carefully consider stakeholder concerns • Better withstand legal and scientific scrutiny • Can be measured for contribution to the accomplishment of Bureau or DOI Strategic Plan goals • Are adequately funded, staffed and supported by management • Have transparency, access, and ease of use

Using standard DOI methodology, the core team developed a comprehensive set of twelve findings and associated recommendations. In addition, a transition plan for the recommendations was created. Central to the recommendations are seven cross-DOI planning program principles to govern the implementation of these management planning recommendations. **Most critical is the recommendation to establish a cross-DOI senior management steering committee to own the implementation of these recommendations. This senior team does not exist now and will need to oversee and drive implementation across the DOI.**

From forty-plus detailed recommendations, the core team prioritized four strategic and four tactical recommendations that had the most cross-DOI value. The core team conceptualized the vision and strategy shown in Table 1 above to guide improvements to the Management Planning and NEPA business area over a six-year planning horizon. These eight top recommendations are shown in Table 2 below. On the left in the table are the highest priority policy and/or programmatic tactical recommendations, while the four recommendations on the right represent the highest priority Information Technology (IT) recommendations to strategically support the management planning and NEPA business area.

To begin to realize benefits of this blueprint, the core team urges rapid adoption of these recommendations.

Table 2: Top Cross-Cutting Management Planning and NEPA Modernization Blueprint Recommendations

Top Four Tactical Recommendations	Top Four Strategic Recommendations
<ul style="list-style-type: none">• Develop trained Interdisciplinary Team (IDT) members (including NEPA, planning and project management training).• Work with the DOI OCIO to select/define an electronic surnaming process to be used across DOI programs• Complete a business process review effort to streamline and shorten time duration for the Federal Register Notice process.• Negotiate an agreement with EPA to electronically file NEPA documents to reduce expense of printing and managing hard copies.	<ul style="list-style-type: none">• Weave together existing planning documents, planning tools and geospatial information in a Bureau or Departmental “Planning Portal.”• Provide decision documents in an easily searchable and retrievable IT system that can be accessed throughout the DOI.• Make comment processing, analysis and response tools available to all management planning teams.• Establish a repository of planning and NEPA documents to facilitate the reuse of content developed in previous planning documents.

2 Introduction

A Fiscal Year 2005 DOI Investment Review Board (IRB) decision directed the DOI Bureaus to look at planning across the department and to develop a cross-cutting planning charter. This charter would document goals for working together to recommend business and IT improvements for the DOI Management Planning and National Environmental Policy Act (MPN) business focus area and would lead to a roadmap for future efforts, a Management Planning and NEPA blueprint. The blueprint core team created a cross-cutting charter as the guiding document to develop this blueprint.

DOI Bureaus and offices lack an agreed-upon common land-use planning process (a process that produces a management plan as defined by the DOI Strategic plan) that recognizes similarities and unique differences among organizations. Strategic and tactical investment planning for cross-department IT automation systems should be well-coordinated with management planning processes.

This blueprint focuses on the Federal planning process for land-use planning efforts, or management plans. A critical decision was made by the core team to use the DOI Strategic Plan definition of a management plan, as shown in Figure 1 below:

“A land use plan as defined by a Bureau’s law, regulation, or policy. For example, BLM’s Federal Land Policy and Management Act or FWS’s National Wildlife Refuge Improvement Act of 1997. The plan generally designates in a written document land areas and resource uses, condition goals and objectives, program constraints, and management practices. The plan may identify the need for additional detailed step-down plans, support action, implementation sequences, and monitoring standards.”

Figure 1: DOI Strategic Plan Definition for a Management Plan

A core team of MPN business experts from eight Bureaus and offices participated in the effort that was led by the Office of Environmental Policy and Compliance. The team used DOI’s Methodology for Business Transformation (MBT) to analyze the business area. This methodology has six steps, shown in Figure 2 below.

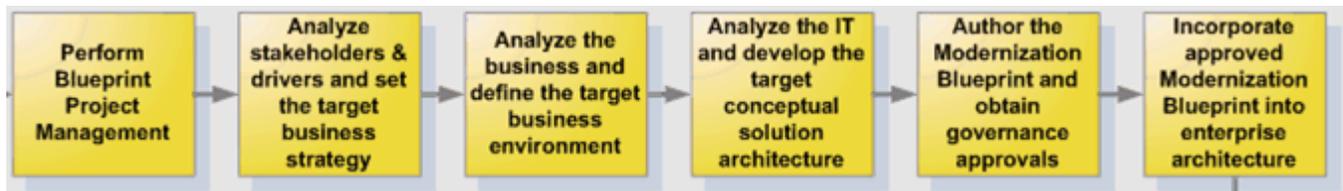


Figure 2: DOI's Methodology for Business Transformation

Using stakeholder analysis from MBT Step 2, business analysis from Step 3, and IT analysis from Step 4, the core team developed the document you are now reading.

The scope of the blueprint effort was defined as the development and delivery of a management plan with NEPA content (an associated Environmental Assessment (EA) or Environmental Impact Statement (EIS)). In alignment with this scope, extensive data-gathering with management plan stakeholders was conducted to develop a Strengths, Weaknesses, Opportunities and Threats (SWOT) analysis. This analysis formed the basis of how to use the business and IT analysis steps to explore opportunities for improvement.

Introduction

Significant cross-DOI analysis of the plan-development processes at Bureaus and Offices was conducted. The analysis examined the commonalities and differences between the Bureau's processes. The team discovered that both significant similarities and significant differences exist, and that fundamental differences between the Bureaus are present for scope, scale, and mission-accomplishment reasons.

The team also examined four existing or proposed IT systems from the Fish and Wildlife Service (FWS), the Bureau of Land Management (BLM), the National Park Service (NPS), and the Minerals Management Service (MMS) that relate directly to plan development. A business functionality requirements analysis was conducted to identify potential overlaps among these systems. Specific findings and recommendations to take this analysis for cross-cutting DOI IT systems support to the next level are presented in the blueprint.

Using the MBT blueprint analysis, the core team developed a comprehensive set of twelve findings and associated recommendations, and a transition plan. Central to the recommendations are a set of seven cross-DOI implementation principles that should govern the rollout of the blueprint implementation. Four of these are programmatic and call for an increased level of DOI enterprise planning capabilities, implementation of the blueprint recommendations at the similarities level, configuration of the implementations to accommodate Bureau differences, and recognition of individual Bureau mandates and regulations throughout the implementation.

The other three implementation principles are focused on IT system automation. These three principles follow from an IT system automation recommendation that requires the blueprint implementation team to use the blueprint findings and recommendations to establish an implementation charter. The three principles call for development of modular system automation elements and a charter to meet Bureau-specific needs based on legacy system modules, and to ensure that Bureaus (1) do not develop redundant new IT systems and (2) work together to develop conceptual plan portal functionality across the DOI for presentation to the senior management steering committee. The implementation charter needs to include both programmatic and IT elements that need to be addressed in an integrated fashion.

Most critical is the recommendation to establish a cross-DOI senior management steering committee to own the Management Planning and NEPA (MPN) business area for implementation of blueprint recommendations. This senior team does not exist now and will need to drive the implementation.

The MPN blueprint core team findings and recommendations at a detail level fall into five major categories as shown in Table 3.

Table 3: Management Planning and NEPA Blueprint Recommendation Categories

- Cross-DOI Planning Program Recommendations
- Organization and Management Recommendations
- Planning Process Recommendations
- Cross-cutting Support Recommendations
- IT System Automation Recommendations

Beginning with more than forty detailed recommendations, the MPN Blueprint core team prioritized four strategic and four tactical recommendations that had the most cross-DOI value. These are shown in the Table 2 in the Executive Summary section above.

Introduction

This blueprint document is comprised of seven primary sections:

- **Executive Summary** - Provides a quick reference to the opportunities for improvement and a general context for maturity of the MPN Business Focus Area (BFA).
- **Introduction** - Provides overviews of the need for the blueprint, the methodology used to develop the blueprint recommendations, and the blueprint document itself.
- **Context for the DOI Management Planning and NEPA Blueprint** - Provides a brief description of the business functions and services that are provided and the strategic vision, strategy, goals, and objectives that are attempting to be achieved.
- **Business and Information Technology Analysis** – Summarizes the analysis conducted by the core team to understand the needs of the business area stakeholders, to document similarities and differences between the plan-development processes at the Bureaus, and to discover how existing and planned IT system investments support the business processes.
- **Findings and Recommendations** - Describes the existing business focus area issues from a variety of perspectives in both summary and detailed formats. The Findings and Recommendations integrate both a business and program context, and an IT systems context. All findings represent opportunities to address business needs and are associated with specific recommendations on how to proceed with blueprint implementation.
- **Transition Plan** - Describes the integrated steps required to prioritize recommendations, develop business cases or investment proposals, initiate projects, and develop policy.
- **Appendices** - Comprehensive analysis that supports the detailed Findings and Recommendations.

3 Context for the DOI Management Planning and NEPA Blueprint

The planning process for the management of Federal lands is complex. This complexity is partly caused by a growing necessity to consider issues that extend well beyond the geographic boundaries of parks, refuges, forests, and other land-management units during planning deliberations. Consideration of these issues is necessary to fully comprehend the impacts of Federal action on the 500 million acres of public lands that are increasingly vital to the health and security of our nation.

Management of Federal lands by BLM, NPS, FWS, MMS, the Bureau of Indian Affairs (BIA), and the Bureau of Reclamation (BOR) involves addressing a variety of issues that are of interest to states, tribal and local governments, the private sector and the general public. The land management planning process provides the primary vehicle for communication and consultation with all parties interested in how Federal lands are managed. Each of the primary land-management agencies (BLM, FWS, NPS and Forest Service) has a different mandate and mission, but the public and other stakeholders often consider planning for the Federal land estate to be a process that should be consistent across agency lines.¹

3.1 Blueprint Scope

Using the definition of a management plan as referenced in Figure 3 below, the core team used two overlapping circles to represent the problem space: the tan circle on the left represents management plans in general; these plans may or may not have significant NEPA content. The aqua circle on the right represents NEPA documentation that is developed either as a required part of a management plan or as documentation of the step-down plans and activities from a management plan.

The core team decided that the overlapping portions of these two aspects of the problem space (shown as Management Plans with EA / EIS Documentation) would be representative of the problem to be solved. The table in Figure 3 underneath the overlap of the circles contains examples that illustrate Bureau plan types that fit the blueprint problem space.

¹ Comparative Analysis of the General Level Planning Processes Of the Four Primary Federal Land Managing Agencies (pg. 5)

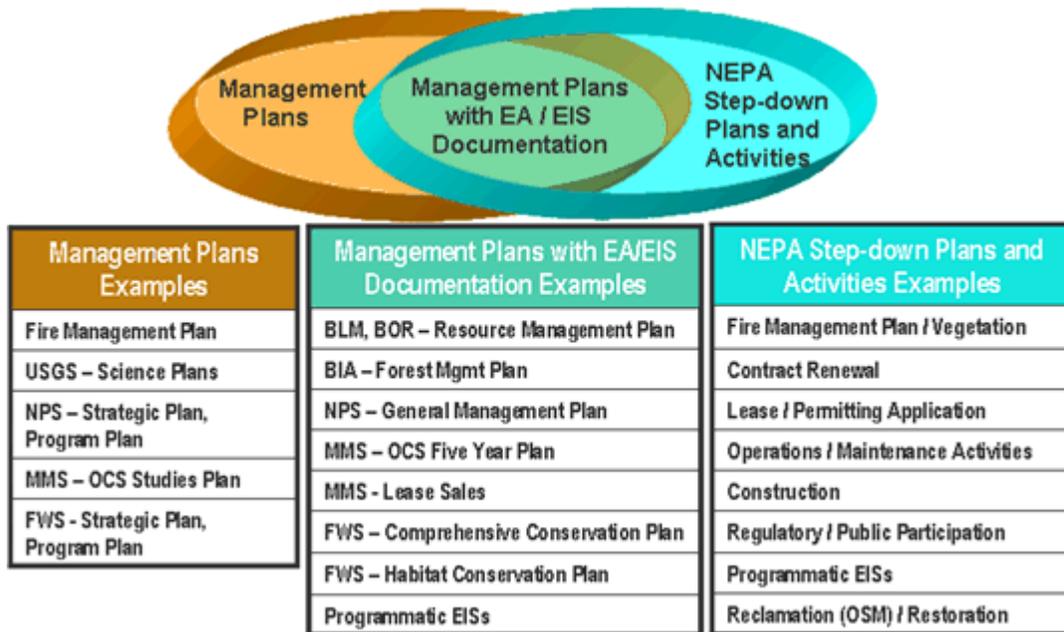


Figure 3: Cross-DOI Planning and NEPA Business Focus Area Examples in All Three Areas

Although most Bureaus develop management plans with associated programmatic NEPA documentation, the scope and scale of efforts at the individual Bureaus vary widely. This variation occurs due to differences in mission, enabling legislation, and mandates between the Bureaus. For instance, the lifecycle of plans varies among Bureaus from a few years to an indefinite period of time, the average number of plans per year varies from less than one to over forty, and the funding per plan varies from a low of \$350K per plan to several millions of dollars per plan.

To summarize, the scope of the blueprint is constrained to the Management Plan Development Process and associated Supporting NEPA Process Steps of an overall Management Plan lifecycle, as shown below in Figure 4. The core team will not address process improvements for the Implementation, Monitoring, and Evaluation lifecycle phases of Management Plans.

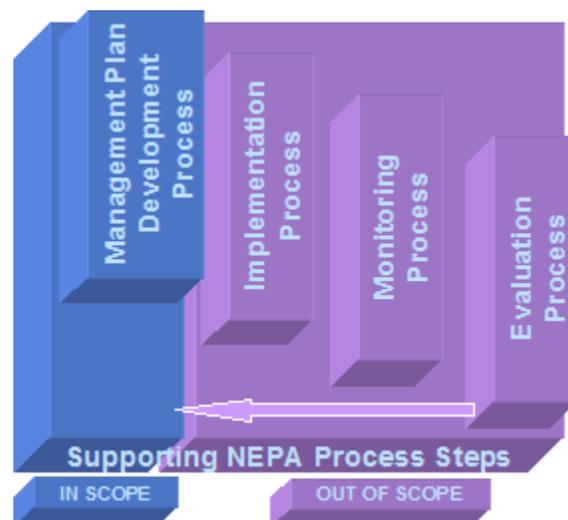


Figure 4: Management Plans with EA/EIS Documentation Lifecycle Scope Limit Framework

3.2 Blueprint Objectives

Given the blueprint scope as described above, the DOI Bureaus and Offices do not have an agreed-upon common management planning process which recognizes similarities and unique differences among organizations. Strategic and tactical investment planning for cross-department Information Technology (IT) automation systems should be well-coordinated with management planning processes. Therefore, the cross-DOI blueprint team needs to:

- Document findings regarding the similarities and differences between existing management planning processes across the Bureaus and Offices,
- Make recommendations for process improvements toward a high-level DOI-wide and fundamentally common management planning process with provisions for handling truly unique differences between organizations, and
- Examine the current and projected management planning investments (including staffing, budget, and IT) and document findings and recommendations on the fit of these investments to the recommended business process.

3.3 Executive and Business Sponsorship

The business sponsor for the Management Planning and NEPA Modernization Blueprint is the DOI Office of Environmental Policy and Compliance (OEPC), specifically in cooperation with the Natural Resources Management Team. Dr. Willie Taylor, Director of the OEPC, is the executive sponsor. The DOI Office of the Chief Information Officer (OCIO) is supporting the architecture and business transformation as the co-chairperson of the IRB and the sponsor of the Interior Enterprise Architecture (IEA).

The Methodology for Business Transformation (MBT) defines the need for a core team of subject experts to participate in the development of the modernization blueprint. The Management Planning and NEPA (MPN) core team was established as a cooperating federation of Bureau NEPA representatives to own, coordinate, and oversee the development of this modernization blueprint. Enterprise architects from the BLM facilitated the overall project.

4 Business and Information Technology Analysis

4.1 Business Analysis

Step two of the MBT (“*Determine Scope and Set Business and Vision Strategy*”), is a key step in blueprint development and was used extensively by the blueprint core team to develop the business analysis described in this section.

4.1.1 Stakeholder Context

An assessment was conducted to understand how well the management planning business area is performing. To do so, the MPN blueprint core team evaluated the products and services the business area provides to its stakeholders or customers. The core team utilized MBT guidance to develop Management Planning and NEPA stakeholder identification, prioritization, and business mandates.

After stakeholder identification, the core team conducted stakeholder interviews to determine needs, prioritize the members of the stakeholder community, develop stakeholder exchange models and evaluate key business drivers or mandates, all in the context of establishing the strategic business architecture for the BFA. The MPN blueprint core team clearly established and defined related government mandates (E-Gov, PMA, OMB, etc.) and the customer determined drivers. Once the key business artifacts were established and reviewed, the team evaluated them and developed a vision document that laid the groundwork for the business target state.

4.1.1.1 MPNBlueprint Stakeholder Definition

The MPN blueprint core team defined stakeholders in a manner similar to other blueprints; however, the core team divided its stakeholders into categories to align with the Management Planning and NEPA Business Area scope constraints.

4.1.1.2 Stakeholder Group Identification, Prioritization, and Business Mandates

The core team identified and prioritized stakeholder groups that applied to their organization and prioritized the input. The results were combined and discussed by the entire team for approval.

In addition, each Bureau and Office identified business mandates and expectations that the stakeholder group imposes on the Management Planning and NEPA plan-development process. As a fictitious example, the DOI Secretary may impose a business mandate to speed up the plan-development process by 10 percent.

Figure 5 shows the Management Plan Federal Stakeholder category above the dashed line, and the Management Plan Non-Federal Stakeholder category below the dashed line. The figure also shows that both Federal and Non-Federal stakeholder groups are involved in the production and use of management plans. The **plan-producing stakeholders** are shown on the left side of the Management Plan Development Products and Services box, and the **use stakeholders** are shown on the right side of the diagram.

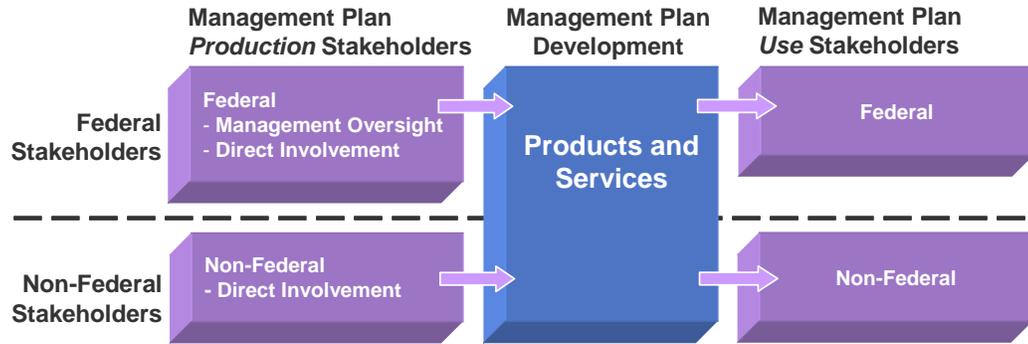


Figure 5: Graphical Representation of Blueprint Stakeholder Groups

Note that non-Federal stakeholder input was considered, but relied on already-gathered feedback to the greatest extent possible. MPN blueprint core team also gathered input from formalized groups of external stakeholders that are often part of every planning process that the Bureau or office goes through. For example, the BLM establishes Resource Advisory Councils (RACs) that are generally comprised of individuals with interests in grazing permits, transportation, outdoor recreation, timber, and/or energy/mineral development; those representing environmental, recreational, wild horse, and other organizations; and elected officials. These groups are very familiar with the management planning process, as well as the budget, time, and political constraints, and could meaningfully contribute to the blueprint development without a large investment of time and energy to identify external stakeholders.

4.1.1.3 Stakeholder Interviews

MPN blueprint core team conducted stakeholder interviews to determine the needs of the business community in management planning, develop stakeholder exchange models, and evaluate key business drivers or mandates, all in the context of establishing the strategic business architecture for the business area. The team ensured that all Federal, State and local government mandates (e.g., E-Gov, PMA, OMB, etc.) and the customer expectations were clearly established and defined.

The interviews were conducted with subject matter experts that were nominated by each Bureaus core team members. The interview methodology was expert interview and was selected over a focus group type of effort where many more interviews would be necessary for full statistical analysis. It is important to also note that a uniform set of questions, refer to questions Table 24 for complete list of these questions, was used throughout the interview process.

Once the key business artifacts were established and reviewed, the team evaluated them and developed a vision document that presented the ground work for the business target state. A breakdown of stakeholders interviewed by Bureau is shown in Table 4.

The core team selected experts from their Bureaus and/or their channel partner organizations to be interviewed for this blueprint. The interview candidates were chosen for the following reasons:

- Direct involvement with development of management plans with EA/EIS documentation from either a management or a practitioner perspective,
- Cross-Bureau, -office, or -agency experience with development of management plans with EA/EIS documentation, and
- Ability to provide significant input toward uncovering issues with current business processes that need to be addressed across the DOI enterprise

Stakeholder was asked for their views on the development processes for management plans with EA/EIS documentation; see Table 24 for a list of the interview questions.

4.1.1.4 Stakeholder Interview Analysis

Aggregated responses from each interview question were used to develop themes that summarized conceptually similar interview answers. The themes were analyzed further for programmatic findings by distilling the most often mentioned issues regarding the current planning process. Some examples of the themes and related findings are shown below.

Table 4: Number of Interviews by Bureau

<i>51 Stakeholders Interviewed for Blueprint</i>	
BIA	2
BLM	6
BOR	9
FWS	8
MMS	3
NPS	16
OSM	1
USGS	1
DOI Solicitor's Office	2
Associations	3

“Another weakness is the reliance on jargon in the documents, especially in the NEPA analysis. It is hard enough to understand when you know what the document is talking about, but must be very off-putting to the public who sees the document as nothing but a collection of Bureaucratic gibberish. This is very frustrating.”

Figure 6: Excerpt from Interview #613

Figure 6 is an excerpt from a response that discusses the stakeholder question about opportunities they saw for improving the management planning process at the respondent’s Bureau, in this case the NPS.

Theme: Plan Content Issues -Use of Clear Language.

Finding: F5: Document management capabilities and inconsistencies cause many issues. Document review processes are too slow and inefficient. Specifically, the recommendation to “Ensure planning documents are carefully reviewed and edited for plain, clear and defensible language²” addresses this stakeholder concern.

“The weakness is a drag on staff time and it gets them away from their normal work (usually meaning that much of the normal work is not being accomplished).”

Figure 7: Excerpt from Interview #136

² Finding #5, Recommendation #1 in Table 14

Figure 7 is a portion of a response that was given to the opportunity question as above and discussed the opportunities that the interviewee felt existed to improve the planning process at their Bureau, in this case FWS.

Theme: Uneven Management Support - Staff Resource Difficulties.

Finding: F4 – Competition for and allocation of expert staff resources results in ineffective and inefficient planning outcomes. Specifically the recommendation “Focus use of Bureau expertise for management planning and address day-to-day activities through other means³” addresses this stakeholder concern.

4.1.1.5 SWOT Analysis

Stakeholder interviews response themes were analyzed by the core team for the strengths, weaknesses, opportunities and threats (SWOT) related to the business area, and motivations that were expressed for wanting to improve the planning process. The themes represent aggregated responses across Bureaus and are derived from different processes.

The results of the SWOT analysis and the motivation assessment were compiled and are shown in the following tables: Table 5, Table 6, Table 7, and Table 8 for SWOT, and Table 9 for motivations.

Strengths and weaknesses are internal value creating (or destroying) factors such as assets, skills or resources a Bureau/Office has at its disposal. They can be measured using internal assessments or external benchmarking. Strengths and weaknesses derived from the stakeholder themes for the plan development business area are shown in the tables below.

Table 5: Strengths of the Current Management Planning Processes

<i>Stakeholder Interview Analysis – Strengths</i>
The land use planning and NEPA processes are consolidated to prevent duplication.
The process is not cookie-cutter, but tailored and flexible to meet the needs and goals of each product – adaptive.
Clear, strong, policy supported by sound national guidance, clear direction, good training and implementation tools, such as training manuals, templates, and handbooks.
Having a well defined, thorough process in which everyone involved understands what is expected of him/her promotes transparency and consistency; this also provides a process for understanding why decisions were made from one administration to the next.
Comprehensive, long range management planning that is goal driven, anchored in policy and law, with emphasis on logic, rational, and the ability to track decisions from beginning to end.
Fully integrating the management planning and NEPA process is an important strength because it fosters a better understanding of the decision and provides the basis for justification of a specific decision.
The ability to tailor the management planning process to address Bureau-wide mission/goals (adaptable process) while responding to specific needs or conditions on a refuge, park, or other land management unit.
Plans with built-in review requirements, e.g., 5 yr plans, allows for analysis and evaluation of existing projects and programs to determine if the current actions are still relevant, provides an opportunity to identify any changes needed, and to incorporate new information to reach the desired goals.
An inclusive external scoping process is important; public involvement provides citizens, elected officials, local governments, and other interested parties the opportunity to have concerns heard and is very beneficial to building trust, buy-in and ownership of the decision; this is critical to a successful planning process.

³ Finding #4, Recommendation #1 in Table 13

Stakeholder Interview Analysis – Strengths
Good internal scoping, that includes field staff, planners, subject matter experts, and supervisors, helps identify issues that should be addressed, as well as appropriate mitigation.
A process that fosters building intergovernmental partnerships, coordination, and collaboration is a strength; it facilitates leveraging funding and sharing other necessary resources.

Table 6: Weaknesses of the Current Management Planning Processes

Stakeholder Interview Analysis – Weaknesses
Budget constrains/lack of funding and the length of time to do planning process.
Lack of understanding of the process by contractors and the public coupled with high staff/contractor turnover.
Differing approaches to planning level of detail taken within Bureau.
Big drag on staff time so usual work is not getting done.
Inefficient review process at DOI level and cumbersome protest process and regulatory requirements. Politics too involved in planning, causing delays. This includes multiple briefings and multiple briefing papers for various levels of management.
Requirements to engage public take time yet speed is sought in completing process. There is no feedback to stakeholders during the planning process, improve communication with the public.
Lack of skilled writers within agency leads to lack of understandable documents (Bureaucratic gibberish).
Guidelines too rigid.
Lack of information prior to plan preparation (lack of inventory, appropriate “metrics”, GIS skill level of employees poor).
Lack of models within Bureau of what a good plan looks like. Sometimes too much time spent studying and getting off-task. Planning must be more focused.
There is no formalized review of completed plan implementation or periodic plan review after implementation.

Opportunities and threats are external value creating (or destroying) factors a Bureau/office cannot control, but emerge from either the dynamics of the planning environment or from demographic, economic, political, technical, social, legal or cultural factors. Opportunities and threats derived from the stakeholder themes for the plan development business area are shown in the tables below.

Table 7: Opportunities for the Current Management Planning Processes

Stakeholder Interview Analysis – Opportunities
Better management support for the process and the outcomes would result in plans with greater chance of being implemented.
Synchronization of management planning with other adjoining agencies would enable the ability to share expertise, tools and data.
Identifying the level of detail; provide templates to streamline. Agencies must define the Federal action. That should be an agency requirement not a public process. Include in template, guidelines, etc.
With clear guidance and possible templates, the management review process could be streamlined.

Stakeholder Interview Analysis – Opportunities
Clearly defining sufficiency related to NEPA and Endangered Species Act (ESA), and planning requirements to improve processes.
Sharing data, tools, templates with other agencies could streamline process.
Using programmatic planning that cover types of actions that can be tiered off of for specific actions, including the NEPA compliance.
Ability to streamline and improve the planning process would lead to conducting NEPA compliance at the time of implementation not planning.
Scrutinizing the requirements based on the resource (categorically exclude conservation projects).
Incorporating asset management into the management planning.
Estimating implementation costs at the management-planning stage difficult to do. The requirements of the planning process must either explain the level of detail or provide template that makes the level of detail transparent.
Management support and training could energize staff responsible for developing and implementing the plans.
Collaboration with other agencies and entities that have management authority for resources can expand the availability of expertise in planning.
Project management skills needed for the planning process.
Training in writing skills and the ability for critical thinking.

Table 8: Threats to the Current Management Planning Processes

Stakeholder Interview Analysis – Threats
Lack of funding threatens accomplishment of the public’s and leadership’s expectations for the planning/NEPA effort in a timely manner.
Lack of effectiveness and efficiency (need for streamlining) in plan development and execution (budgeting, scheduling, staffing, accounting, tools, capability, regionalization).
Ineffectiveness at withstanding legal scrutiny and challenges.
Ineffectiveness of internal communication/coordination between staff, contractors, and leadership; need for internal scoping.
Ineffective collaboration with other agencies and NGOs to minimize conflicts and improve understanding of the planning/NEPA process.
Availability and retention of skilled and experienced planning staff given the high turnover (mostly due to retirements).
Inconsistent leadership support at the HQ, regional, and local levels for planning efforts.
Unrealistic expectations/outcomes resulting in lack of confidence in the planning/NEPA process; lack of follow through erodes confidence; lack of leadership support erodes confidence.

The following themes were repeated by several or all Bureaus and represent the advantages of the current planning processes:

- The land use planning and NEPA processes are consolidated to prevent unnecessary duplication.

- The management planning process is not cookie-cutter, but is flexible and can be tailored to meet the needs and goals of each management plan objective – it is adaptive.
- There are well-defined steps in the process.

These themes were repeated by more than one respondent at different Bureaus and represent the areas where the current planning processes could be improved:

- There are currently too many layers of Bureau and Departmental reviews that slow the process. Some examples of this include multiple briefings and multiple briefing papers for various levels of Bureau and Departmental management.
- There is sometimes too much studying and getting off-task during the planning process. Planning process must be more focused.
- There is a lack of feedback to stakeholders during the planning process; the concerned Federal agency could improve communication with the public.
- There is no formalized review of completed plan implementation or periodic plan review after implementation.

Figure 8 is the complete list (compiled into a SWOT analysis diagram) of items that factored into the core team's analysis.

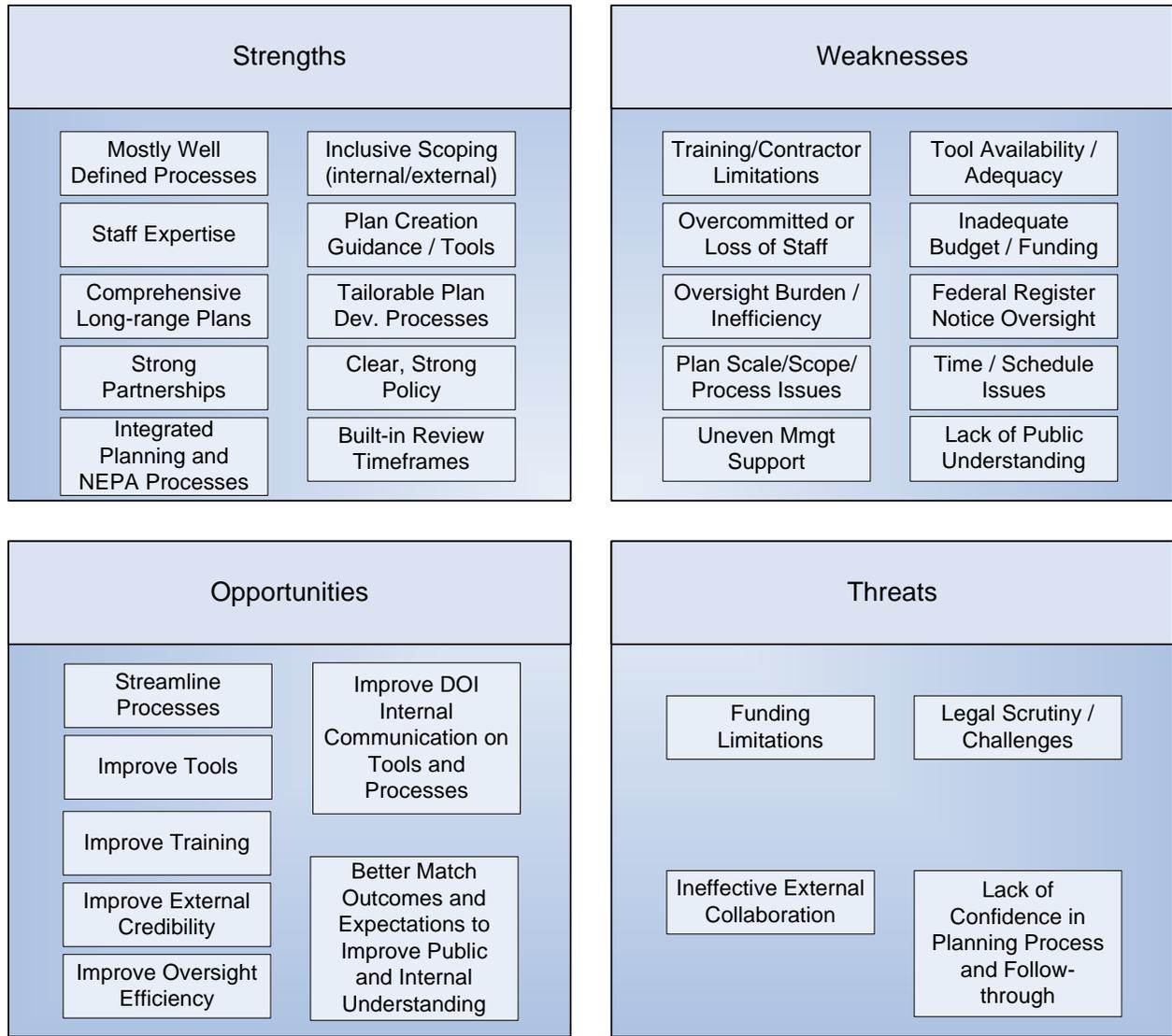


Figure 8: Management Planning Strengths, Weakness, Opportunities, and Threats Diagram

The most commonly cited theme among the responses focused on the need to increase the efficiency of management planning and NEPA. This theme could also be seen as an opportunity. In particular, the respondents cited the critical need to increase internal efficiencies in the Bureau’s development of a management plan, and to improve the process by adhering to a schedule, producing higher quality documents, particularly in this era of smaller government staff, larger workloads, and tighter budgets.

Respondents also stressed the need for efficient development of planning/NEPA documents containing concise information, clear description of decisions, and non-redundant information.

Table 9 contains other motivations stakeholders identified for improving the planning processes.

Table 9: Stakeholder Motivations for Improving the Management Planning Process

<i>Stakeholder Interview Analysis - Motivations</i>
The second most commonly mentioned theme centered on strict time schedules. Respondents often cited the need to adhere to pre-determined time schedules/due dates in order to complete the development of a management plan that would, within a reasonable period of time, respond to pressing resource needs and changing conditions on the ground. The ten respondents who mentioned the need for time sensitivity indicated that Bureaus are pressed to respond to deadlines that are often tied with economic development, and that any delays in the plan development will hinder this.
Some themes were focused on the Bureau’s obligation to respond to direction from Congress or management. For example, nine of the respondents indicated that their primary motivation for creating management plans and NEPA documents was to meet the purpose and intent of legislation enabling planning, as well as other relevant legislation or acts of Congress.
An important concern of many respondents (nine in total) was the need to be responsive and to meet the needs of the Federal government’s primary customer, which is the public. Respondents mentioned that their motivations in planning were tied to being responsive to the public, and also to produce documents collaboratively with full participation with the public. Respondents mentioned that the benefit of this type of management planning was to gain public trust and buy-in for the plan. Respondents noted a motivation of arriving at a common vision for both internal staff members and public, and to prepare public stakeholders early in the process for the plan, to ensure that the public involvement process is not just used as a means to stop the plan.

Respondents also cited the need to meet various metrics identified by their management as a motivation for performing management planning. Some metrics identified by respondents measured the following criteria:

- Plan effectiveness
- Quality improvement
- Schedule (when is it completed, based on original target due date; for example, the BLM wants to target a 36-month duration from start to completion for all EIS-level Resource Management Plans)
- Process Improvement (for example, BLM goal for completion of protests is 90 days, while current average is 4-6 months)

4.1.2 Business Process Context

The core team spent many months developing extensive documentation on the processes used by each Bureau to develop management plans because the fundamental business problem to be addressed revolves around the plan-development process. The unique feature of this work is that documentation of this level of commonalities and differences between Bureau processes had not been attempted before.

The purpose of developing this documentation was to identify commonalities and differences, make recommendations for improvement, and then to examine the fit of IT investments to these processes. Not only have these recommendations been developed, but this process documentation will also help inform the blueprint implementation teams as they begin development and deployment of solutions. No attempt to reengineer the “As-Is” processes has taken place during the blueprint development process.

For complete “As-Is” process models and Similarities and Differences of each, refer to Appendix B of this document.

4.2 Information Technology Analysis

4.2.1 IT System Automation Needs

To assess the state of IT automation needs and direction, Figure 9 describes the needs for major capabilities across the DOI planning process. Needs are characterized in the figure for each Bureau as No Need, Low Need, Medium Need or High Need (see the figure’s legend for the associated graphic symbols). The four IT systems were then overlaid upon the needs to show where the systems were deployed and how their capabilities addressed the planning needs.

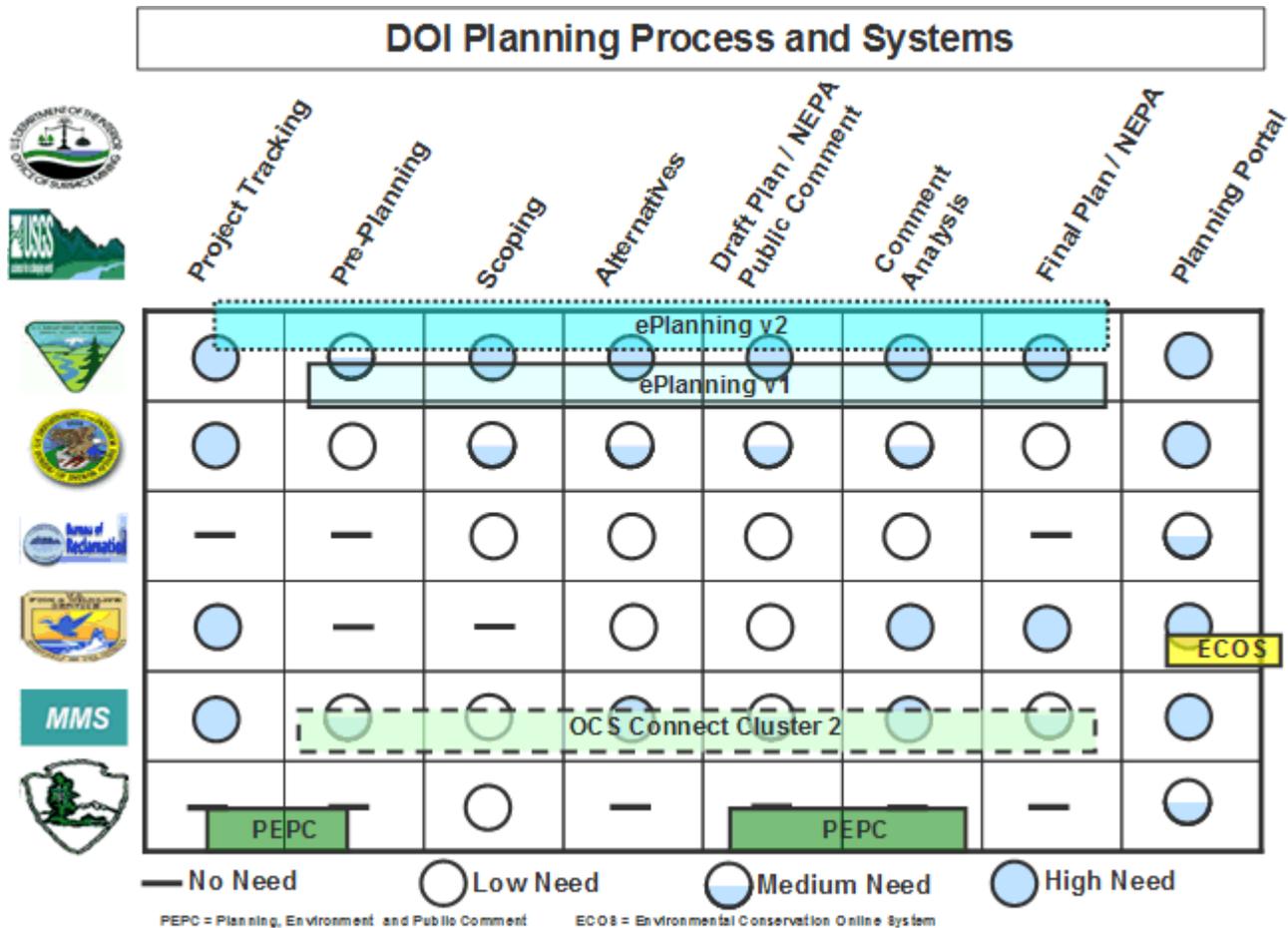


Figure 9: DOI IT System Automations Needs and Overlaid IT Investments⁴

As shown in the figure, the highest needs exist for project tracking, alternatives analysis, comment analysis and a planning portal. IT investments that address these needs are highly fragmented from capability and cross-DOI deployment perspectives. In addition, MMS’ OCS Connect Cluster 2 Project is no longer funded. Bureaus such as BIA, MMS and FWS have significant needs with no corresponding investment for a management-planning system that directly automates the plan-development process.

⁴ NPS took a different approach than the other Bureaus when reporting the data used to create this figure. Their approach assigned no statement of need to those business areas where PEPC was already deployed. This is the reason that the PEPC system is shown addressing areas of “no need”.

Recommendations and implementations for the blueprint implementation teams addressing specific IT recommendations will carry this analysis to the next level are summarized in the Figure 10.

Use MPNB findings and recommendations to establish the scope of the tasks for MPNB implementation team charter.

- **Implementation team will be tasked with developing modular elements to use from existing in-place systems as well as potential new system elements needed across DOI Bureaus.**
- **The Implementation team will complete a charter to meet Bureau specific needs based on legacy system modules and to ensure that Bureaus do not develop redundant new IT systems.**
- **MPNB implementation team will work together to develop conceptual plan portal functionality across the DOI and will present the concept to the senior management NEPA steering committee.**

Figure 10: MPN Blueprint Implementation Team Recommendations and Principles

The core team's findings and recommendations presented in this document have been focused on business process improvement without regard to distinction between business and IT recommendations.

The core team is presenting the task of determining detailed IT systems automation recommendations to the blueprint implementation team. The recommendations presented in the blueprint should represent a **business** view of what is required versus a **systems** view of what is required. The core team is delegating the translation of these business recommendations into IT system automation recommendations to the team that will be tasked with implementing the "cross-cutting" system that the IRB mandated.

However, the MPN blueprint core team did define business-focused IT system automation principles for the implementation team, as shown in Figure 10 above. The three principles shown in the figure follow from the IT system automation recommendation that requires the blueprint implementation team to use the blueprint findings and recommendations to establish an implementation charter. The three related principles call for (1) development of modular system-automation elements, (2) development of a charter to meet Bureau-specific needs based on legacy system modules and ensuring that Bureaus do not develop redundant new IT systems, and (3) working together to develop conceptual plan portal functionality across the DOI for presentation to the newly formed senior management steering committee.

With these recommendations, the work directed by the IRB can continue to the next level for negotiated agreements among the Bureaus to perform business case development and investment planning.

4.2.2 NEPA Planning System Gap Analysis

The system requirements for Planning, Environment, and Public Comment (PEPC), ePlanning v2.0 and OCS Connect were reviewed by a government contractor and analyzed to determine if system designs were intended to automate similar aspects of the planning process. The results were published in a NEPA Planning System Gap Analysis document that is included in Appendix E of this document.

5 Findings and Recommendations

5.1 Executive Overview

Using the blueprint analysis, the core team developed a comprehensive set of twelve findings and associated recommendations for the Management Planning and NEPA business area at the DOI.

Central to the recommendations are a set of seven cross-DOI implementation principles that should govern the rollout of the blueprint. Four of these are programmatic and call for an increased level of DOI enterprise planning capabilities, implementation of the blueprint recommendations at the similarities level, configuration of the implementations to accommodate Bureau differences and recognizing individual Bureau mandates and regulations throughout the implementation.

The other three implementation principles are IT system automation focused. These three follow from an IT system automation recommendation that requires the blueprint implementation team to use the blueprint findings and recommendations to establish an IT implementation charter. The three related recommendations call for development of modular system automation elements, developing an implementation charter to meet Bureau-specific needs based on legacy system modules, ensuring that Bureaus do not develop redundant new IT systems and working together to develop conceptual plan portal functionality across the DOI for presentation to the senior management steering committee.

Most critical is the recommendation to establish a senior management steering committee to own the Management Planning and NEPA business area for implementation of blueprint recommendations. This senior team does not exist now and will need to drive the implementation.

Starting with more than 40 detailed recommendations, the core team prioritized four strategic and four tactical recommendations that had the most cross-DOI value. These are shown in Figure 11.

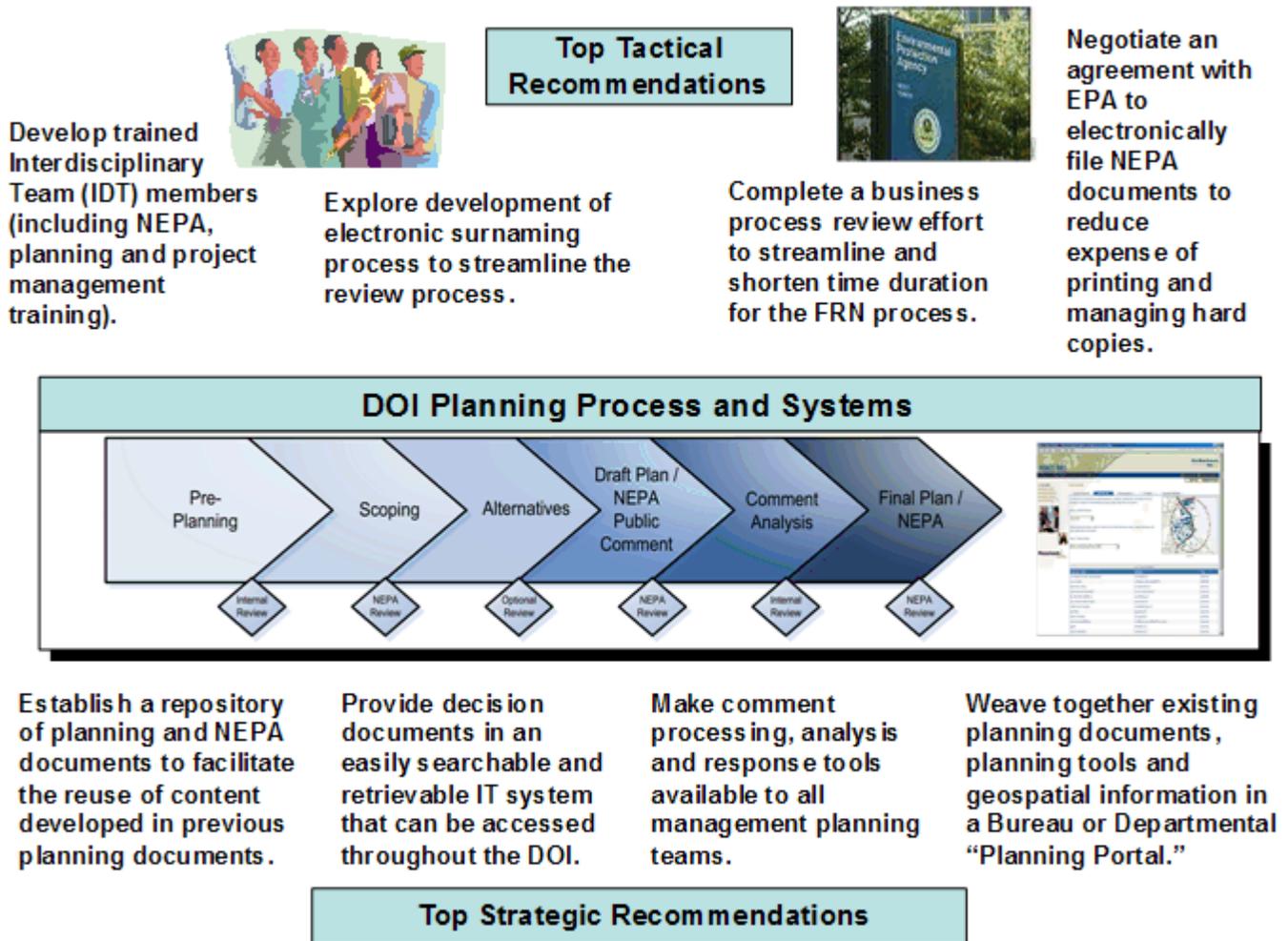


Figure 11: Top Eight Strategic and Tactical Recommendations

5.2 Summarized Findings and Recommendations

To clearly communicate the many blueprint findings and associated recommendations, these sections summarize the detailed findings and recommendations. This summary has been organized into these finding and recommendation groupings:

- Process Similarities and Differences
- Cross-DOI Planning Program Recommendations
- Organization and Management Recommendations
- Planning Process Recommendations
- Cross-Cutting Support Recommendations
- IT System Automation Recommendations.

Following this summary section is a detailed Findings and Recommendation section, where each is covered in greater detail.

5.2.1 Planning Process Similarities and Differences Findings

As the core team worked through the methodology for business transformation, a significant amount of process analysis was conducted to discover similarities and differences in the way Bureaus develop and manage their plans. This work was undertaken in direct response to the IRB decision and to the direction set forth in the Management Planning and NEPA blueprint charter. The high-level similarities among the Bureau processes are summarized in the following table.

<i>Similarities Among Bureau Planning Processes</i>
Planning Processes – Six major common steps.
National Environmental Policy Act (NEPA) – Compliance is required by all Bureaus.

The blueprint core team discovered that significant similarities exist, but similar steps may occur in a different order or at a different time, may be called by a different name, and often require different levels of effort. For example, all Bureaus conduct internal and external reviews during the planning process, but individual Bureaus hold these reviews at different points in the process and may involve a different group of stakeholders.

Analysis shows that all Bureaus perform six major steps when Management Plans with NEPA are created (see Figure 12). The steps of the planning process with general depiction are as follows:

- **Pre-planning** – During this step, the planning team develops a plan framework that includes a definition of purpose and need, a resource inventory assessment, documentation of constraints and needed consultations and an assessment of the level of NEPA required. The plan framework is then reviewed internally and an initial plan for public outreach is prepared.
- **Scoping** – Planning teams prepare a Notice of Intent (NOI) for the plan, conduct an internal review and then publish the NOI in the Federal Register. Internal and external scoping meetings and consultations are then held, with some Bureaus issuing the scope of the plan to the public for comment. The comments are then evaluated along with an analysis of the management situation and a scoping report is developed and published.
- **Alternatives** – During the development and analysis of alternatives, goals and objectives for the management plan are developed and a set of plan alternatives are created, including a No Action alternative. Preliminary analysis of the alternatives is performed and public outreach materials are distributed with an optional review period. Any comments received are folded into a more thorough analysis of the alternatives where cumulative impacts are evaluated prior to the selection of a preferred alternative.
- **Draft Plan/NEPA, Public Comment** – Using the information from the previous steps, a draft plan and any associated NEPA documentation are prepared for internal review. The draft documents are published for formal public comment.
- **Comment Analysis** – During this step, the planning team must gather the comments, classify them according to their content, distribute the comments to internal subject matter experts for analysis and development of a response, and the responses must be incorporated into the preliminary planning documents.
- **Final Plan/NEPA, Public Comment** – When all content has been incorporated into the preliminary documents, this draft final plan is released for internal review and approval prior to distribution to the

public. For Environmental Impact Statements, a 30-day no-action period required by NEPA is imposed prior to resolution of issues and the development and publishing of decision documents for the plan.

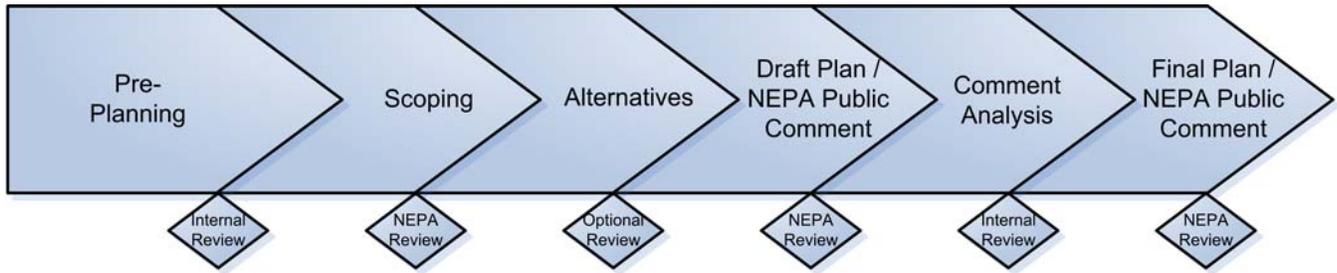


Figure 12: Six Major Steps Across Bureaus For Development of Management Plans with NEPA

All DOI Bureaus are mandated by law to meet NEPA regulations. The level of NEPA compliance required is determined by the plan being developed. Compliance measures at all Bureaus are essentially common parts of the planning process.

High-level differences between the Bureau planning processes are summarized in the following table.

<i>Differences Among Bureau Planning Processes</i>
Enterprise-level Capabilities – Bureau capabilities not necessarily aligned.
Different missions, regulations and mandates - Bureaus have different scopes and scales.

Individual Bureaus have plan development capabilities consistent with their historical missions and goals, but not necessarily consistent with each other. Because planning process capabilities were developed to meet Bureau needs, they have not been built to address a DOI-enterprise scope. The Management Planning and NEPA blueprint addresses recommendations for enterprise level capability, rather than isolated Bureau-level functionality.

Individual Bureaus have different organizational and regulatory mandates. For example BLM’s Federal Land Policy and Management Act and FWS’s National Wildlife Refuge Improvement Act are two Bureau organic acts that address management planning for two very different types of natural resources. These mandates often dictate land use, resource uses, goals and objectives, constraints, and management practices. Recommendations to accommodate and take advantage of these Bureau commonalities and differences are discussed in the next section.

Another view into the similarities and differences between the Bureaus was provided by an analysis of the effort expended by each Bureau for each step. The data for this analysis was provided by the core team members in response to a request to estimate the amount (calculated as a percentage) of time spent during an average plan development cycle for each of the six major steps.

Analysis results for the first three steps of the six major steps of the plan development process are shown in Figure 13.

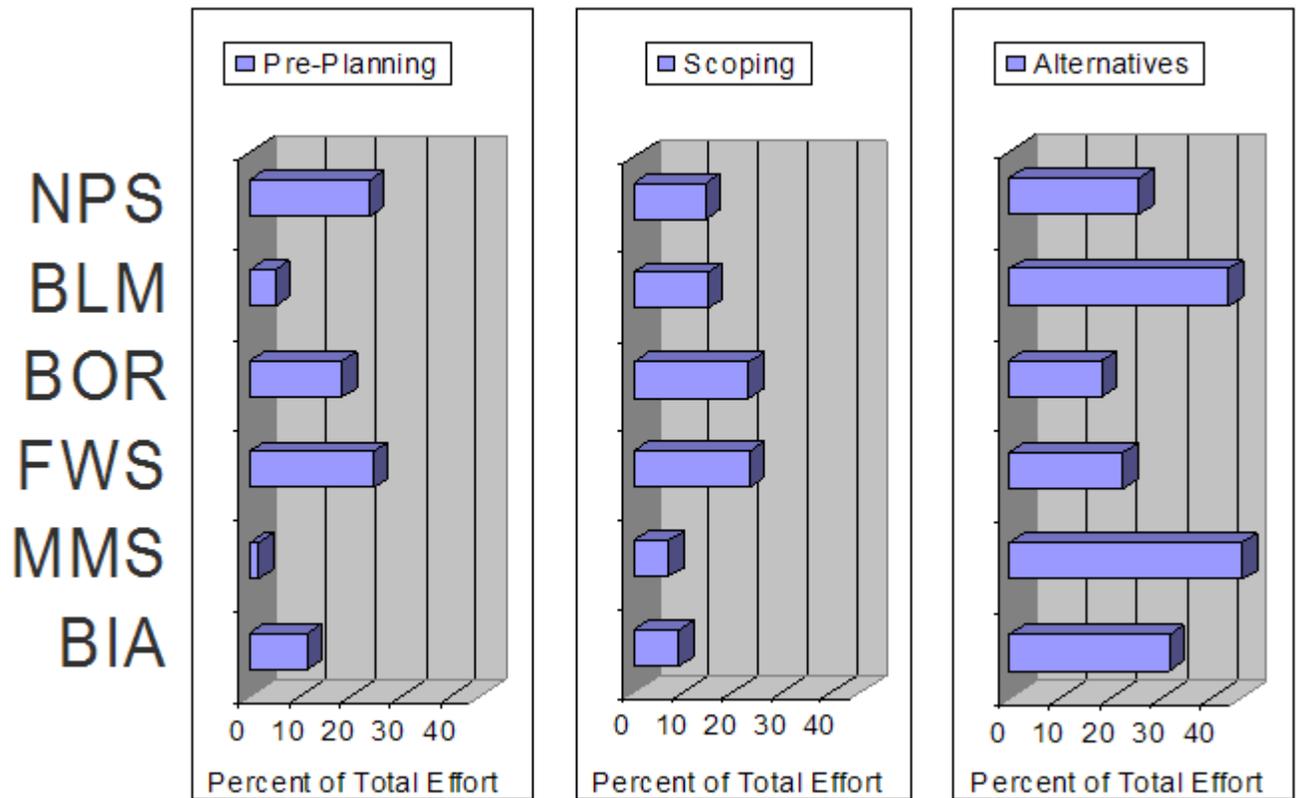


Figure 13: Relative Effort Spent In Pre-planning, Scoping, and Alternatives Major Process Steps By Bureau

These charts document the amount of time each Bureau estimates that they spend in the major process steps. The data is shown in bar charts as a percentage of the overall effort by Bureau. Longer bars indicate more time spent in a particular step. As you can see from Figure 13 above, wide variations are evident among the six Bureaus that do significant plan development for the first three major steps of that process. As discussed below, these differences affected the recommendations proposed by the core team.

Analysis results for the final three steps of the six major steps of the plan-development process are shown in Figure 14.

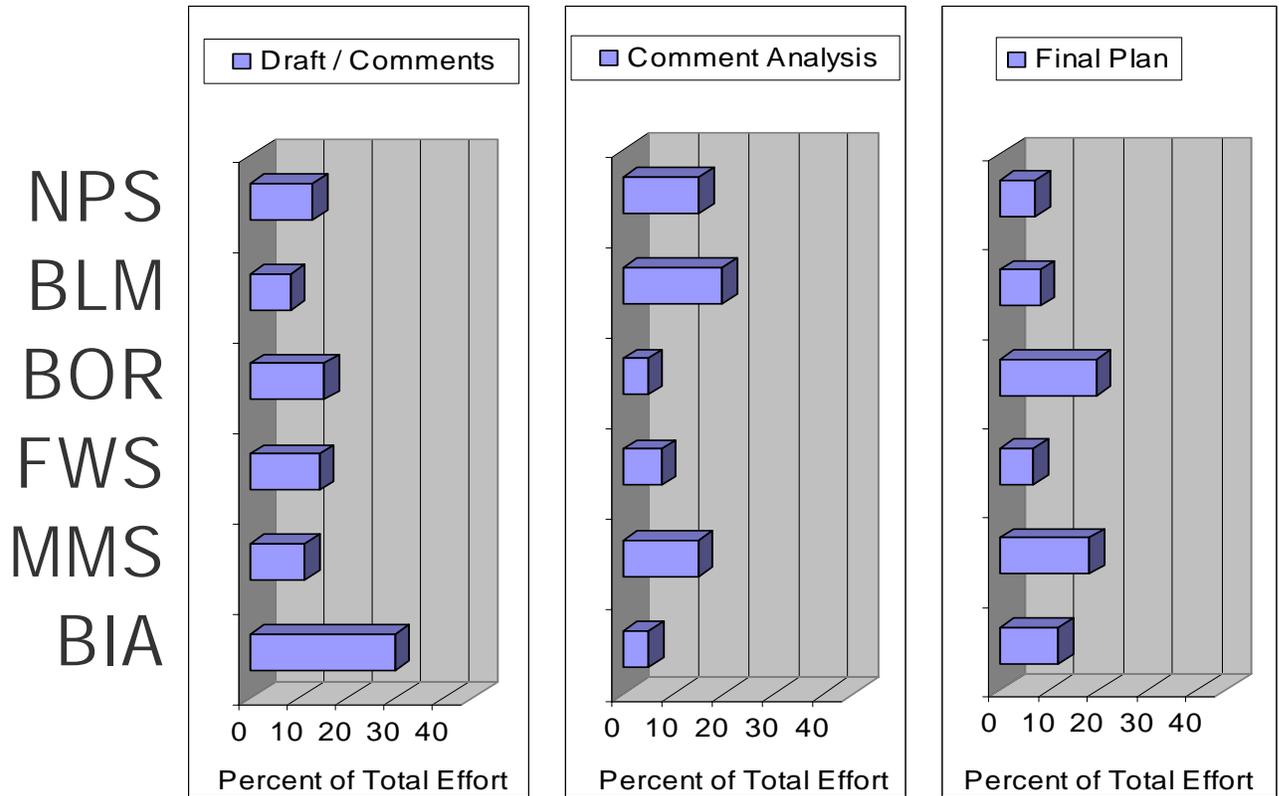


Figure 14: Relative Effort Spent In Draft/Comments, Comment Analysis and Final Plan Major Process Steps By Bureau

Note that although the steps are common, the effort expended at the Bureaus depend on the mission, scope, and scale of the Bureau involved. For instance, NPS, BLM, and MMS spend a significant amount of the overall plan-development time creating and analyzing alternatives, while BOR, FWS and BIA spend time in these steps more in proportion to the rest of the steps. Comment analysis and development of the final plan also show large variances among the Bureaus due to the level of automation, the average amount of comments per plan, and the difficulty of incorporating large quantities of comments (versus smaller quantities) into the final plan.

Since these differences exist among the Bureaus, focusing improvements in just one area of the process would diminish the benefits of that improvement. One lesson learned here is that effective recommendations should try to cover the whole process instead of targeting only one improvement area. The core team attempted to take this observation into account as the recommendations were being developed and prioritized.

Lastly, it appears that for the Bureaus whose planning costs are the highest overall, the amount of time/cost spent on initial planning steps is small. Therefore, priority should be placed on getting planners the right information at the beginning of the process to smooth out the effort expended throughout the process. The core team has also addressed this issue by proposing IT systems recommendations for collecting and disseminating that information more efficiently.

5.2.2 Cross-DOI Planning Program Recommendations

First and foremost, the core team recommends that a senior management steering committee be established to own the Management Planning and NEPA business area for implementation of blueprint recommendations.

To address the similarities and differences between the Bureaus at a DOI-enterprise level, the core team documented the following five cross-DOI planning program recommendations summarized in the table below.

Cross-DOI Planning Program Recommendations

1. Establish a Senior Management Steering Group to oversee implementation of Management Planning and NEPA blueprint recommendations.
2. Develop Enterprise-level Capabilities.
3. Implement the Management Planning and NEPA Blueprint recommendations at the similarity level.
4. Configure the implementations to accommodate Bureau differences. (Not all differences can be nor should be overcome)
5. Recognize individual Bureau mandates and regulations.

This is a comprehensive set of high-level recommendations that sum-up the nature of the core team's more-detailed recommendations that are covered in the sections of this document that follow.

Because the Bureaus differ in plan development scope and scale, it is assumed that not all recommendations will be (nor should be) universally adopted by all Bureaus. Rather, the Senior Management Steering Group should gauge organizational requirements and workload to measure investment return for recommendations in this blueprint.

5.2.3 Organization and Management Recommendations

Throughout the development of a management plan, Bureau management must deal with and balance organizational and project management issues at many different levels. The blueprint core team has summary recommendations, shown in the table below, for improving plan development operations at organizational and plan management levels (i.e., operating plan; public outreach; plan guidance and templates; staff utilization; and legal, review, and approval-process levels).

These recommendations are shown in graphical relationship to the Management Planning and NEPA business area in the following figure:

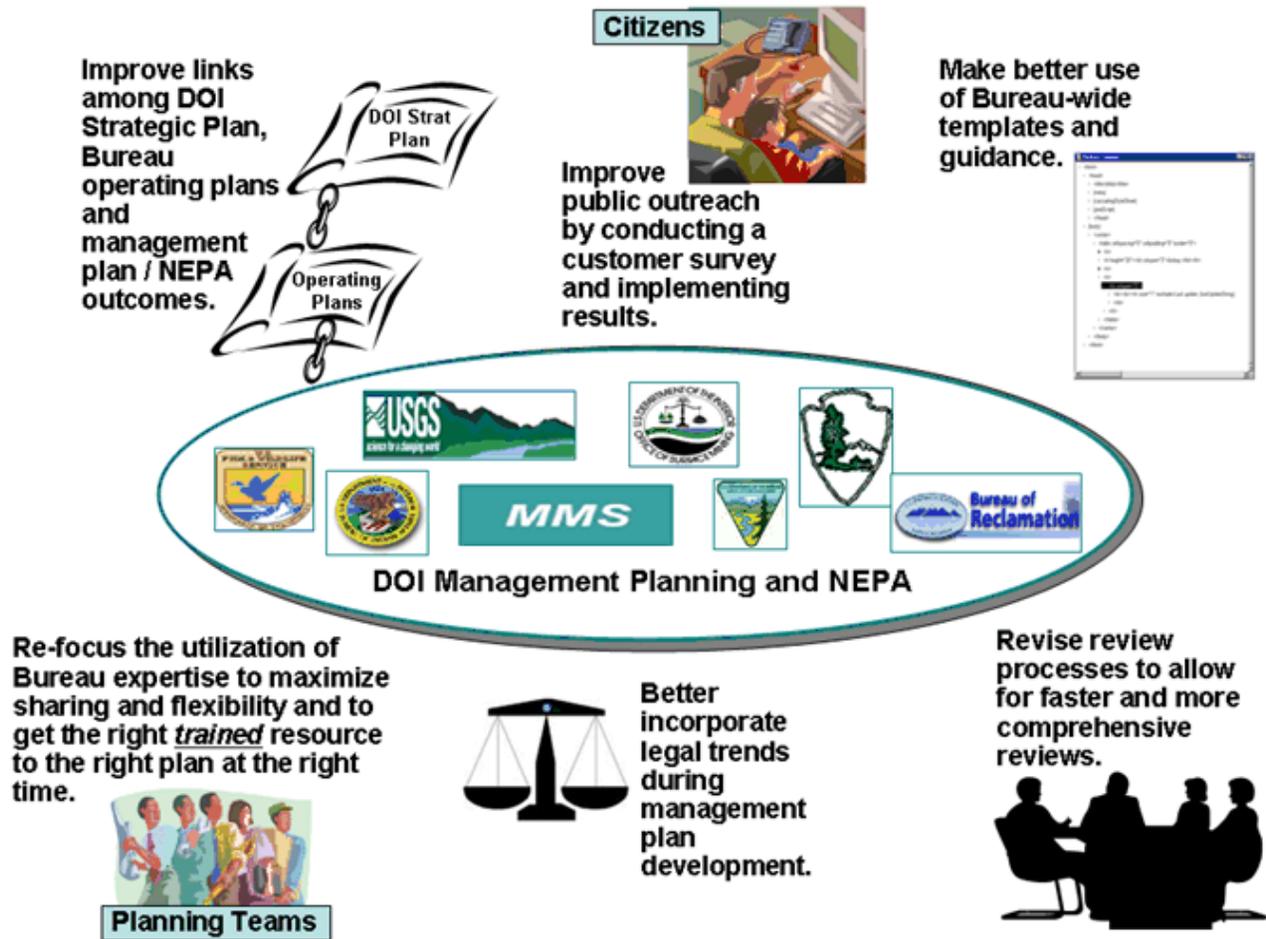


Figure 15: Organization and Management Recommendations

5.2.4 Planning Process Recommendations

The development of a management plan with EA or EIS NEPA documentation is a long, multifaceted process that is heavily influenced by the availability of information about the subject of the plan, the tools available to write and manage the distribution of the plan in its many variations throughout the lifecycle, and the effectiveness of the internal and Federal Register publishing, review and approval processes. The four high-level recommendations in Figure 16 represent process improvements that will contribute to greater effectiveness while a plan is being created. These recommendations are shown in graphical relationship to each other and to the common DOI planning steps in the following figure:

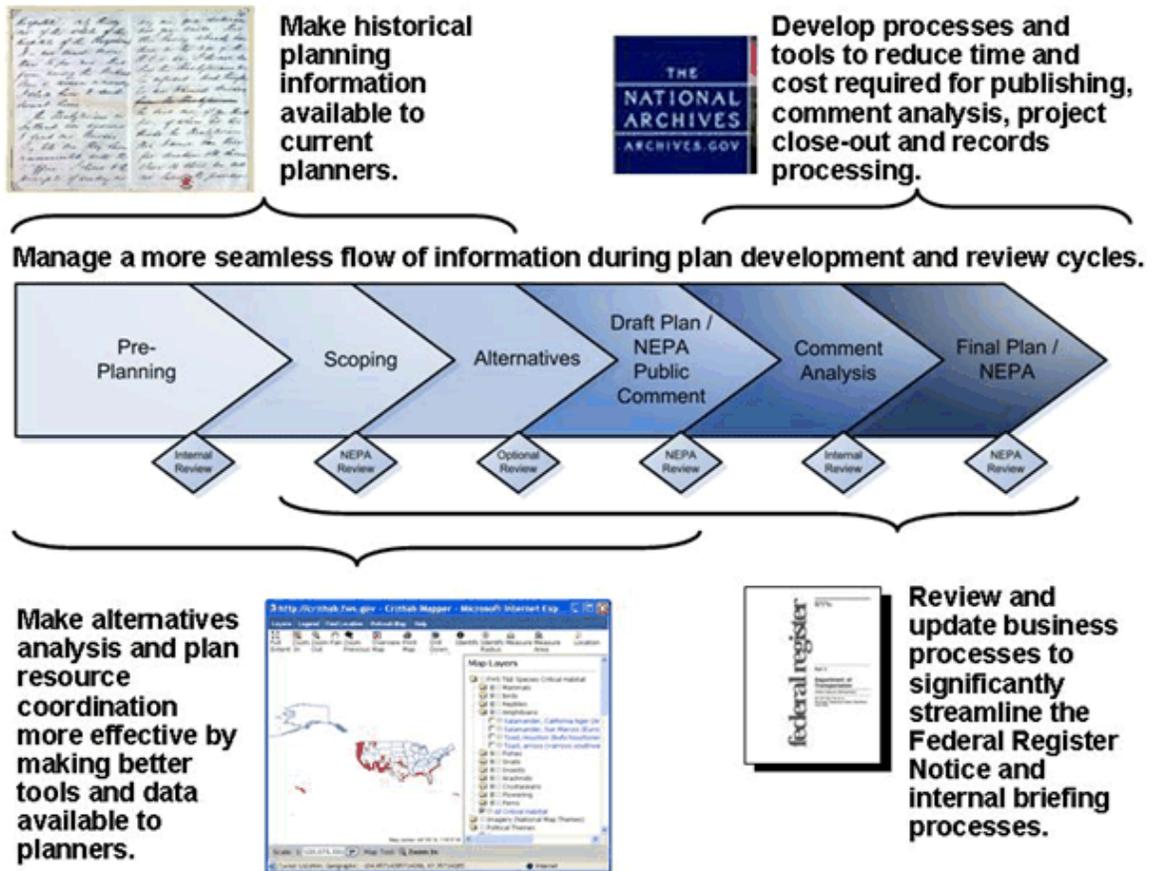


Figure 16: Planning Process Recommendations

5.2.5 Cross-cutting Support Recommendations

Beyond specific organizational, plan management and planning process recommendations, the plan development business area can be enhanced at a cross-cutting level by providing better geospatial and indirect IT systems support. These cross-cutting support recommendations are summarized in Figure 17. The four recommendations are shown in graphical relationship to each other and to the management planning process common steps and IT systems:

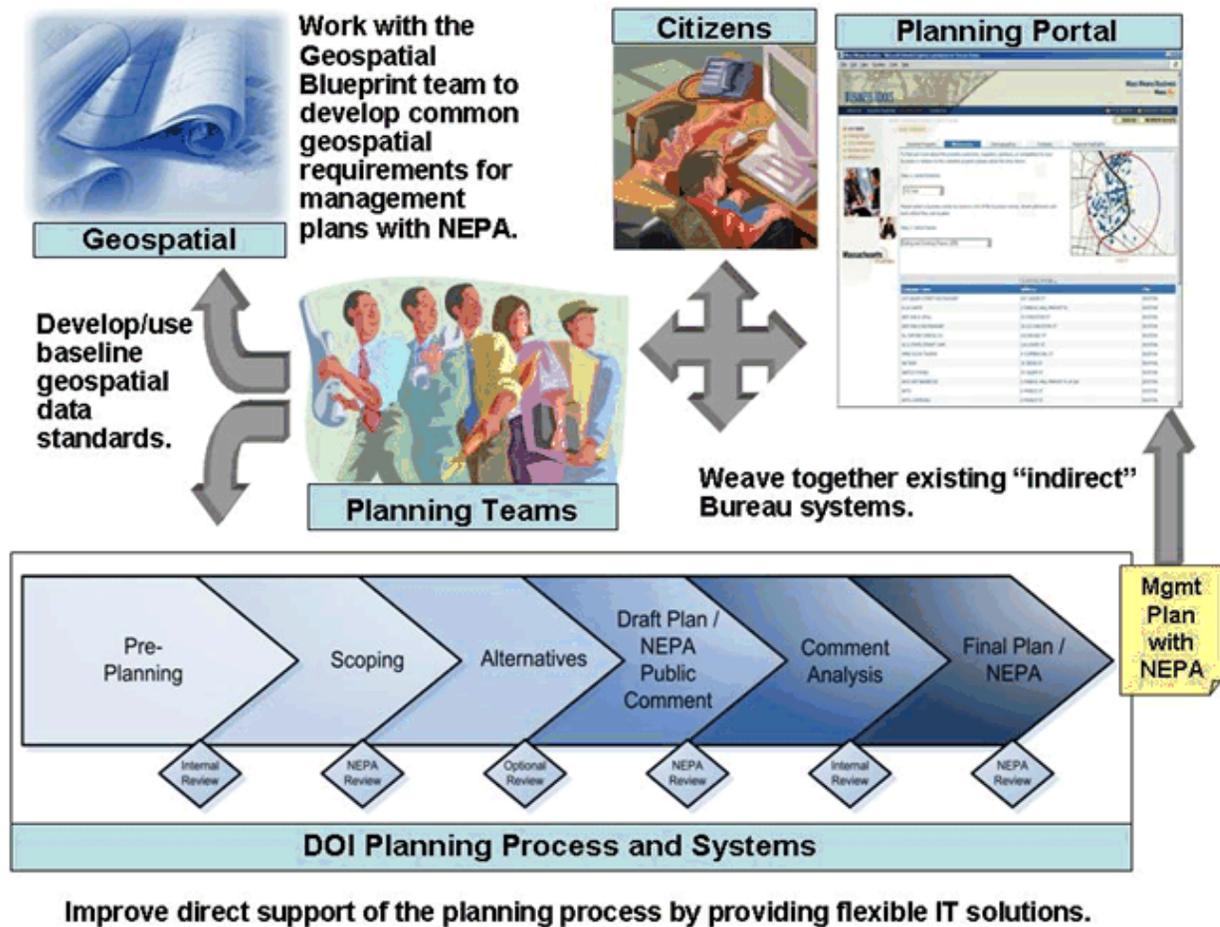


Figure 17: Cross-cutting Support Recommendations

5.3 Detailed Findings and Recommendations

This section presents the top twelve findings and associated detailed recommendations from which the recommendation summaries above were derived.

5.3.1 Finding One with Recommendations

5.3.1.1 The DOI Strategic Plan does not recognize the role of management planning and NEPA in the achievement of DOI goals and objectives.

“The NPS has been revisiting and restructuring our planning process so our long range plans set long-term goals and visions and other plans tier off from there. This should help us be more responsive and have an effective way of answering challenges that arise over time.”

Figure 18: Excerpt from Interview #1

Management Plans and their associated NEPA review documents provide the foundation upon which all on-the-ground actions are taken within the DOI. The blueprint team found that there is not an explicit link or recognition in the Department Strategic Plan regarding the role that Bureau Management Plans play in providing direction and authority for actions taken in support of the Bureaus' and Department's accomplishment of their individual Bureau and combined DOI missions.

Table 10: Finding One with Recommendations

<i>Number</i>	<i>Recommendation</i>	<i>Recommendation Description</i>
F1R1	Develop the link between the DOI Strategic Plan goals and management plans / NEPA outcomes.	Management plans lay the foundation for how each Bureau contributes to the overall Department's achievement of Strategic Plan goals for Resource Protection, Resource Use, Recreation and Community Service. Each Bureau contributes to the accomplishment of these broad goals based on their individual Missions set in enabling legislation and outlined in the Bureau-specific annual Operating Plans. The current Strategic Plan identifies how Budget and Human Resources Management contribute to the success of the Department in reaching the overall goals for Resource Protection, Resource Use, Recreation and Community support.
F1R2	Require that management plans / NEPA documents generally identify the relationship to DOI Strategic Plan goals.	A clear need was identified to recognize the importance of how development and implementation of Bureau Management Plans contribute to the success of DOI. Clarifying the connection will allow each Bureau to illustrate the importance of plan decisions in accomplishing goals. It will allow Bureaus, if they wish, to connect the priority actions identified in the Management Plan to their budget and workforce plan efforts so there is a direct link from on-the-ground actions needed to accomplish management plans, through the individual Bureau Operating Plan to the Strategic Plan.
F1R3	Tie the planning process to Bureau operating plan goals and budget cycles.	The link, through a general description, not a one-on-one goal relationship, will allow Bureaus and DOI to be more responsive to OMB Program Assessment Rating Tool reviews and to provide improved budget justification information. The described link for some Bureaus may go directly from the Management Plan to the Operations Plan to the DOI Strategic Plan or it may go discussed through Bureau specific strategic plans which are built off of Management Plans and flow to the Operating Plan and DOI Strategic Plan. The idea is that the connection be illustrated and discussed systematically but not necessarily through the same mechanism across Bureaus. Ultimately description of this connection will result in implementation of the Management Planning & NEPA Blueprint which will achieve its vision which is: "DOI develops long-range resource management plans integrating the NEPA process to collaboratively accomplish its Strategic Plan."

5.3.2 Finding Two with Recommendations

5.3.2.1 The Bureaus have varying capabilities for plan development and management that sometimes decreases efficiency of mission accomplishment.

“Develop a standard format for the way an EIS should look. Define the critical elements that must be discussed in the EIS portion of the plan document. Each plan must identify the goals, objectives, and management actions that will be taken.”

Figure 19: Excerpt from Interview #707

As identified in the stakeholder interviews, the Bureaus are generally not consistent in the format, style or content of management plans. This observation applies not only across the DOI Bureaus, but also within Bureaus and, in many cases, down to differences between field or regional offices within a Bureau. In addition, beyond the lack of standard content, Bureaus tend to start over completely when a new plan is initiated because there is no consistent mechanism with which to find lessons learned on similar plans, get access to authors of previous plans or obtain access to historical planning information. In addition, the Bureaus do not have access to information that indicates which planners are qualified and available to work on a new plan.

Table 11: Finding Two with Recommendations

<i>Number</i>	<i>Recommendation</i>	<i>Recommendation Description</i>
F2R1	Develop a consistent process to identify needed and available resources prior to plan initiation.	<p>Implementation will establish a process with some sort of system support to quickly assess availability of needed staff, data, and financial resources prior to plan initiation.</p> <p>If required resources are not available, planners would have adequate lead time with this approach to acquire resources.</p> <p>Also, visibility of planning in the budget process should be raised to help ensure adequate resources are applied to planning needs at the optimal stage of a project.</p>

Number	Recommendation	Recommendation Description
F2R2	Develop, make accessible and use discretionary Bureau-wide plan templates and guidance. Or adapt templates from another Bureau.	<p>Plan templates will streamline and make more efficient the plan process by providing a standardized layout for the plan.</p> <p>Templates assure a common look and feel to DOI plans and NEPA documents.</p> <p>At the same time the templates should be configurable to meet the needs of individual Bureaus.</p> <p>Templates should be intelligent in the sense that plan information stored in a database would automatically be included in the template. This will save a lot of staff time and assure information is used consistently.</p> <p>Bureaus' guidance should be easily available across the Department.</p>
F2R3	Develop a knowledge management system that includes best practices, lessons learned and key contacts that facilitate intra-Departmental collaboration.	Knowledge management ⁵ system would be easily available across the Department.

5.3.3 Finding Three with Recommendations

5.3.3.1 Scoping and alternatives are not always based on a sound understanding of the purpose and need for the proposed project.

“Another opportunity lies in continued consultation and coordination with other agencies and the private sector. I think there is a willingness and an opportunity to look at how others plan and a chance to take a fresh look at our own systems. One process obviously won’t work for everyone, but being able to share approaches and strategies helps counter ‘agency-think’.”

Figure 20: Excerpt from Interview #1

The conceptual nature of planning decisions presents a challenge in constructing alternatives. Planning teams develop projections such as *“what is likely future demand for recreational sites in the planning area or what is the level of oil and gas development activity that we might see.”* Because of the need to have numbers for analysis in NEPA documents, people focus on the projections and think that the projections are the action rather than an allocation. They construe that we approve a certain goal within a plan, when it is only a projection. Based on assumptions and analysis of the projected impact of the activity, there are mitigation activities that teams should employ. This finding and associated recommendations attempt to deal with additional practitioner training and availability of tools to better inform the plan development process.

Table 12: Finding Three with Recommendations

Number	Recommendation	Recommendation Description
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⁵ Knowledge management is the capturing, organizing, and storing of knowledge and experiences of individual workers and groups both within and outside an organization and making this information available to others in the organization.

Number	Recommendation	Recommendation Description
F3R1	Assure appropriate reviews of purpose and need, scope and alternatives by experienced planners / subject matter experts.	The repository will be used to assist in the achievement of developing writing skills, effective team membership, and have the ability to maintain and update DOI and agency corporate knowledge.
F3R2	Develop trained Interdisciplinary Team (IDT) leaders (including NEPA, planning and project management training).	The biggest opportunity is to do a better job of training the folks that are leading the planning efforts, as well as doing something at the state or regional director level to identify their responsibilities for where we think the plan ought to be and bringing them more into the planning process. It's their plan, and the process was designed that way so that the decision lies on their end, so it really tries to emphasize their level of responsibility for the decision.
F3R3	Make tools available DOI wide to develop and analyze alternatives.	Develop and maintain a DOI web portal for access to the planning information. The planning information, or NEPA Library would include: <ul style="list-style-type: none"> • State-of-the-art analytical techniques • Baseline environmental, planning and other data to assist in framing alternatives • Existing resource management data, spatial and text • Templates to collect standardized cross-cutting information elements (e.g., impact analyses, alternatives and lessons learned) • Training courses – technical NEPA writing, Being a good IDT member, Project Management for Planners, NEPA and You, NARA and what it means to NEPA, Public Involvement and NEPA • Document minimum standards for planning and NEPA competency • Examples of good impact analysis, cumulative impacts, purpose and need statements for use internally by planning staff • Tools for developing alternatives and conducting impact analysis • People Resources to include but not be limited to: good reviewers, scarce skills, mentor, etc. • Collection of "lessons learned " • Documents – management planning, EA, CX's, etc.
F3R4	Make baseline environmental, planning and other data to assist in framing and analyzing alternatives available.	Synchronization of land management planning for all lands adjacent to Federal and State areas so that in essence "regional" land management plans are developed and updated in a coordinated fashion. Baseline environmental data should be synchronized to establish validity. Department-wide application of the "best management practices" concept.

5.3.4 Finding Four with Recommendations

5.3.4.1 Competition for and allocation of expert staff resources results in ineffective and inefficient planning outcomes.

“We don’t have a good database of what was done before based on a specific impact. That would be a good tool to have. Being able to see what was done in another park or a proposed similar GMP...”

Figure 21: Excerpt from Interview #556

Typically, there is competition between management planning and more routine Bureau tasks for expert staff resources which results in ineffective and inefficient planning outcomes. When cooperative relationships are present, the process can be inclusive for states to participate and provide meaningful input into the plan content. The timeframe for which these plans are valid provide clear, long-term management direction for resources the plans seek to manage. These plans can and should set the stage for tier-down plans and related actions. This finding and associated recommendations deal with better management of scarce plan development Bureau resources.

Table 13: Finding Four with Recommendations

Number	Recommendation	Recommendation Description
F4R1	Focus use of Bureau expertise for management planning and address day-to-day activities through other means.	<p>The first recommendation is to allocate Bureau resources to the planning tasks and find other ways or resources to accomplish simpler and more routine Bureau tasks.</p> <p>This enables more experienced Bureau staff with institutional knowledge and associated skills to participate in the planning tasks where this knowledge is most needed.</p> <p>More routine Bureau tasks are delegated to resources with lesser but adequate capabilities.</p>
F4R2	Develop a directory of multi-Bureau staff expertise that can be tapped by management planning teams. This will foster shared resource use among agencies for scarce or unique skills.	The second recommendation suggests developing a multi-Bureau directory of staff expertise so that planning teams can identify scarce or unique skills across Bureaus.
F4R3	Assure that Bureaus develop and manage planning workflows, project management software templates and document/content templates.	<p>The third recommendation calls for developing and managing planning workflows, project management software templates, and document/content templates.</p> <p>There is often much redundancy in management planning workflows, project management steps, and documents.</p> <p>Having these workflows and templates in place would substantially reduce the time usually taken to repeatedly prepare them anew for each project that is undertaken.</p>
F4R4	Develop a framework for collaborative work and create DOI-wide analysis tools and data to foster resource sharing across the Department.	<p>The fourth recommendation calls for developing a framework for collaborative work and creating DOI-wide analysis tools and data to foster resource sharing across the Department.</p> <p>Again, this recommendation is aimed at reducing redundant efforts through sharing knowledge and information across Bureaus.</p>

5.3.5 Finding Five with Recommendations

5.3.5.1 Document management capabilities and inconsistencies cause many issues. Document review processes are too slow and inefficient.

“The lack of a version management system as stated in the weakness section creates delays as well as extraneous costs to complete the plans. This may also cause us to miss our Government Performance Results Act (GPRA) performance requirements.”

Figure 22: Excerpt from Interview # 349

Bureau resource specialists must acquire, organize, document, maintain, and analyze information on widely ranging topics and then effectively communicate this knowledge to our customers via cutting-edge communication and visualization techniques.

When the DOI interacts with its partners and the public, planners must not use excessive jargon, especially in the NEPA analysis documents. Such jargon-ridden documents are very off-putting to members of the public who see them as nothing but a collection of “bureaucratic gibberish.” In the recommendations associated with this finding, suggestions are made to deal with document management and review process issues.

Table 14: Finding Five with Recommendations

Number	Recommendation	Recommendation Description
F5R1	Ensure planning documents are thoroughly and carefully reviewed and edited for plain, clear and defensible language.	The DOI should issue its own NEPA regulations instead of each agency developing their own; this would give everyone in the Department a uniform set of supplemental regulations to work under. The same can be said of the format. Having a Department-wide format would help the public in knowing what to expect from a NEPA analysis and minimize legal challenges based on special interest groups desired or perceived expectations.
F5R2	Establish a repository of planning and NEPA documents to facilitate the reuse of content developed in previous planning documents.	The repository would be distributed across the Department but would be accessible to all Bureaus through a planning portal or some other web page.
F5R3	Provide ability for secure, simultaneous access to draft plans by multiple authorized parties within and outside the organization. Access should provide for electronic review throughout the development process with a versioned history of changes to the plan.	This document management system will support work on Planning and NEPA documents, particularly those involving multiple and geographically dispersed authors, cooperating agencies and a mix of DOI staff and contractors.
F5R4	Explore development of electronic surnaming process to streamline the review process.	Substantial delays occur because of the need to deliver documents to different locations for signatures. Electronic signatures will speed up the review process.

5.3.6 Finding Six with Recommendations

5.3.6.1 Submittal, review and approval of Federal Register Notices (FRN) and briefing materials is labor-intensive, slow and redundant.

“It used to take 2-3 weeks to get the notices signed and into the Federal Register; it now takes 3-4 months. It is hard to develop and manage schedules with these long approval times.”

Figure 23: Excerpt from Interview # 349

The core team has discovered that all Bureaus have similar problems with the Federal Register Notice approval process. The existing process is lengthy and cumbersome, resulting in delayed projects, publications, and public involvement efforts that increase project costs. The recommendations in Table 15 deal with proposed solutions to the Federal Register Notice approval process.

Table 15: Finding Six with Recommendations

Number	Recommendation	Recommendation Description
F6R1	Complete a business process review effort to streamline and shorten time duration for the FRN process	<p>The first recommendation attempts to address this issue by looking at the level of signature, potential for automated signatures, and other solutions to streamline the signature process and reduce the time it takes to have projects approved.</p> <p>For example, several Bureaus must have Directorate Approval to prepare a planning document to print and make available to the public. This process is separate from (but repetitive of) the FR notice approval process, where the notice goes to the Directorate and then to the Department for final approval/signature. The process of getting notices approved through the Department takes 3-4 months. Since there are 3 FR notices for Bureau management plans-- Intent to prepare an EIS (NOI), Notice of Availability of the Public Draft (NOA), and Notice of Availability of the Final (NOA)-- this approval adds approximately nine months to a year to the planning process currently.</p> <p>Bureaus identified a range of ideas for streamlining the process including examining level of signature of management plans. The group discussed using a type of e-signature similar to what we have to use in Travel Manager. The whole issue of e-authentication is quite complicated, but if we could use the e-signature that is used by Travel Manager, we might be able to speed up the process of getting notices approved through the Department.</p>
F6R2	Explore possibility of using EPA Notice in lieu of DOI Federal Register Notice	<p>For Management Plans with EIS', the Availability of the Draft and Final plans and NEPA compliance are noticed twice in the FR. There is a separate notice in the FR, published by the Environmental Protection Agency after the documents have been filed, in addition to the Bureau publishing a notice in the FR. These processes are redundant for EIS' but do not affect EA's.</p> <p>The Bureaus agreed that using the EPA Notice instead of the DOI notice would save project time and resources and recommend that as a solution to expediting the FR Notice process.</p>

<i>Number</i>	<i>Recommendation</i>	<i>Recommendation Description</i>
F6R3	Implement a single format across the DOI for management planning and NEPA briefs	Bureaus noted that each has a distinct format for briefing their Directorate and there is no standard across the Bureaus. This may contribute to delays in approval as each Bureau provides potentially different information in a different format to the Department. The core team suggested creating a standard format across the DOI for management planning and NEPA briefs to expedite approval.

5.3.7 *Finding Seven with Recommendations*

5.3.7.1 **Preparing, publishing and distributing plan documents with multiple formats and capabilities is labor intensive and slow.**

“We also have multiple means for distributing plans for review: hard copies, direct mail to interested parties; CDs and hard copies in libraries and field stations; post on the internet, make summaries available; direct mailings; the media.”

Figure 24: Excerpt from Interview # 214

Bureaus publish and then are responsible for managing hard copy, web/online and CD versions of the plan as needed - a variety of formats for varying needs of stakeholders. Managing publication in all the required formats can be a costly and time-consuming process. Mailing lists are developed on a project-by-project basis early in the process for a plan and kept up-to-date manually. All Bureaus must currently file a hard copy of NEPA documents with the EPA since they do not offer a capability to electronically file required documents. See the recommendations in Table 16 for suggested solutions to improving the management of plan documents throughout their life cycle.

Table 16: Finding Seven with Recommendations

<i>Number</i>	<i>Recommendation</i>	<i>Recommendation Description</i>
F7R1	Develop a business process and practice to reduce the time and cost required for preparation, publication and distribution of management plans.	Implement a Content Management System (CMS) to facilitate document publication in multiple formats. Content management system (CMS): system for the creation, modification, archiving and removal of information resources from an organized repository. Provide the ability to publish plan documents on CD, print and the Internet in an automated manner.
F7R2	Explore potential for consistent Bureau standards for plan formats, data and project descriptions.	This solution is a suite of solutions that combine IT and business processes that would facilitate re-use of existing Department-wide data for plan development purposes.
F7R3	Negotiate an agreement with EPA to electronically file NEPA documents to reduce expense of printing and managing hard copies.	An agreement with EPA would be more effective (less time) and efficient (less cost).

5.3.8 *Finding Eight with Recommendations*

Bureaus have decentralized, disparate and labor-intensive processes for public outreach including comment collection, analysis and response.

“We have planning draft EISs that have received between 60,000 and 75,000 public inputs. The vast majority of those are standard emails or post cards with identical comments. Nonetheless, you have to record and document who those people are, because having commented, establishes a standing in the LUP process should [they] ever choose to protest the proposed plan.”

Figure 25: Excerpt from Interview # 996

Bureaus solicit and process public participation at the Central, Regional, State or Unit Office level. This public participation may occur in house or may use contractors to conduct the work and may per performed at different locations during the same project.

Bureaus solicit public participation through a variety of means, such as the printed media, mailings, the Internet and public meetings.

Paper submissions from public comments and the hand sorting and categorizing of comments received are labor-intensive. There are a few websites where comments can be entered, but no back-end tools that allow us to sort, manage, and compile all of the document comments. Bureaus mostly compile the comments by hand. Recently, the BLM had more than 180,000 comments on one of their Environmental Impact Statements (EIS) documents. Recommendations for dealing with comment collection, analysis and response issues across the DOI are presented in Table 17.

Table 17: Finding Eight with Recommendations

<i>Number</i>	<i>Recommendation</i>	<i>Recommendation Description</i>
F8R1	Conduct a customer service survey and use the results to guide improvements to public outreach.	Results of the survey will be compiled and analyzed electronically. Recommendations developed from the survey's findings will be implemented as practicable.
F8R2	Make comment processing, analysis and response tools available to all management planning teams.	Electronic tools common to the Department would be available to all Bureaus, Services and Offices. Some examples of capabilities would be as follows: <ul style="list-style-type: none"> • Collect comments directly into a database • Search for, sort and track issues for response • Periodically update mail lists • Easily pinpoint form letters • Formulate concerns, summary statements and responses • Access for external users to review geospatial data, mark-up content and make comments as part of external review processes • Retrieval and reuse of comment responses

5.3.9 Finding Nine with Recommendations

5.3.9.1 Assembling relevant documents for project close-out is an incomplete, slow process that does not provide for adequate future knowledge transfer.

“There is a lack of knowledge transfer and retention with the BIA. Very little is known of previous planning efforts other than the published document due to the time intervals between these plan developments, which can sometimes be 10, 15 or even longer at times. There are also difficulties in some of these smaller reservations obtaining the expertise to accomplish the plans. While staff in Lakewood is available to train personnel is ultimately up to the tribe or local BIA office to obtain the necessary staff and resources to perform the forest management plan.”

Figure 26: Excerpt from Interview #558

There is a lack of knowledge transfer and knowledge retention within the planning groups. Minimal information is known of previous planning efforts, other than the published document due to the time intervals between these plan developments, which can sometimes be 10 to 15 years, or even longer at times. There are also difficulties in some of these smaller offices obtaining the expertise to accomplish the plans. Recommendations for adequate future knowledge transfer for management plans are presented in Table 18.

Table 18: Finding Nine with Recommendations

Number	Recommendation	Recommendation Description
F9R1	Establish systems for the transfer of necessary management planning documents to the Bureau repository and/or NARA.	An automated records management system is in place to transfer records to NARA to address: <ul style="list-style-type: none"> • Not all documents make it into the final records • Tag the documents that will become a part of the record - from the beginning • Capture the whole close out of the entire record
F9R2	Develop a systematic method for capturing lessons learned from the plan development process.	Develop a systematic method to capturing lessons learned and planning context.
F9R3	Provide decision documents in an easily searchable and retrievable IT system that can be accessed throughout the DOI.	Once the ROD is signed, the management plan is available and is used consistently to guide agency decisions. Provide for automated submission of ROD.

5.3.10 Finding Ten with Recommendations

5.3.10.1 Plan quality and efficiency is constrained by inconsistent geospatial analysis capabilities and limited applications of predictive modeling.

“GIS layers and other maps are a great time-saver. Summaries of past resource management activities and results can quickly indicate which planning tools are useful and which are not. In Wyoming in particular, an adequate Reasonable Foreseeable Development scenario for oil and gas development can add much realism to planning efforts, and indicate future project process needs that can be addressed in the land use plan”

Figure 27: Excerpt from Interview #411

Developing predictive models to assist in the planning process may not be new, but is experiencing vast growth recently. Much of this work is being done in the academic world, with many very sophisticated models for evaluating public preferences, which go beyond stating the preferred alternative, but includes the trade-offs and implications among alternatives.

These models can help planners develop, and communicate that it is not simply an either-or situation in many cases⁶.

Tools are not limited to geospatial analysis and map preparation; they also support decision making. Develop databases needed for geospatial analysis and model input, calibration, and verification. Develop predictive and decision support models usable by all offices – make them modular and interoperable. Recommendations for Finding Ten are shown in Table 19 below.

Table 19: Finding Ten with Recommendations

Number	Recommendation	Recommendation Description
F10R1	Improve decision support capabilities by developing environmental analysis models that use geospatial and tabular data.	Decision support tools are used by some offices. Inventory available decision support tools (Federal and non- Federal) to support development of alternatives, impact analysis, and cumulative impact assessment. Support further development of appropriate decision support tools and make available to all offices.
F10R2	Gather and make accessible existing Bureau models for ease of use.	Bureaus are independently developing models that help develop more accurate land management plans. These models could have applicability across the DOI and should be made available through a shared mechanism (e.g., portal, shared repository) to the other Bureaus.
F10R3	Develop a standard for DOI NEPA/Planning data to support mapping, baseline data presentation and analyses.	Geospatial: Develop and implement specific data standards for land use planning/NEPA to address scale issues across administrative and political boundaries. Geospatial: Improve geospatial analysis capabilities within those offices that need the technology.

⁶ Peter Newman at Colorado State University; Bob Manning at University of Vermont.

Number	Recommendation	Recommendation Description
F10R4	Work with representatives from the Geospatial Blueprint to develop requirements that identify a common set of geospatial information typically needed in the development of a management plan with NEPA.	

5.3.11 Finding Eleven with Recommendations

5.3.11.1 We often spend a significant amount of time and resources responding to the latest legal pressure or challenge.

“Their argument is that if it costs \$300-\$500K, it may be cheaper to end up in court than to prepare an RMP.”

Figure 28: Excerpt from Interview #696

A management plan consists of a great deal of analysis from professionals inside of, and contracted by, the government. Problems with analyses of the cumulative effects of implementing the alternatives are an area where the DOI has been litigated recently. The core team has identified a need to better incorporate current litigation trends during plan development to reduce the chances of litigation. A recommendation in this area is shown in Table 20 below.

Table 20: Finding Eleven with Recommendations

Number	Recommendation	Recommendation Description
F11R1	Establish a consistent and systematic process at the DOI to communicate the legal trends that should be taken into account during plan development.	Often there are legal issues that crop up related to a given management planning and NEPA effort and these are not adequately addressed in a timely manner. To address this, propose developing and implementing a service agreement between the Bureaus and the Solicitor's Office whereby the Solicitor's DC and Field Offices would provide a review of legal issues for each MP/N effort, early in the planning process. The review would also include identification of legal issues not already identified by the Bureau.

5.3.12 Finding Twelve with Recommendations

5.3.12.1 More flexible support of the Management Planning and NEPA business area is needed from existing and future IT System investments.

The core team has identified a need for more flexible support of the planning and NEPA business area from both existing systems and future investments – recommendations in this finding area are shown below in Table 21.

Table 21: Finding Twelve with Recommendations

<i>Number</i>	<i>Recommendation</i>	<i>Recommendation Description</i>
F12R1	Ensure that IT Systems which support Management Planning and NEPA enable the modular use of major pieces of functionality.	<p>The first recommendation discusses the need for better capability to use major system functions in a modular way.</p> <ul style="list-style-type: none"> • For instance, if the BLM implements a highly integrated ePlanning system that allows excellent alternatives analysis or comment analysis, ePlanning should also allow the use of these portions to assist Bureaus that may have a need to process a temporarily larger set of comments for an unusually controversial project. • This recommendation espouses the need to integrate new system with existing systems that are not built this way. This adds complexity to the design of new systems. • Capability in those systems needs to be identified and enabled for use if possible and if it makes business sense. • Integration within existing or future IT Systems that is too “tight” will not allow Bureaus make the most of enterprise investment and knowledge to fully take advantage of the investment. • Couple systems together “loosely” to allow flexible use of the right mix of capabilities. • This “loose” coupling will give the Bureaus the flexibility they need, and this direction meets DOI guidelines for a “Service-Oriented” approach to systems investments.
F12R2	To the extent possible, share data and IT solutions among and within Bureaus, don't replicate.	<p>The second recommendation refers in a general sense to developing a better mechanism to share data and solutions.</p> <ul style="list-style-type: none"> • For example, during the Blueprint, the core team received demonstration of systems that directly or indirectly support the plan development process. • This was the first time this sort of information exchange had taken place among the Bureaus. So in other words, Bureaus need to keep each other up to speed with their own developments so that data and systems are not duplicated.
F12R3	Examine the feasibility of weaving together existing planning documents and geospatial information in a Bureau or Departmental “Planning Portal.”	<p>In R3, we propose the review of the feasibility of a “Planning Portal” similar to the FWS Environmental Conservation Online System (ECOS).</p> <ul style="list-style-type: none"> • ECOS is an existing example of how an “integrated one-stop shop” for planning information could be created for the Department to make resource planning more efficient at the start. • Planners would use such a system to get an instant geo-referenced snapshot at plan initiation of what historical planning efforts have already been performed on the resource area so that efforts aren't duplicated. • This will help ensure that plans are as comprehensive and informed as possible and address the need for better historical information when the plan is initiated.

6 Transition Plan

The core team identified a set of high-priority recommendations that it believes offer the highest benefit to the DOI. These recommendations are presented in Figure 29 and are represented in three groups: Management and Organizational, Tactical, and Strategic Recommendations. To begin to realize associated benefits, the core team urges rapid adoption of these recommendations. Each recommendation is expected to be thoroughly vetted through a cost benefit analysis (e.g., ROI, TCO) before implementation.

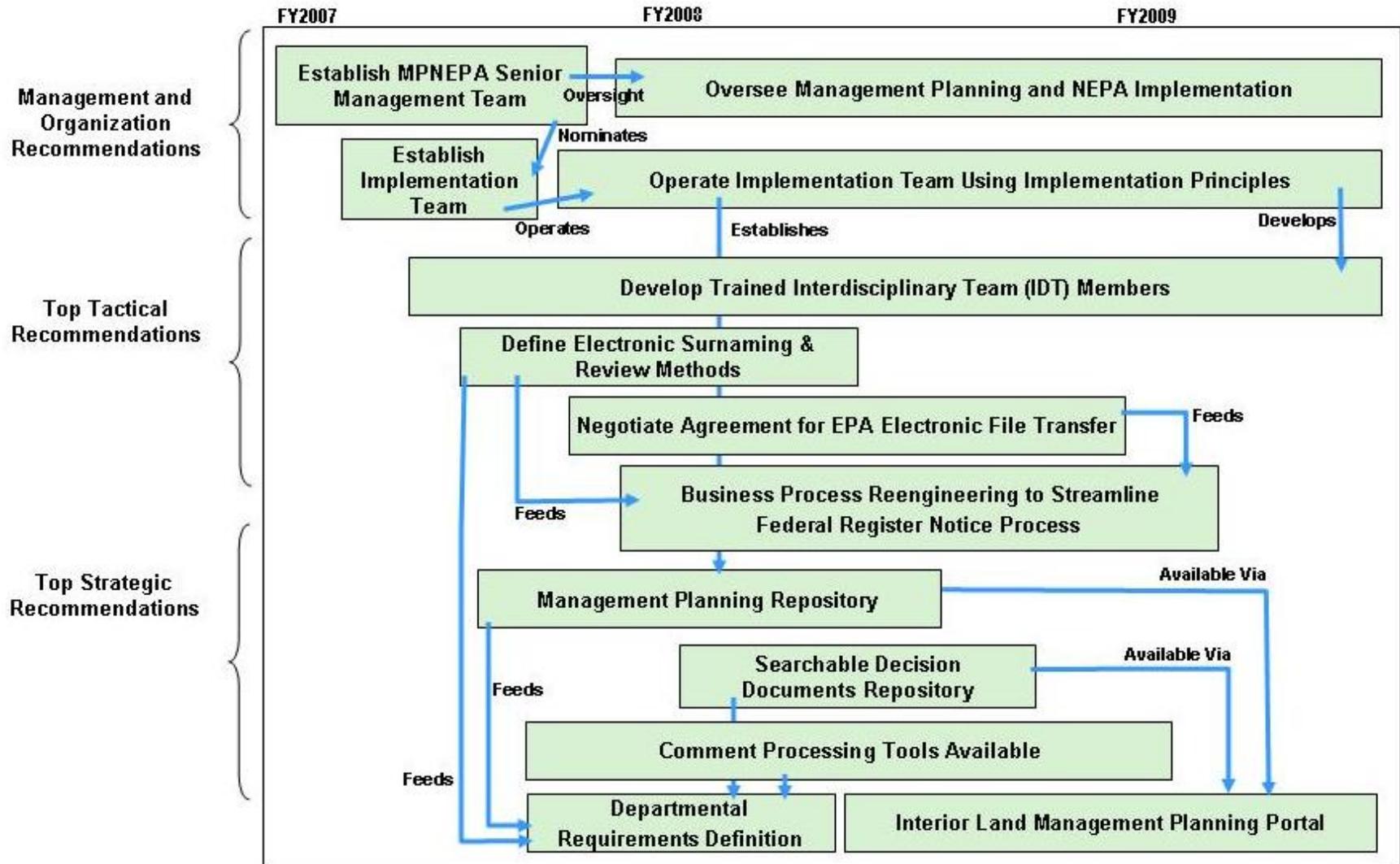


Figure 29: Strategic and Tactical Business Recommendations Transition Plan

The sequence of the recommendations reflects the need to have some recommendations implemented prior to others. One such recommendation is to identify and establish a Senior Management Team to ensure that blueprint recommendations are implemented. Once this team is in place, it will identify specific team requirements for all the blueprint's implementation projects.

Tactical recommendations center on process improvements that can be undertaken without the need for capital planning funds. These activities develop trained IDT members, define electronic surnaming methods, negotiate agreements with EPA for electronic document submissions, and streamline the FRN process so that it can be accomplished within existing operational funds.

Strategic recommendations include development of a searchable management planning repository, automation of comment collection and analysis, and providing planning knowledge and decision support tools and data through a planning web portal. These recommendations require expertise and funding that most likely isn't within the planning business community.

6.1 Target Systems Architecture

An important aspect of defining business process improvements is identifying how IT will assist in the progression. The Management Planning and NEPA business focus area currently has little system automation. Therefore, the system automation landscape is relatively simple, and migration to a department-wide Management Planning and NEPA IT system is largely expected to be based on ePlanning Version 2. This would maintain alignment with the DOI IRB decision of June, 2005 to make ePlanning a DOI cross-cutting system. However, as noted in the Record of Decision (ROD), if the cross-cutting team discovers a more cost effective system, they will return to the IRB and ask for a modification of the June, 2005 decision.

Once complete, ePlanning V2 and additional identified departmental functionality will form the basis of the system automation required for the management planning and NEPA business area as identified by the blueprint core team. These systems are conceptually named Interior Land Management Planning System (ILMPS) and Interior Land Management Planning Portal (ILMPP) for discussion purposes in this document. The blueprint team has specified the importance of ILMPS and ILMPP modular system automation elements. The DOI has released a target logical solution architecture and service-oriented application reference architecture for all new system development. For detailed information on specifics contained in these guidelines, refer to DOI Target Solution Reference Architecture, dated January 2007. The blueprint team recommends that this document should serve as guidance for the design and implementation of modular system automation elements in the ILMPS and ILMPP.

Services offered by ILMPS are project tracking services, document management services, workflow and surnaming services, document publishing services, comment collection and analysis services and records management services. A key component of the ILMPS would be the ability to offer a modular service to those Bureaus that have occasional need for large volume comment collection and analysis, already have satisfactory document management or workflow, or obtain planning documents written by other entities in draft form. The blueprint core team

has recommended the development of modular system automation services that operate in an independent manner. When the cross-DOI requirements are developed, these independent automation services should be considered for ILMPS and ILMPP.

There are currently three operational systems (ePlanning Version 1, PEPC and ECOS) to consider for this transition. Two additional systems are either in development or being considered for development, ePlanning V2 and OCS Connect Cluster 2. This transition plan was developed to leverage the release schedule of ePlanning V2 while ensuring that all current bureau functionality will not be retired until that functionality is available from the ILMPS and ILMPP.

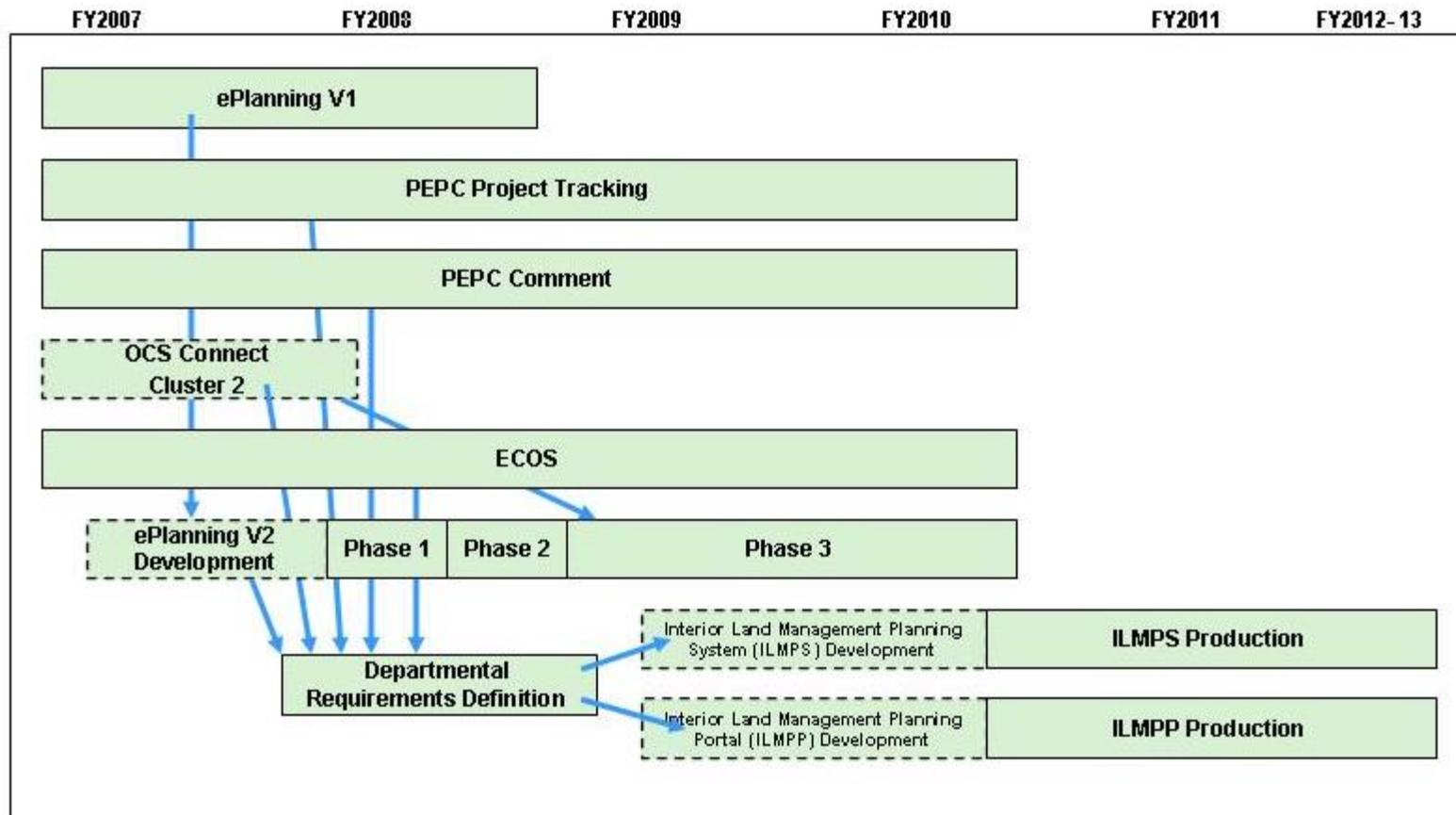


Figure 30: Target System Transition Plan

The diagram above, Figure 30, represents the lifecycle of existing IT systems/investments and the evolution to the ILMPS and the ILMPP. The dashed lines around systems or investments identify either systems that are under development or approved investments without significant development at the time. The blue lines represent a migration path for system functionality for FY2007 through FY2013. By FY2010, the ILMPS should be available for participating bureaus that require the plan lifecycle automation ILMPS will deliver. A key milestone in this transition is the Departmental Requirements Definition work to begin in FY2007 and to complete in FY2008. This step is vital in determining the departmental functionality required by other participating bureaus. Detailed requirements and funding may be provided by other Bureaus to broaden the scope of Phase 2 and/or Phase 3 of BLM's ePlanning system provided that the existing ePlanning V2 deployment schedule is not impacted.

6.2 As-Is FY07 Systems Architecture

The existing planning systems identified by the blueprint core team are shown below in Figure 31. This figure is a conceptual diagram that relates existing planning systems across the DOI to the services that they offer to their users. In addition, relationships among the systems are shown with system interface arrows. These systems relationships are as discovered by the core team in FY07.

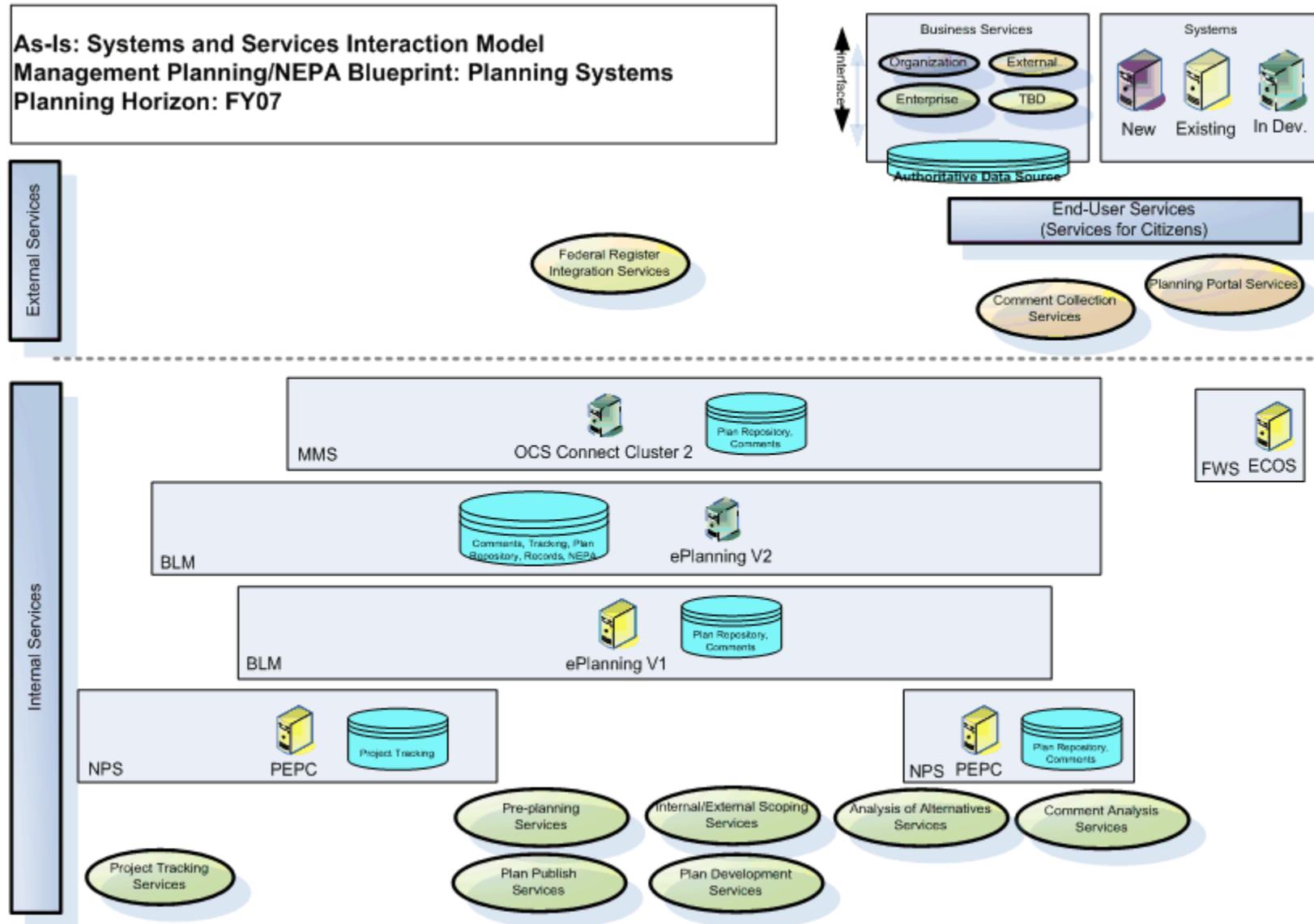


Figure 31: As-Is FY07 Planning Systems Architecture - Systems and Services Interaction Model

Starting at the bottom of the figure, the high-level services required by the planning business area documented in the blueprint as shown as green, tan and yellow ovals. These services were discussed as the business area IT systems automation needs in Section 4.2.1. They are shown in plan development sequential order from left to right. These services are represented on the diagram to help explain capability overlaps among the systems shown on the diagram. If a box representing a system overlaps the circled services, the system offers some level of that service to its users. The diagram has been separated into internal services for Bureaus below the dotted line, and external services above.

The first system shown above the services is the internal NPS Planning, Environment, and Public Comment (PEPC) system. As discussed in more detail in Appendix E, PEPC offers project tracking, web publishing, limited workflow and public comment collection and analysis services. This system has been in production (and is therefore colored yellow) for internal NPS users only and to the public since March, 2005. The PEPC system is available to federal partners including the Federal Highway Administration Federal Lands Highway Program, as well as contractors working on NPS products.

Above PEPC in the diagram is the internal BLM ePlanning V1 system. ePlanning V1 offers customized limited document management capabilities that include the ability for the public to comment on GIS-enabled land use planning documents. This system has been in production (and therefore colored yellow) for BLM and Forest Service users only and to the public since 2003.

Above ePlanning V1 in the diagram is the internal BLM ePlanning V2 system. ePlanning V2 is a DOI major investment intended to replace high-maintenance ePlanning V1 functionality with the integrated Commercial-Off-The-Shelf software. V2 offers extensive workflows to automate the planning and NEPA processes along with sophisticated publishing tools and NARA compliant records management. ePlanning V2 will offer project tracking capabilities in addition to improvements and extensions to the rest of the ePlanning V1 capabilities. This system is in development (and is therefore colored green) for BLM energy users and for the public since a contract was awarded in July 2006.

Above ePlanning V2 in the diagram is the internal MMS Outer Continental Shelf (OCS) Cluster 2 major DOI investment. This investment is currently under limited development and, as discussed in more detail in Appendix E, will offer plan development capabilities similar in scope to the ePlanning V2 capabilities. Requirements definition for this system was completed in 2005 and the system is in limited development (and is therefore colored green) for MMS users and for the public at the time of this report.

To the right of OCS Cluster 2 in the diagram is the internal FWS Environmental Conservation Online System (ECOS) planning portal. It provides FWS planners with the ability to search for existing FWS planning information that may be relevant to a new planning effort, and does not offer plan development or lifecycle services such as project tracking, web publishing, workflow, document management, public comment collection and analysis or records management services. This system is operational (and is therefore colored yellow) for FWS users and limited public accessibility at the time of this report.

Note that no system interface relationships among the systems on the diagram have been identified since none exist.

6.3 Interim FY08-FY10 Target Systems Architecture

An interim target systems architecture is shown below in Figure 32. This figure is a conceptual diagram that relates existing and planned systems across the DOI to the services that they offer. In addition, relationships among the systems are shown with system interface arrows. These concepts represent the planning business area blueprint requirements for the planning horizon of FY08-FY10.

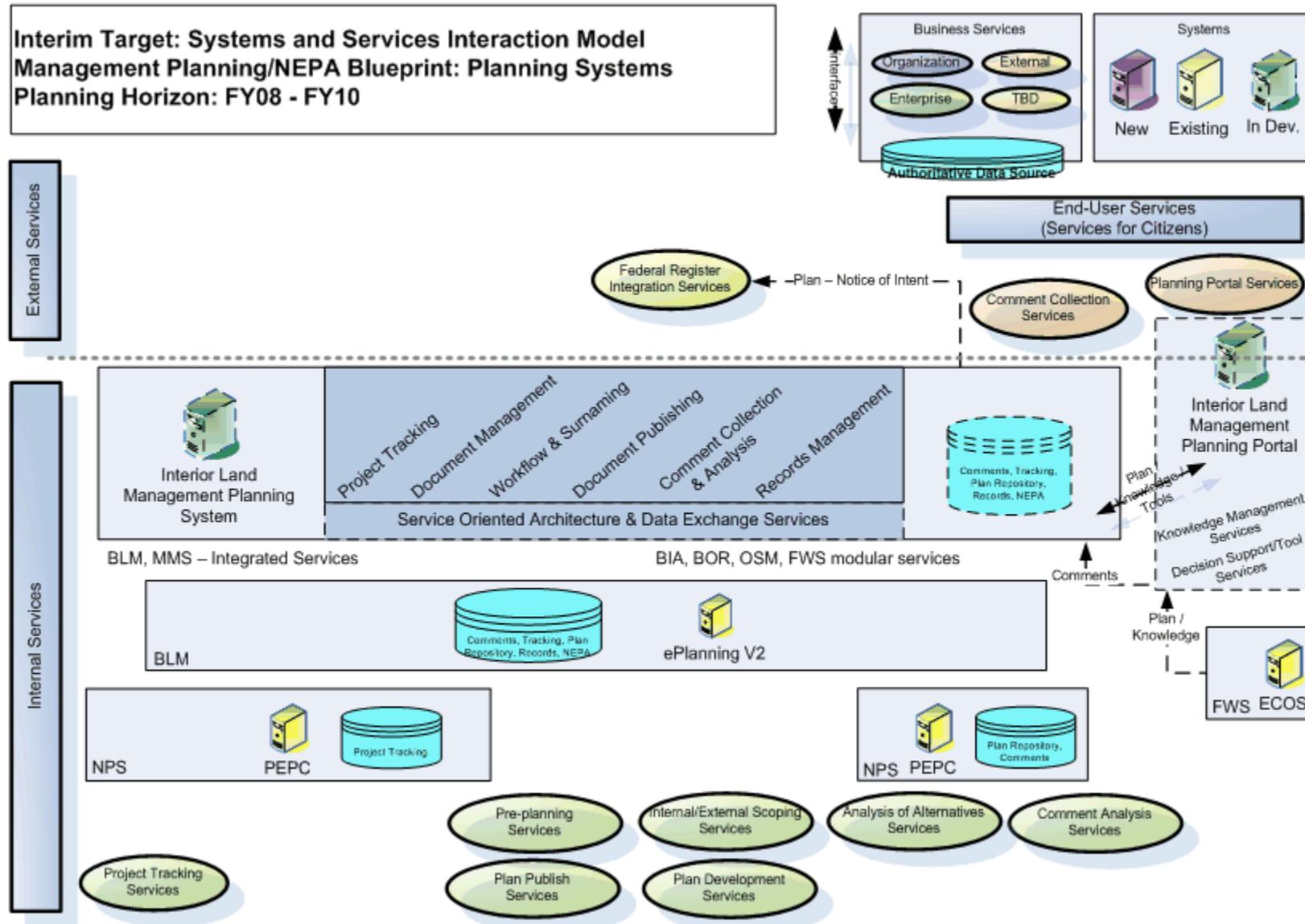


Figure 32: Interim Target FY08-FY10 Planning Systems Architecture - Systems and Services Interaction Model

In this figure, two systems have been added to the diagram to fulfill the business area requirements for system automation needs and the desire by the IRB to have a departmental solution for management plan development. Those systems are the Interior Land Management Planning System (ILMPS) and the Interior Land Management Planning Portal (ILMPP) shown in the middle of the diagram. They are shown in development during this planning horizon. The ILMPS system capabilities are shown within the boundaries of the box representing the scope of the system and they are a logical renaming and expansion of the ePlanning V2 system capabilities on which ILMPS and ILMPP are based (following the cross-cutting system requirements of the DOI IRB Record of Decision of June, 2005).

These systems were added to represent the interim development stage of the final departmental planning systems which will provide additional shared services defined by the blueprint that are beyond the capabilities of the FY07 existing systems in the planning business area.

Services offered by ILMPS are project tracking services, document management services, workflow and surnaming services, document publishing services, comment collection and analysis services and records management services. As shown below the ILMPS system boundary (the blue box), an integrated set of core services could be offered to Bureaus with similar planning and NEPA system automation requirements – the Bureaus shown are BLM and MMS. The services (as shown in the figure) would be offered using a Service-Oriented Architecture approach that would include Data Exchange services. A key component of the ILMPS would be the ability to offer modular services to those Bureaus that have occasional need for large volume comment collection and analysis, already have satisfactory document management or workflow, or obtain planning documents written by other entities in draft form. The ability to import an already developed draft document into ILMPS and use ILMPS services to manage it for the rest of the plan development lifecycle is shown as the modular service below the ILMPS system boundary. BIA, FWS, BOR, OSM and NPS could make use of this service when it has matured in this planning horizon.

The blueprint core team has recommended the development of modular system automation services that operate in an independent manner. When the cross-DOI requirements are developed, these independent automation services should be considered for ILMPS and ILMPP.

Services identified by the core team to manage previous planning knowledge, to provide planning tool support and to make planning portal services available to the public are shown for the ILMPP on the right side of the diagram. As described in the blueprint recommendations summary, the ILMPP would be available as a knowledge, tool and search portal internal to the DOI which would serve as a gateway to Bureaus planning documents. The public would have a single place to search for and comment upon Bureau management plans and to obtain related documents. These features will also help meet President's Management Agenda e-Government targets for the DOI.

6.3.1 Alignment of Blueprint Target Systems Architecture With The DOI Target Application Architecture

As DOI major investments, ePlanning V2 (and by association, the ILMPS and ILMPP) and OCS Connect Cluster 2 are required to detail their alignment with DOI and OMB target architecture guidelines in the OMB Exhibit 300 business case. Please refer to the DOI Capital Planning and Investment Control documents for this specific information.

6.3.2 Systems Investments in the DOI Portfolio Recommended For Retirement and/or To Remain Operational

Systems that are not shown in this figure that were represented on the As-Is figure are the BLM ePlanning V1 system, the web publishing and comment collection and analysis portion of PEPC and the OCS Connect Cluster 2 major investment. Three systems are recommended for retirement and two existing systems are recommended to remain operational in the FY08-FY10 planning horizon.

- The BLM ePlanning V1 investment is recommended for retirement in this interim state when ePlanning V2 is stable and all plans that were managed in V1 are converted to ePlanning V2 format. The blueprint core team recommended that this determination be confirmed by an IT implementation team and business area senior management steering committee to be formed following the completion of the blueprint.
- The MMS OCS Connect Cluster 2 major investment is recommended for retirement in this interim state assuming that the ILMPS and ILMPP meet MMS' business requirements for plan lifecycle management. The blueprint core team recommended that this determination be confirmed by an IT implementation team and business area senior management steering committee to be formed following the completion of the blueprint.
- The NPS PEPC system is recommended to remain operational in this planning horizon. One portion of the NPS PEPC system that tracks projects at an enterprise scope for the Park Service, and it integrates those projects with the Park Service facilities management system. It is not anticipated that the ILMPS and ILMPP would meet these requirements in this planning horizon; therefore the blueprint core team is recommending that this portion of PEPC remain operational to meet NPS enterprise needs. The web publishing and comment collection and analysis portion of the NPS PEPC system is recommended for retirement when the ILMPS is in a position to replace its function for NPS.
- The existing FWS ECOS portal would continue to serve as the FWS' operational planning knowledge repository and access portal until the ILMPP was in a position to begin to serve that function for FWS. The blueprint core team recommended that this determination be confirmed by an IT implementation team and business area senior management steering committee to be formed following the completion of the blueprint.

6.3.3 New Capabilities That Need To Be Acquired

Assuming that some ILMPS and ILMPP capabilities are beyond those capabilities approved by the IRB for ePlanning V2, the additional capabilities required that are not associated with an system/investment in the DOI portfolio are:

- ILMPP Knowledge Management,
- ILMPP Decision Support / Tool Services, and
- ILMPP to ILMPS system interfaces for comment management, knowledge management, tool management, web publishing, ECOS plan / knowledge integration and Federal Register integration services.

6.4 Final FY10-FY13 Target Systems Architecture

The final target systems architecture is shown below in Figure 33. This figure is a conceptual diagram that relates existing and planned systems across the DOI to the IT services that they offer. In addition, relationships among the systems are shown with system interface arrows. These concepts represent the planning business area blueprint requirements for the planning horizon of FY10-FY13.

Transition Plan

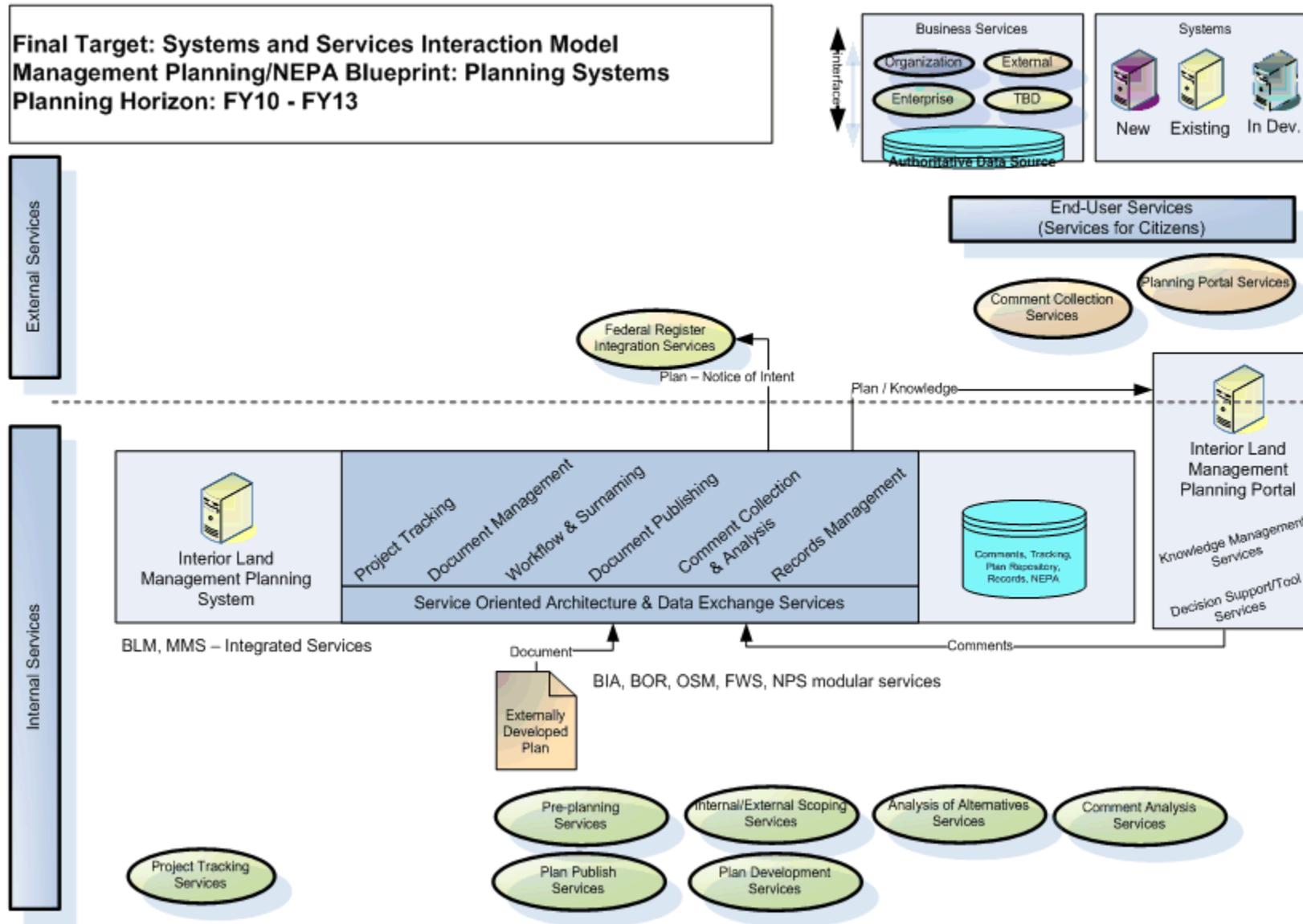


Figure 33: Final Target FY10-FY13 Planning Systems Architecture - Systems and Services Interaction Model

In this final To-Be FY10-FY13 planning horizon figure, the departmental ILMPS and ILMPP have matured and have achieved a production state. No new services have been identified for this timeframe.

6.4.1 Alignment of Blueprint Target Systems Architecture With The DOI Target Application Architecture

As DOI major investments, ePlanning V2 (and by association, the ILMPS and ILMPP) and OCS Connect Cluster 2 are required to detail their alignment with DOI and OMB target architecture guidelines in the OMB Exhibit 300 business case. Please refer to the DOI Capital Planning and Investment Control documents for this specific information.

6.4.2 Systems Investments in the DOI Portfolio Recommended For Retirement and/or To Remain Operational

Systems that are not shown in this figure that were represented on the Interim diagram are the BLM ePlanning V2 system and the project-tracking portion of PEPC. Three systems are recommended for retirement in the FY10-FY13 planning horizon. The only systems that remain operational are the target departmental systems, the ILMPS and the ILMPP.

- The BLM ePlanning V2 investment is recommended for retirement in this final state when ILMPS and ILMPP are stable and all plans that were managed in V2 have been delivered in final form, when and if the ILMPS is in a position to replace its function for the Bureau. The blueprint core team recommended that this determination be confirmed by an IT implementation team and business area senior management steering committee to be formed following the completion of the blueprint.
- The NPS PEPC system is recommended for retirement when and if the ILMPS is in a position to replace its function for the Bureau. The blueprint core team recommended that this determination be confirmed by an IT implementation team and business area senior management steering committee to be formed following the completion of the blueprint.
- The land-use planning and related knowledge management functions of the existing FWS ECOS portal are recommended for retirement when the ILMPS is in a position to replace those functions for the Bureau. The blueprint core team recommended that this determination be confirmed by an IT implementation team and business area senior management steering committee to be formed following the completion of the blueprint. ECOS has functionality not related to planning, it is expected that this functionality will remain within the ECOS system.

6.4.3 New Capabilities That Need To Be Acquired

Because the interim target systems architecture identified the new capabilities required, this final FY10-FY13 target systems architecture contains no new capabilities that need to be acquired. The final target systems architecture simply shows that these capabilities have matured from a development state to a production state.

Appendix A: Stakeholder Documentation

Step Two of the MBT, **Determine Scope and Set Business and Vision Strategy**, is an important part of the blueprint development process. It provides for an assessment of how well the business is performing by evaluating the products and services the business area provides to its stakeholders and customers. The core team utilized this MBT guidance to develop Management Planning and NEPA stakeholder identification, prioritization, and business mandates.

The core team defined stakeholders in a manner similar to other blueprints; however, the core team divided its stakeholders into categories to conform to the Management Planning and NEPA Business Focus Area scope constraints. These categories are shown graphically in the red boxes in Figure 34.

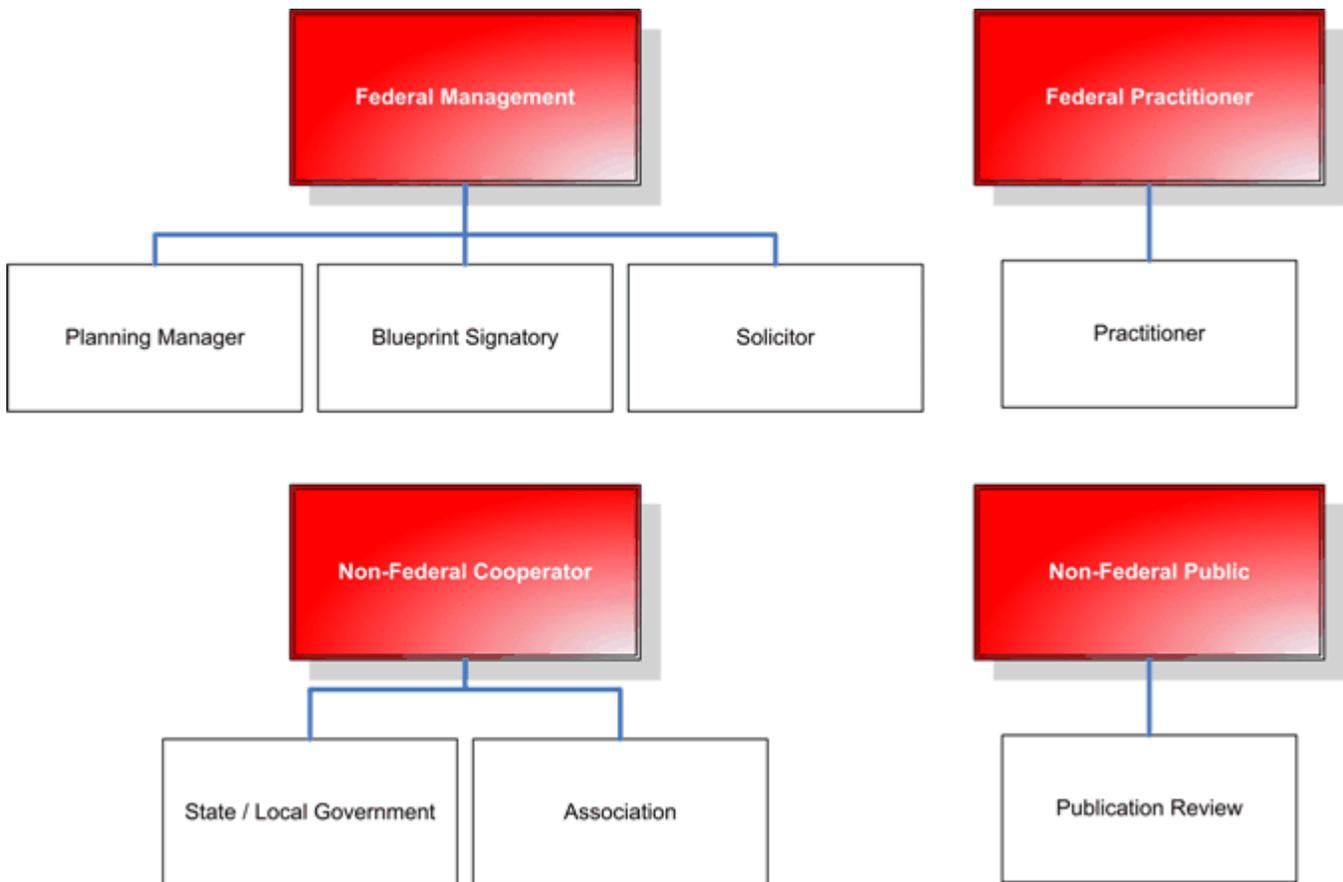


Figure 34: Stakeholder Hierarchy Diagram

The diagram shows that four categories were established: Federal Management, Federal Practitioners, Non-Federal Cooperators and Non-Federal Public. Three of the categories produce or assist in the production of Management Plans (the Federal Management, Federal Practitioners and Non-Federal Cooperators) and one category consumes plans (Non-Federal Public). Some examples of specific titles that the core team felt would apply for each stakeholder category are included. The next section in this appendix provides the definitions used by the core team for each stakeholder category. The groupings of categories were derived by examining common characteristics for Federal and Non-Federal stakeholders.

Appendix A: Stakeholder Documentation

Federal Management and Practitioner Stakeholder Definition

These stakeholder categories are defined as Federal Government individuals or organizations with oversight responsibilities or direct involvement in the development process of a Management Plan with EA/EIS Documentation or use of a Management Plan with EA/EIS Documentation.

These stakeholders are not affected by OMB rules on the conduct of interviews. The core team chose to focus its interviews on these groups because there would be no delay due to OMB stakeholder interview question approval, and because the main issue to be resolved during the blueprint development pertained to improvements in the internal plan development process.

Development stakeholder examples might be hands-on plan developers like DOI or other cooperating Federal agency staff planners, team leads, "ologists," and analysts as well as their management chains, both tactical and strategic. Management Plan users might be DOI or cooperating Federal agency personnel that develop management plans using existing plans as input.

The reason for listing multiple Stakeholder Groups in Table 22 is to group Federal stakeholders with common characteristics. The interview process was then customized to address these common characteristics in a comprehensive set of interview questions.

Table 22: Federal Management and Practitioner Stakeholder Definitions and Examples By Bureau

Stakeholder Group	Organization	Org Stakeholder / Group Name
Managers – Local (Mgmt Oversight)	BLM	Field Office Managers/Asst. Field Office Managers
		BLM Resource Management Plan (RMP) Team Leads
	OSM	None
	BIA	None
	BOR	Area Manager
	NPS	Superintendents (388 units)
	FWS	Field Supervisors
		Manager, California/Nevada Operations Office
Managers – Regional or National (Mgmt Oversight)	BLM	Assistant Director (and Deputy Assistant Director), Renewable Resources and Planning
		Natural Resource Specialist
		Time Sensitive Plan Coordinator
		WO-210 (Planning and Science Support) Group Manager
		Washington Office Group Managers
		State Planning and Environmental Coordinators
	OSM	Regional Directors
		Program Managers
	BIA	None
	BOR	Regional Resource Manager (GP)
		Lands Program Leader
	NPS	Program Manager
		Deputy or Associate Regional Directors
		Regional Planning Chiefs
	FWS	Regional Compliance chiefs
		Assistant Director, Fisheries & Habitat Conservation

Appendix A: Stakeholder Documentation

Stakeholder Group	Organization	Org Stakeholder / Group Name
		Director of Habitat & Resource Conservation
		Advance Planning Branch Chief
		Assistant Director, National Wildlife Refuge System
		Assistant Director, Endangered Species
		Assistant Director, Migratory Birds
		Assistant Director, Wildlife and Sport fish Restoration Programs
		Assistant Director, Business Management and Operations
		Chief, Division of Policy & Directives Management (PDM)
		Regional Directors
		Chief, Division of Federal Assistance
		Chief, Division of Conservation, Planning, & Policy
		Chief, Division of Information Resources & Technology
		Chief, Division of Consultation, Habitat Conservation Plans, Recovery, & State Grants
		Chief, Division of Bird Habitat Conservation
		Regional Environmental Coordinators
Regional Program Staff		
Directors – Regional or National (Mgmt Oversight)	BLM	BLM Director
		BLM Deputy Directors
		BLM State Directors
		Deputy State Directors
	OSM	None
	BIA	Agency Superintendents
	BOR	Director, Program & Policy Services
		Director of Administration
		Deputy Regional Director
	NPS	Director
		Deputy Director
		Associate Director
		Regional Directors (7)
		Director, Denver Service Center
	FWS	Regional Directors
Washington Office Division Chief		
DOI	Deputy Assistant Secretary	
Cooperating Agencies (Direct Involvement)	BLM	Cooperating Agencies (or Joint Agencies)
	OSM	None
	BIA	None
	BOR	None
	NPS	None
	FWS	State and Federal Agencies, Tribes

Appendix A: Stakeholder Documentation

Stakeholder Group	Organization	Org Stakeholder / Group Name
Joint Development Agencies (Mgmt Oversight / Direct Involvement)	BLM	Joint Development Agencies
		U.S. Forest Service (USFS) (those BLM offices that have a "Service First" partnership with the USFS and jointly develop plan)
	OSM	None
	BIA	None
	BOR	None
	NPS	None
	FWS	Federal Agencies, Tribes
Plan Development Subject Matter Expert (Direct Involvement)	BLM	WO-210 (Planning and Science Support) Planners and Resource Specialists
		Interdisciplinary specialists located in Field Offices and serving on RMP Teams (ex. Biologists, Hydrologists, Range Conservationists, etc)
	OSM	None
	BIA	Regional Environmental Protection Specialists
		Agency Environmental Protection Specialist
	BOR	RMP Team Leads
		Realty Specialist
		Natural Resource Specialists
	NPS	Park staff
		Denver Service Center
		Regional Office Planners
		Park based planners
	FWS	Interdisciplinary specialists located in headquarters, Regional and Field Offices (biologist, refuge planners, contaminant specialists)
Non-DOI (Mgmt Oversight / Direct Involvement)	BLM	U.S. Forest Service (those BLM offices that have a "Service First" partnership with the USFS and jointly develop plan)
		Council on Environmental Quality
		Congress
	OSM	None
	BIA	None
	BOR	None
	NPS	EPA
	FWS	None

Non-Federal Cooperator and Public Stakeholder Definitions

These categories are defined as Non-Federal Government individuals or organizations with direct involvement in the development process of a Management Plan with EA/EIS documentation or who use such a Management Plan.

Appendix A: Stakeholder Documentation

These stakeholders are affected by OMB rules on the conduct of interviews.

Examples of development stakeholders might be non-Federal hands-on plan developers like contract employees or cooperating non-Federal government employees as well as their management chains of command, both tactical and strategic. Plan users might be non-Federal special interest groups, Indian tribes, private businesses, or the public. These stakeholders have an interest in the use of management plans that have been approved for release outside the development process.

The reason for listing multiple Stakeholder Groups in Table 23 is to group non-Federal stakeholders with common characteristics. The interview process was customized to address these common characteristics in a comprehensive set of interview questions.

OMB rules about information collections that (as defined in 5 CFR section 1320.3(c)) involve 10 or more respondents and are conducted by Federal agencies must be approved by OMB in accordance with the Paperwork Reduction Act of 1995 (44 USC 3501-3520) and assigned an OMB control number. A Federal agency may not conduct or sponsor (and a person is not required to respond to a request for) a collection of information unless the collection displays a valid control number. Limited direct interviews within this stakeholder group were conducted due to the length of the OMB approval process.

Table 23: Non-Federal Cooperator and Public Stakeholder Definitions and Examples By Bureau

Stakeholder Group	Organization	Org Stakeholder Group Name
Resource Usage Motivated Primarily By Financial Interests	BLM	Professional consulting firms; contractors; companies providing data and/or services to the BLM
		Industry (oil and gas companies, coal companies, etc)
		Range Allotment Owners
		Universities and academic associations
		Lobbyists (industry and environmental)
		Tribal groups
		Recreational outfitters
		Non-profit organizations
	OSM	Public (That own coal & property owners)
		Mining Companies
		Consulting Companies
		Indian Tribes
	BIA	Lobbyists (industry & environmental)
		Consultants
	BOR	Attorneys (Tribal)
		Family Farm Alliance
	NPS	National Water Resources Alliance
		Special interest groups
Concessionaires		
FWS	Commercial permit holders	
	Inholders	
Resource Stewardship Motivated Primarily By Non-Financial Interests	BLM	Commercial permit applicants, special use permit holders (on refuges)
		State and Local Cooperating Agencies
		State and Local Joint Development Agencies

Appendix A: Stakeholder Documentation

		General Public (includes interested public, private landowners, those who recreate on BLM public lands, etc)
		State Fish and Wildlife agencies
		Non-governmental organizations (environmental; recreation; industry; professional; etc)
		State and local agency associations (Western Governors Association; National Association of County Governments (NACO); etc)
		State Fish and Wildlife agencies
		State and County Governments
		Special Interest Groups
		Resource Advisory Councils
		Researchers
		Universities and academic associations
	OSM	States
		Interagency Lands Principles
	BIA	Tribal Environmental Staff
	BOR	Western Governors Association
NPS	Gateway communities	
	Indian tribes	
	Park visitors	
FWS	Directors, State Fish & Wildlife Agencies, Indian Tribes, Refuge Visitors, Special Interest Groups, Non-Government Environmental Organizations (NGOs), general public	

Given USGS's current role in the management plan development process, USGS did not participate in the interview rounds but continued as a vital contributor to this blueprint through their role with the Core Team.

Stakeholder Interview Analysis

After stakeholders were identified, the core team conducted stakeholder interviews to determine needs, prioritize the members of the stakeholder community to ensure all relevant stakeholder groups were included, develop stakeholder exchange models, and evaluate key business drivers or mandates, all in the context of establishing the strategic business architecture for the BFA. Nine questions were used in the stakeholder interviews (see Table 24).

Table 24: Nine Stakeholder Interview Questions

<i>Stakeholder Interview Analysis</i>	
The interviewer walked stakeholders through the following nine questions:	
1.	What role do you perform when interacting with EA/EIS Management Plan development processes?
2.	In that role, describe specifically how you interact with the EA/EIS Management Plan development processes.

Appendix A: Stakeholder Documentation

Stakeholder Interview Analysis
3. From your perspective: a. What are the strengths of the current plan development processes? b. What are the weaknesses of the current plan development processes? c. What opportunities do you see to improve the current plan development processes? d. What factors make the current plan development processes less effective?
4. Do the current EA/EIS Management Plan development processes provide all products, outcomes and work products you need from them? a. If not, what additional products, outcomes, or services would be of value to you?
5. In your opinion, are there any duplicative, unnecessary, or missing steps in the EA/EIS Management Plan development processes with which you interact? If so, please elaborate on your viewpoint.
6. In your interaction with the EA/EIS Management Plan development processes, do you have access to any tools that make the process less demanding? If so, please describe the tool and the manner in which you make use of it during your interaction with the process.
7. What are your major motivations (goals, constraints, mandates, etc...) for improving the EA/EIS Management Plan development processes?
8. What is your vision for the perfect EA/EIS Management Plan development process?
9. Is there anything else that you wish to add?

The analysis of responses from over fifty interviews in all categories was shown in Section 4.1.1.4.

Raw responses from the interview transcripts and additional documents regarding stakeholders are available on the Web at http://www.myinterior.doi.net/oepe/mpnblueprint/mbt_bvwp.htm. Note that no interviewees were identified by name or title, and that each interviewee was assigned a unique number for identification. They were, however, identified by Bureau to allow grouping of results by Bureau.

Lastly, the core team developed a stakeholder exchange diagram to graphically show the interchanges that occur among stakeholders as a management plan is being developed and delivered. The diagram (see Figure 35) illustrates an additional stakeholder, included to represent exchanges to and from the Federal Register.

Appendix A: Stakeholder Documentation

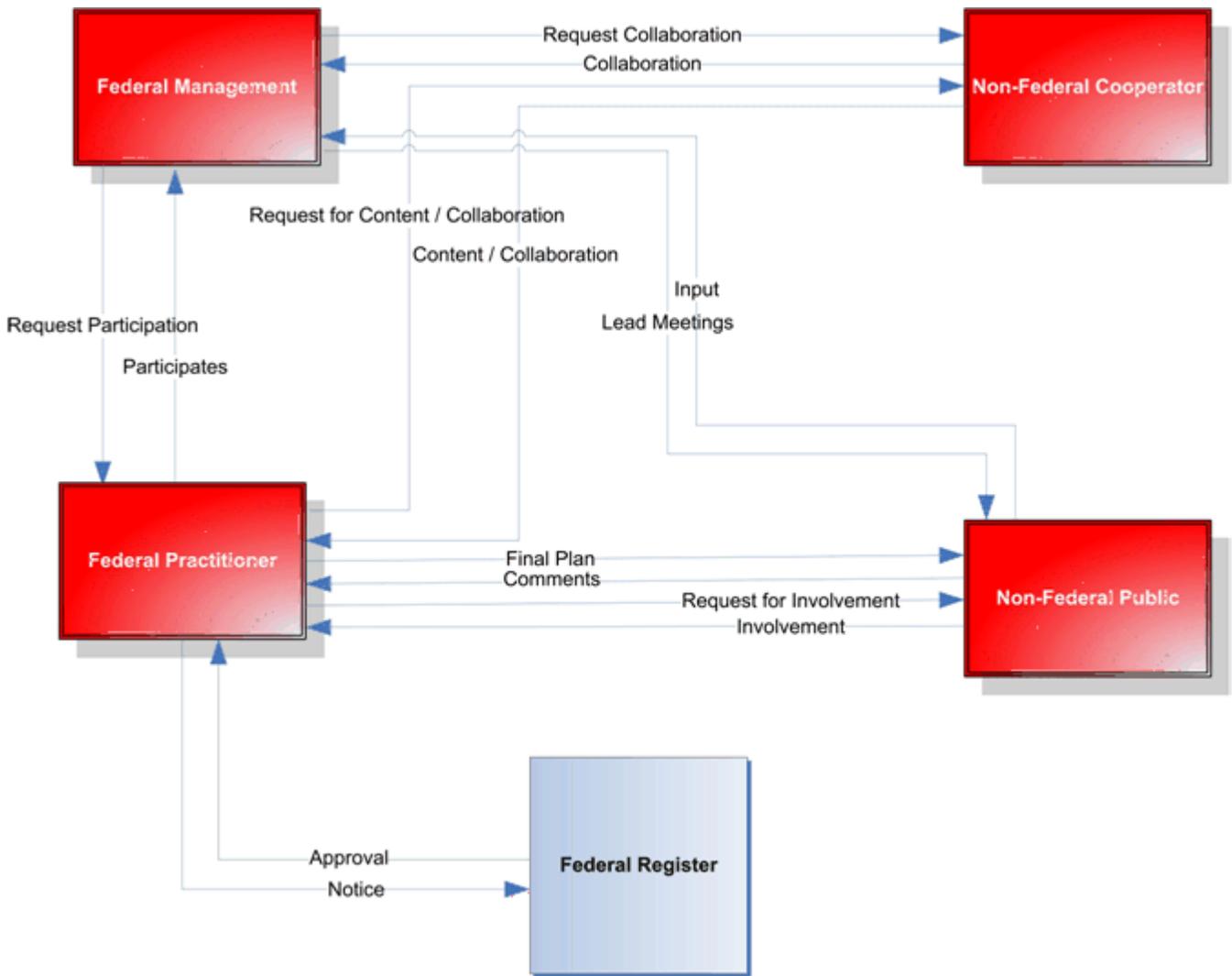


Figure 35: Stakeholder Exchange Diagram

Appendix B: Process Documentation

The diagrams were developed by conducting many interviews with Bureau subject matter experts. This content was modeled on “swim-lane” diagrams that not only illustrate individual Bureau processes across the horizontal swim-lane, but also feature vertical swim-lanes that represent the “commonalities” among the Bureau processes, as agreed upon by the blueprint core team.

Please note that this work was developed in two waves. Initially, an “As-Is” Business Process diagram was created at a high-level of abstraction (i.e., not much detail was modeled). Using this diagram as a guide, the next level of detail was modeled as a separate diagram, again including all Bureau detail in horizontal swim-lanes and cross-DOI commonalities in vertical swim lanes. The overview “As-Is” diagram was decomposed into six detailed process diagrams at the next level of detail. These detailed diagrams are included in this appendix.

Please note that the diagrams are not detailed enough to model each Bureau’s process exactly. Enough detail was examined to meet the requirement to find commonalities and differences, but not down to a specific task level. This type of work would be done during a Business Process Reengineering exercise, not during the development of a blueprint. In addition to the diagrams, the core team included tables that specifically cite commonalities and differences following the diagrams in this appendix.

Figure 36 demonstrates the DOI Management Planning and NEPA plan development processes by Bureau at an “overview” level of detail.

As-Is Business Process Diagrams

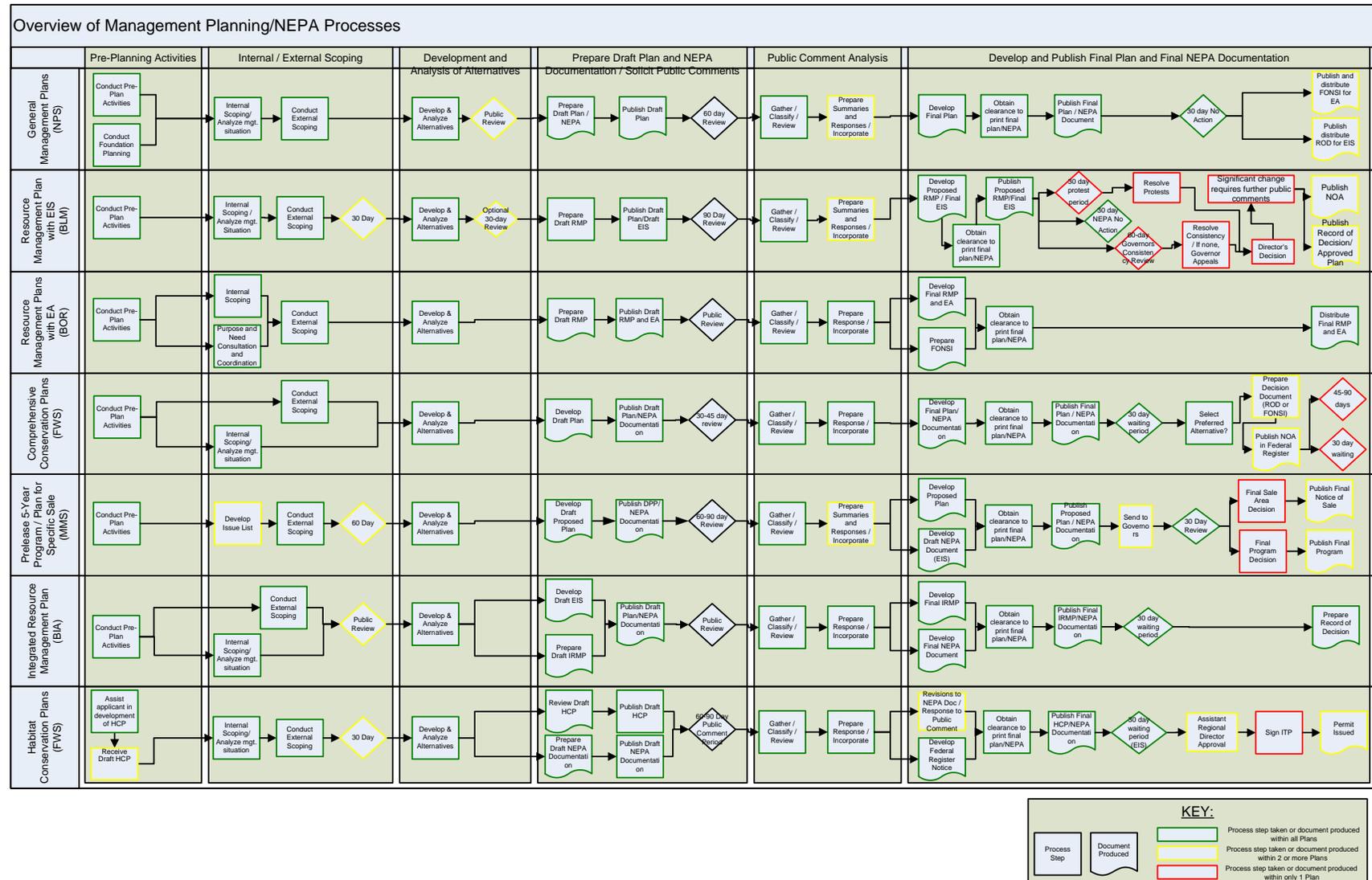


Figure 36: As-Is Overview of Management Planning/NEPA Processes

Appendix B: Process Documentation

Table 25, below, lists the more detailed process steps within the six top-level functional process areas in the overview figure:

Table 25: Detailed View of Six Management Planning Process Areas

Vertical Swim Lane – Functional Processes	Detailed Process Steps
Pre-Planning Activities	<ol style="list-style-type: none"> 1. Purpose 2. Inventory 3. Constraints 4. Consultations 5. Document Plan Framework 6. Review 7. Outreach 8. Approval
Internal / External Scoping	<ol style="list-style-type: none"> 1. Prepare 2. Internal Scoping 3. External Scoping 4. Consultations 5. Comments 6. Analysis
Development and Analysis of Alternatives	<ol style="list-style-type: none"> 1. Goals 2. Alternatives 3. Alternatives Analysis 4. Outreach 5. Feedback Analysis 6. Select
Prepare Draft Plan and NEPA Documentation / Solicit Public Comments	<ol style="list-style-type: none"> 1. Draft Plan 2. Internal Review 3. Publish 4. Solicit Public Comments
Public Comment Analysis	<ol style="list-style-type: none"> 1. Gather 2. Classify 3. Analysis 4. Develop Responses 5. Respond 6. Incorporate
Develop and Publish Final Plan and Final NEPA Documentation	<ol style="list-style-type: none"> 1. Draft Final Plan 2. Internal Review 3. Approval 4. Publish 5. No-Action period 6. Resolve 7. Publish

Figure 37 provides an illustration of the first detailed process decomposition of the “As-Is” DOI Management Planning and NEPA plan development processes for Pre-Planning Activities.

Appendix B: Process Documentation

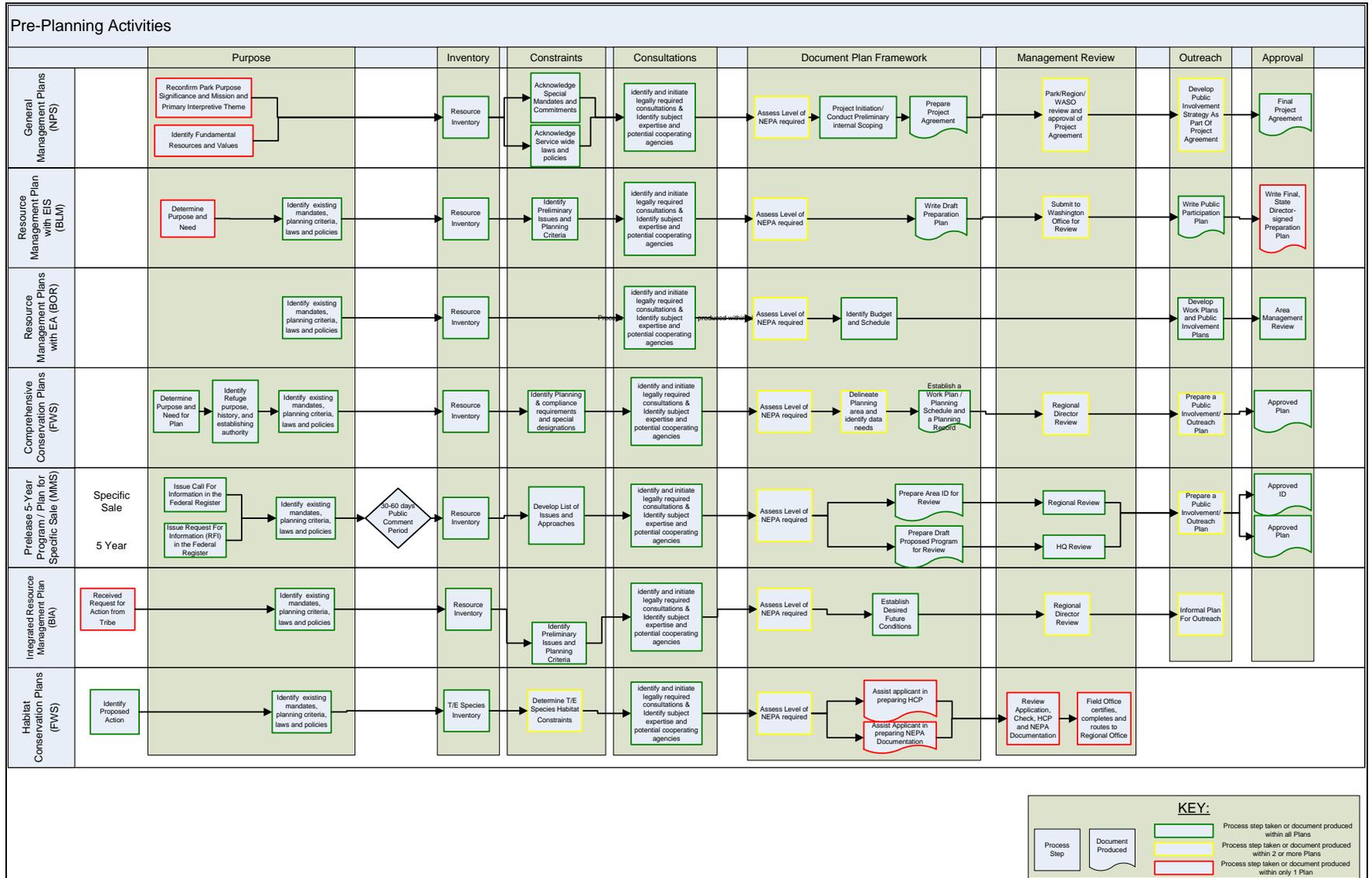


Figure 37: Pre-Planning Activities

Appendix B: Process Documentation

Table 26, below, lists the commonalities and differences between the Bureaus for this detailed process step decomposition:

Table 26: Commonalities and Differences - Conduct Pre-Plan Activities

1. Conduct Pre-Planning Activities	
Purpose	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus have pre-planning stages in which preliminary planning issues, as well as the Purpose and Need for the plan, are identified All Bureaus appear to go through a process of identifying budget and staff resources, schedule, needed skills, existing mandates, issues, opportunities, constraints, planning criteria, laws and policies 	<ul style="list-style-type: none"> BIA and FWS are the only Bureaus that indicated that their work can be initiated by an external entity MMS is the only Bureau that has a public comment period this early in the process
Inventory	
Commonalities	Differences
<ul style="list-style-type: none"> Every Bureau conducts a "Resource Inventory" activity 	<ul style="list-style-type: none"> No obvious differences identified
Constraints	
Commonalities	Differences
<ul style="list-style-type: none"> Each Bureau undertakes an activity where special mandates or circumstances are investigated and documented 	<ul style="list-style-type: none"> FWS (Permitting) has an activity where they assist in the development of the plan and NEPA documentation, logically where they are the consultant
Consultations	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus identify and initiate legally required consultations Identify subject expertise and potential cooperating agencies 	<ul style="list-style-type: none"> Only FWS assists applicant in preparing plan and NEPA documentation (Habitat Conservation Plan, HCP)
Document Plan Framework	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus establish project schedule, All Bureaus develop framework for planning project All Bureaus determine the level of NEPA required 	<ul style="list-style-type: none"> Each Bureau's document framework is called something different and may include different components
Review	
Commonalities	Differences
<ul style="list-style-type: none"> Each Bureau has a review before work begins on the plan. Most Bureaus (NPS, BOR, FWS, MMS, BIA) have a management review 	<ul style="list-style-type: none"> The reviews are conducted at different levels
Outreach	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus develop an outreach plan 	<ul style="list-style-type: none"> Not all agencies develop a formal outreach plan at this point
Approval	
Commonalities	Differences
<ul style="list-style-type: none"> Each Bureau (except BIA) has a review or sign off before work can begin on the plan 	<ul style="list-style-type: none"> Only BLM has a State Director approve the plan at this point

Appendix B: Process Documentation

Figure 38 shows the second detailed process decomposition of the “As-Is” DOI Management Planning and NEPA plan development process for Internal/External Scoping.

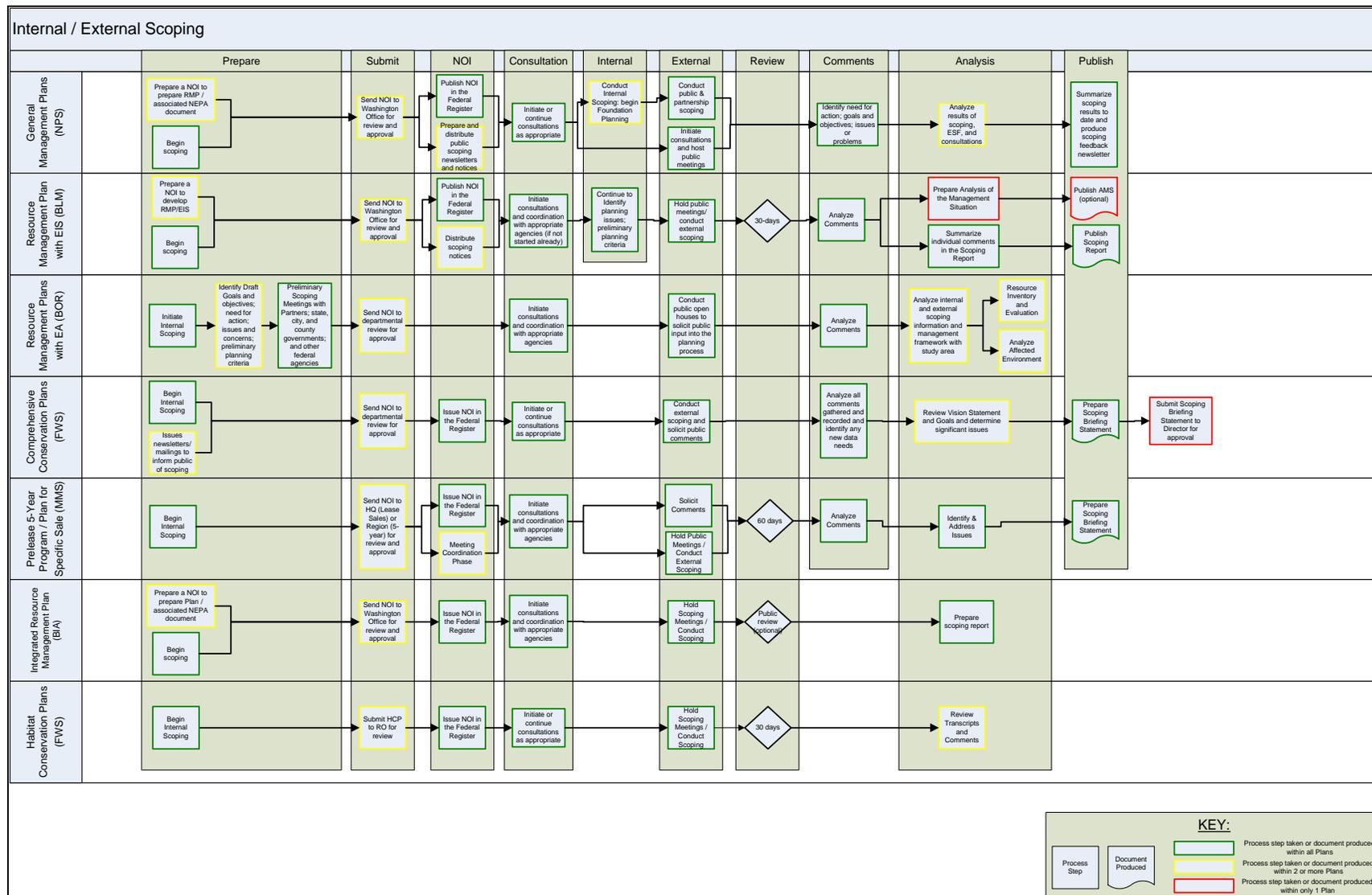


Figure 38: As-Is Internal/External Scoping

Appendix B: Process Documentation

Table 27 lists the commonalities and differences between the Bureaus for this detailed process step decomposition.

Table 27: Commonalities and Differences - Conduct Scoping

2. Conduct Scoping	
Prepare	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus begin the scoping activities by issuing a Notice of Intent to the Federal Register (if NOI is needed) All Bureaus conduct external scoping and solicit public comments at this stage of the process All Bureaus have an departmental review and approval before NOI is published (if NOI is needed) 	<ul style="list-style-type: none"> No major differences identified
Internal Scoping	
Commonalities	Differences
<ul style="list-style-type: none"> Each Bureau develops purpose, need and preliminary issues internally to a point prior to soliciting an external review for scope 	<ul style="list-style-type: none"> No major differences identified
External Scoping	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus generate Scoping notices and solicit public comments 	<ul style="list-style-type: none"> No major differences identified
Consultations	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus initiate or continue consultations as appropriate at this stage of the process 	<ul style="list-style-type: none"> No major differences identified
Comments	
Commonalities	Differences
<ul style="list-style-type: none"> 5 Bureaus (NPS, BLM, FWS, BIA and MMS) solicit public comments and summarize scoping results as well as summarize individual comments in the scoping report/briefing 	<ul style="list-style-type: none"> No major differences identified
Analysis	
Commonalities	Differences
<ul style="list-style-type: none"> No significant commonalities identified 	<ul style="list-style-type: none"> BLM develops Analysis of the Management Situation

Figure 39 shows the third detailed process decomposition of the “As-Is” DOI Management Planning and NEPA plan development process for As-Is Development and Analysis of Alternatives.

Appendix B: Process Documentation

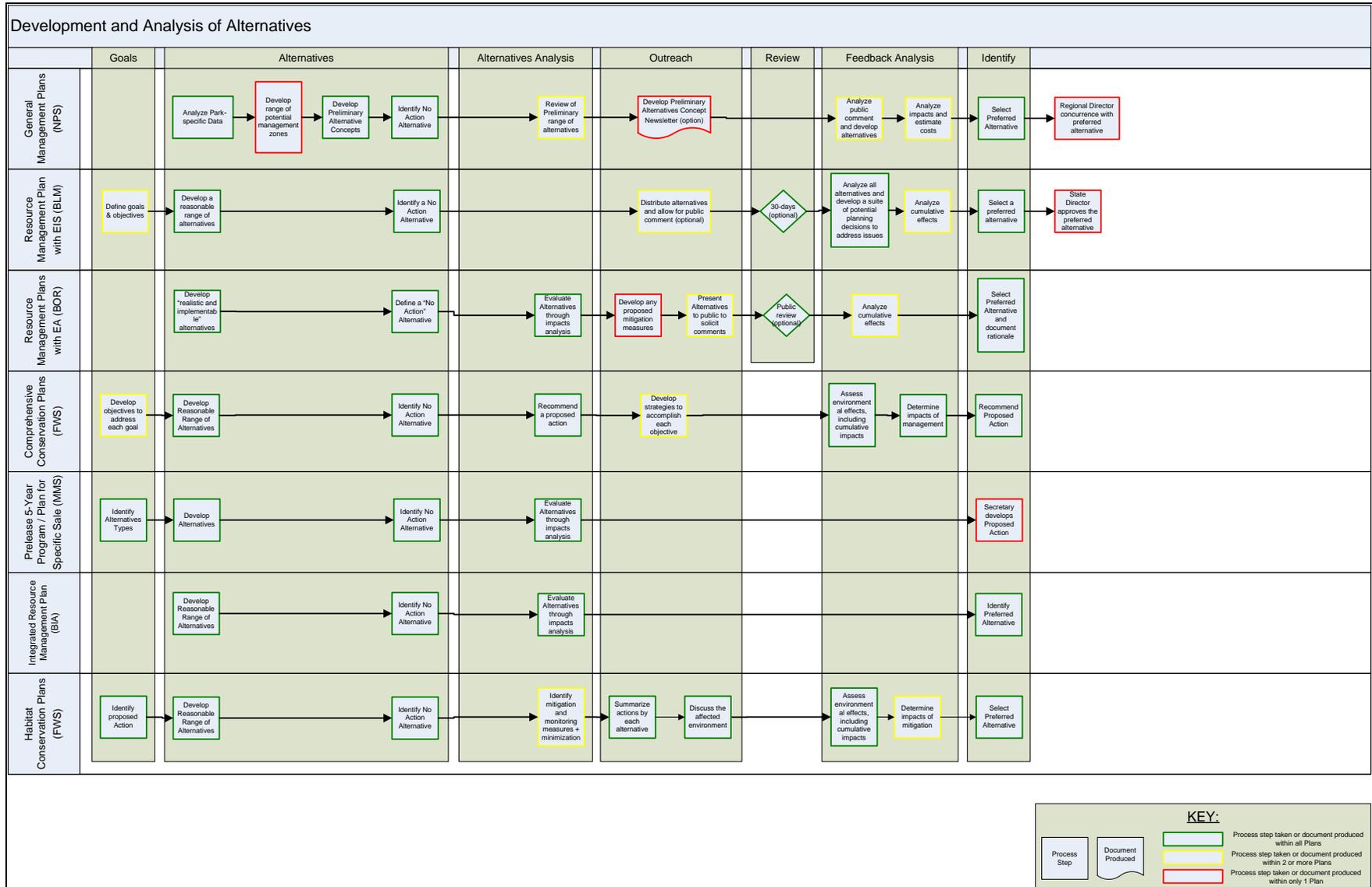


Figure 39: As-Is Development and Analysis of Alternatives

Appendix B: Process Documentation

Table 28, below, lists the commonalities and differences between the Bureaus for this detailed process step decomposition:

Table 28: Commonalities and Differences - Develop & Analysis of Alternatives

3. Develop & Analysis of Alternatives	
Goals	
Commonalities	Differences
<ul style="list-style-type: none"> • 3 Bureaus (BLM, FWS, MMS) define the desired goal and objectives for alternatives 	<ul style="list-style-type: none"> • 2 Bureaus (BIA, BOR) don't have a process step to identify the goals and objectives of the alternatives
Alternatives	
Commonalities	Differences
<ul style="list-style-type: none"> • All Bureaus develop a reasonable range of alternatives, as well as identify a "No Action" alternative (DOI NEPA requirements) 	<ul style="list-style-type: none"> • No significant differences identified
Alternatives Analysis	
Commonalities	Differences
<ul style="list-style-type: none"> • All Bureaus analyze impacts of alternatives (NEPA) • All Bureaus analyze cumulative effects as required by NEPA • All Bureaus develop proposed mitigation measures 	<ul style="list-style-type: none"> • 1 Bureau (NPS) conducts region review of preliminary alternatives
Outreach	
Commonalities	Differences
<ul style="list-style-type: none"> • All Bureaus develop, continue or initiate a public outreach strategy or effort • 3 Bureaus (NPS, BLM, BOR) allow public a chance to review and comment on a preliminary set of alternatives, of the 4, 2 (NPS and BLM) Bureaus view this step as optional 	<ul style="list-style-type: none"> • 1 Bureau (NPS) prepares a newsletter with preliminary alternatives concept - Optional • 2 Bureaus (BLM and BOR) distribute alternatives for public to review, as appropriate
Feedback Analysis	
Commonalities	Differences
<ul style="list-style-type: none"> • All Bureaus analyze impacts of alternatives (NEPA) • All Bureaus analyze cumulative effects as required by NEPA 	<ul style="list-style-type: none"> • 2 Bureaus (BLM, BOR) have a public review and subsequent analytical step after public review of alternatives as needed
Select	
Commonalities	Differences
<ul style="list-style-type: none"> • All Bureaus identify a preferred alternative or a proposed action 	<ul style="list-style-type: none"> • 2 Bureaus (NPS and BLM) must establish a Regional or State Director concurrence with preferred alternative

Figure 40 shows the fourth detailed process decomposition of the "As-Is" DOI Management Planning and NEPA plan development processes for Prepare Draft Plan and Draft NEPA Documentation/Solicit Public Comments.

Appendix B: Process Documentation

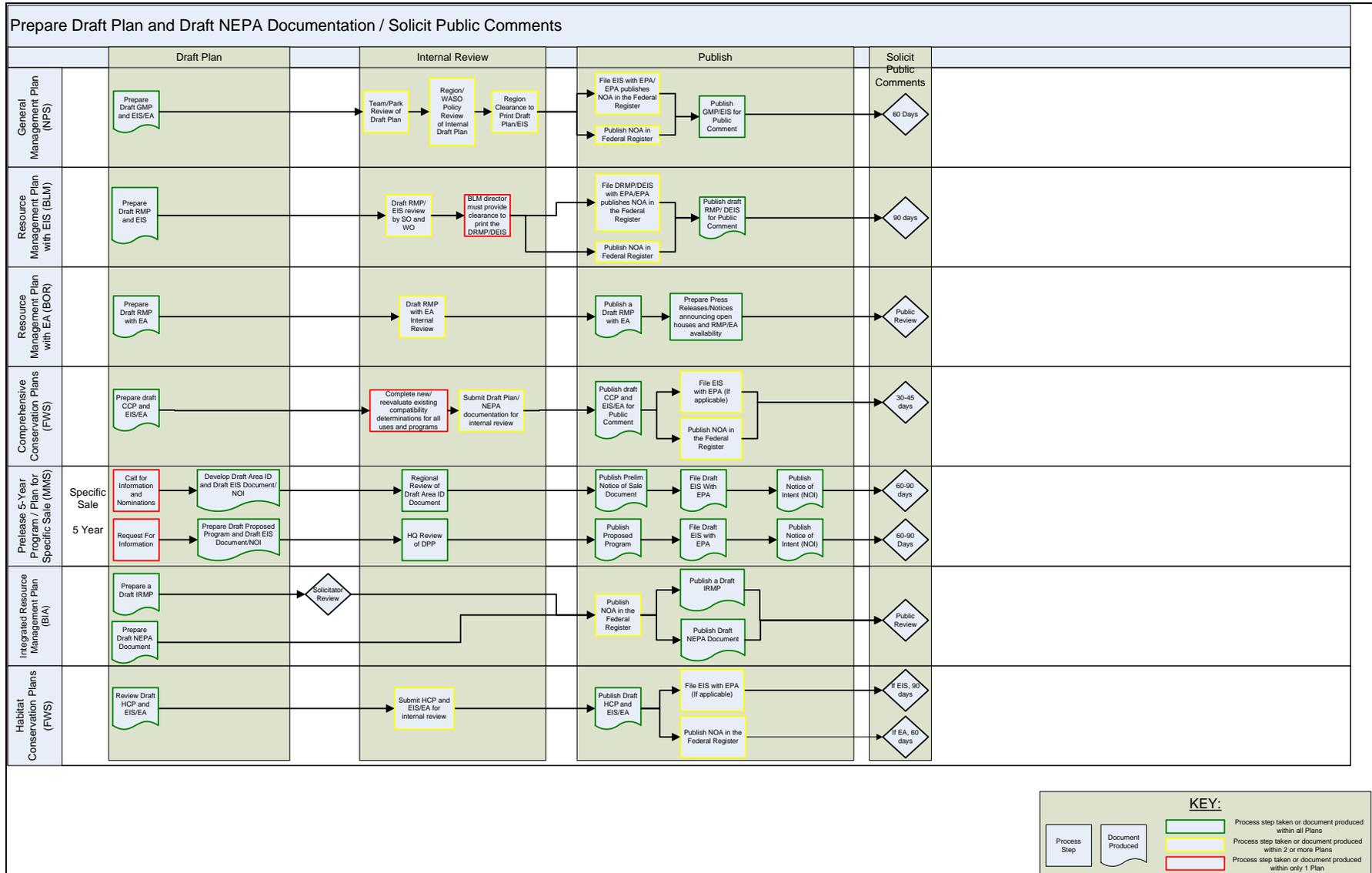


Figure 40: Develop Draft Plan and NEPA

Appendix B: Process Documentation

Table 29 lists the commonalities and differences between the Bureaus for this detailed process step decomposition.

Table 29: Commonalities and Differences - Develop Draft Plan

4. Prepare Draft Plan and NEPA Documentation / Solicit Public Comments	
Draft Plan	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus prepare a Draft Plan and Draft NEPA documentation (EIS or EA) 	<ul style="list-style-type: none"> No significant differences identified except that 3 Bureaus (BLM, NPS and BIA) do not prepare a separate NEPA document from the Management Plan (FWS and BOR are optional to combine the documents).
Internal Review	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus conduct a preliminary review of the draft plan/NEPA document before publishing and distributing to the public 	<ul style="list-style-type: none"> 1 Bureau (BLM) requires Director approval of Draft plan
Publish	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus file the EIS for the Draft Plan with EPA All Bureaus publish a Notice in the Federal Register announcing availability of EIS for the Draft Plan All Bureaus publish draft plan/NEPA Documentation and make available to the public 	<ul style="list-style-type: none"> No significant differences identified
Solicit Public Comments	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus have a public comment period that lasts a period of time (length varies) 	<ul style="list-style-type: none"> No significant differences identified

Figure 41 shows the fifth detailed process decomposition of the “As-Is” DOI Management Planning and NEPA plan development processes for Public Comment Analysis.

Appendix B: Process Documentation

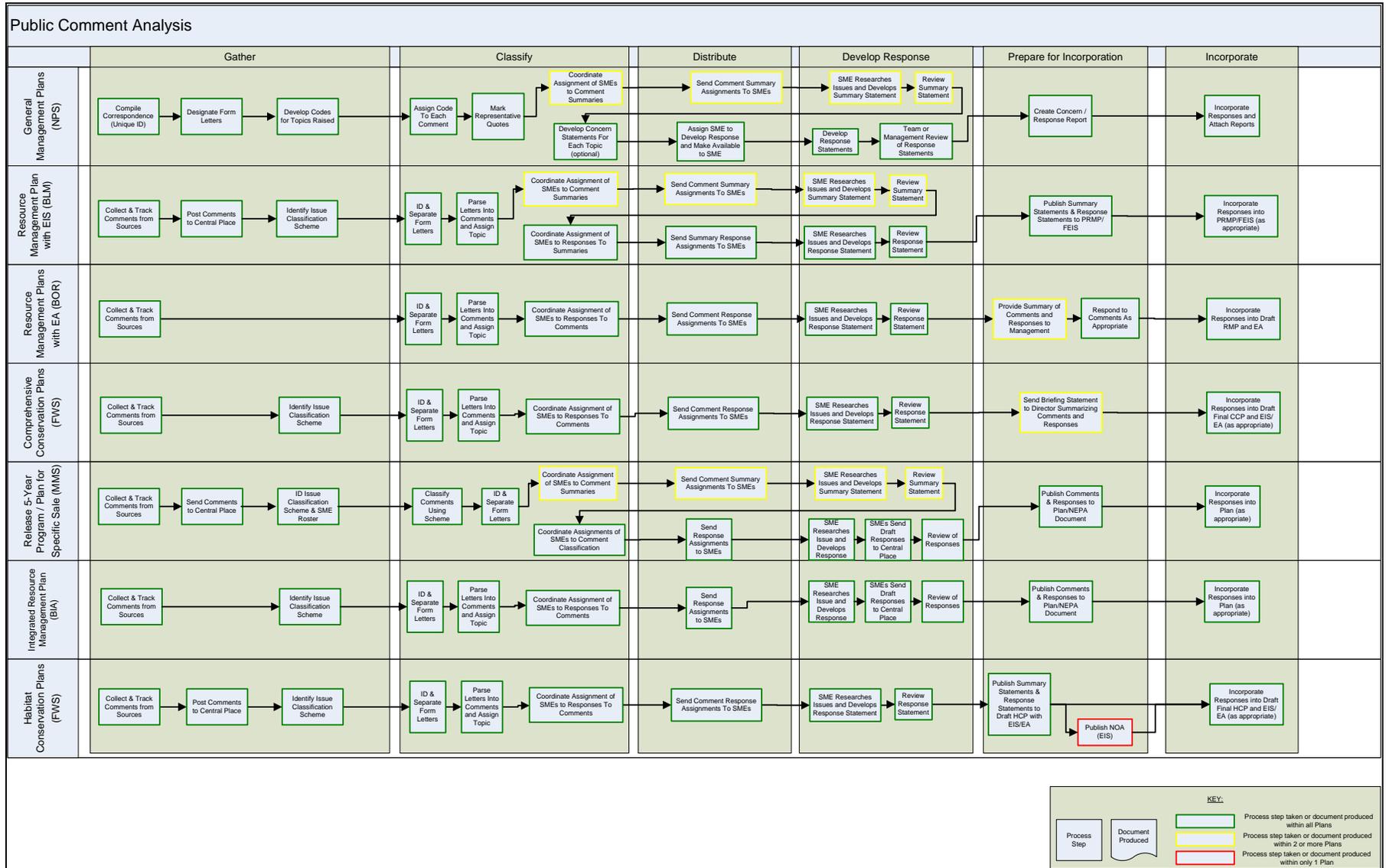


Figure 41: Public Comment Analysis

Appendix B: Process Documentation

Table 30 lists the commonalities and differences between Bureaus for this detailed process step decomposition.

Table 30: Commonalities and Differences - Public Comment Analysis

5. Public Comment Analysis	
Gather	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus collect comments and have some means for tracking the comments from the source All Bureaus create an issue classification scheme 	<ul style="list-style-type: none"> No significant differences identified
Classify	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus identify form letters All Bureaus assign SMEs to respond to comments All Bureaus create a summary statement for comment topics as appropriate 	<ul style="list-style-type: none"> No significant differences identified
Distribute	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus send comments to Subject Matter Experts (SMEs) for comment response 	<ul style="list-style-type: none"> No significant differences identified
Develop Responses	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus utilize SMEs to research and address comments All Bureaus develop responses to summary statements or comments 	<ul style="list-style-type: none"> No significant differences identified
Respond	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus summarize responses and comments for use in decision to incorporate changes in the document 	<ul style="list-style-type: none"> No significant differences identified
Incorporate	
Commonalities	Differences
<ul style="list-style-type: none"> All Bureaus incorporate responses into plan as appropriate 	<ul style="list-style-type: none"> No significant differences identified

Figure 42 shows the sixth detailed process decomposition of the “As-Is” DOI Management Planning and NEPA plan development processes for Develop and Publish Final Plan/Final NEPA Documentation.

Appendix B: Process Documentation

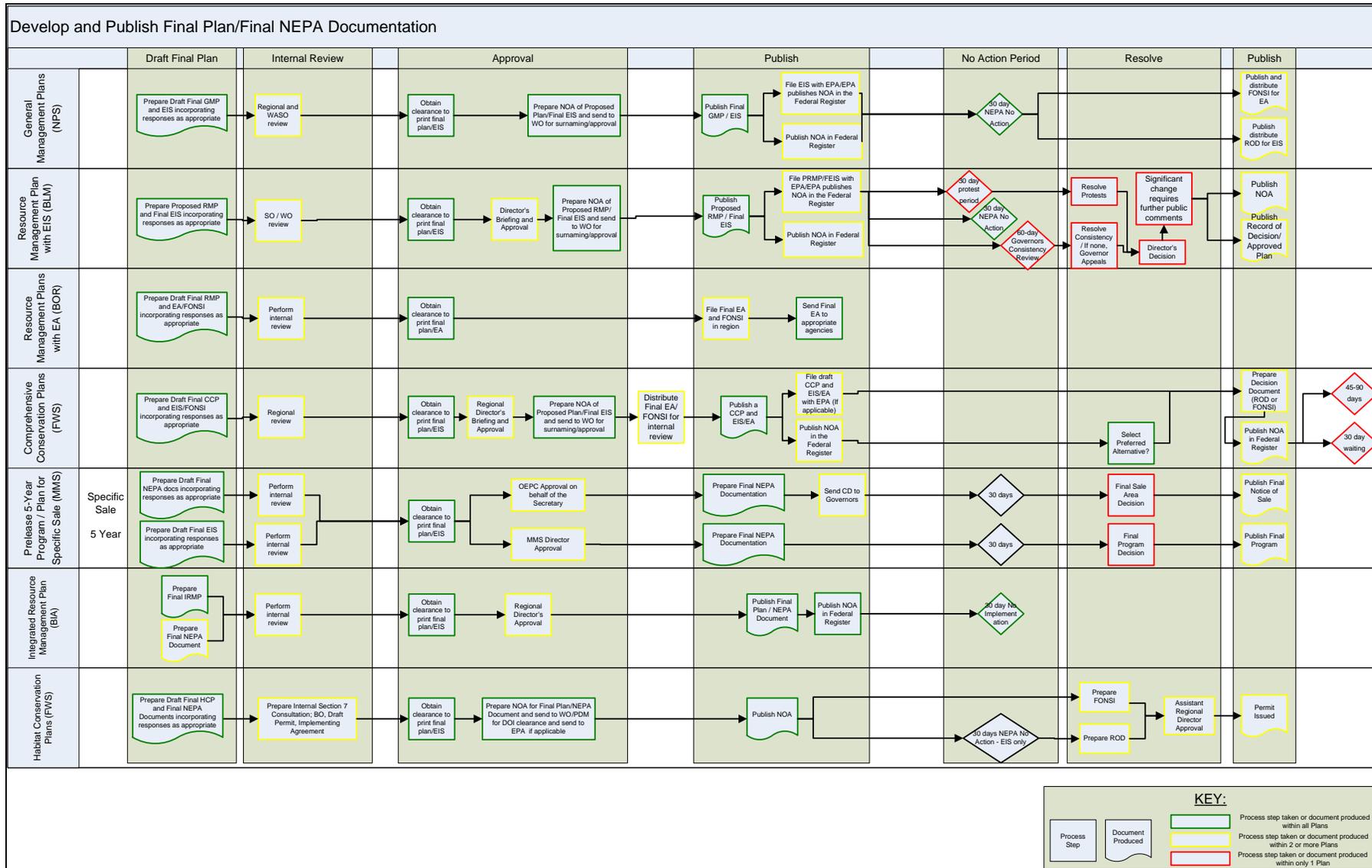


Figure 42: Develop and Publish Final Plan

Appendix B: Process Documentation

Table 31 lists the commonalities and differences between Bureaus for this detailed process step decomposition.

Table 31: Commonalities and Differences - Develop Final Plan/Final NEPA Documentation

6. Develop and Publish Final Plan and Final NEPA Documentation	
Draft Final Plan	
Commonalities	Differences
<ul style="list-style-type: none"> • See Draft Plan similarities • All Bureaus publish a Plan and either a Record of Decision for an EIS or a Finding of No Significant Impact (FONSI) for an EA • All Bureaus include summary statements (or complete comment) and responses in the final EIS 	<ul style="list-style-type: none"> • See Draft Plan differences
Internal Review	
Commonalities	Differences
<ul style="list-style-type: none"> • No significant commonalities identified 	<ul style="list-style-type: none"> • No significant differences identified
Approval	
Commonalities	Differences
<ul style="list-style-type: none"> • All Bureaus must acquire departmental approval to obtain a Clearance to file Final Plan (for EIS) 	<ul style="list-style-type: none"> • No significant differences identified
Publish	
Commonalities	Differences
<ul style="list-style-type: none"> • No significant commonalities identified 	<ul style="list-style-type: none"> • BLM publishes the PRMP/FEIS before the final RMP and ROD
No-Action period	
Commonalities	Differences
<ul style="list-style-type: none"> • For EIS, all Bureaus have a No-Action period after Final Plan is published (BLM has a 30 day protest period in addition). 	<ul style="list-style-type: none"> • 2 Bureaus (BLM and MMS) conduct a consistency review; BLM and MMS conduct this review with the Governor's Office
Resolve	
Commonalities	Differences
<ul style="list-style-type: none"> • No significant commonalities identified 	<ul style="list-style-type: none"> • 1 Bureau (BLM) conducts a protest period to allow the public (those who have standing) to submit protests on a proposed action.
Publish	
Commonalities	Differences
<ul style="list-style-type: none"> • No significant commonalities identified 	<ul style="list-style-type: none"> • BLM publishes the ROD after the protest resolution

Appendix C: Capability Maturity Matrix and Sequencing Plan

The Management Planning and NEPA Blueprint transition plan was developed using the core team’s vision for the products and services that the planning and NEPA business area should be delivering and maturing over a six-year project planning horizon. These time-sequenced products and services became tasks with one- to two-year durations in the transition plan. Blueprint recommendations are associated with these groups of tasks. These recommendations became higher level project descriptions in the transition plan. A related group of recommendations defined what was needed to address a blueprint finding.

Table 32 lists the core team’s list of products and services that the business area should deliver to stakeholders. Incorporated into each product or service is a level of maturity, characterized by an “L” followed by a number indicating the numerical level. L0 products and services represent the existing or current level of a product or services being provided (see column two). L1, L2 and L3 indicate increasing levels of maturity of the products and services over a 1-2, 3-4, and 5-6 year timeframes respectively. Each maturity level is then associated with a finding and a level. For example, the maturity level of F10L32 is the second maturity level item at Level 3 for Finding 10.

Table 32: Management Planning and NEPA Products and Services Maturity Matrix

		Capability Area
		F1: Plans Tied To Organizational Goals
F1L01	L0	Current DOI Strategic Plan doesn't represent planning activities.
F1L11	L1	Management Planning has links between DOI Strategic Plans and Bureau Operating Plans.
F1L21	L2	Management Planning feedback mechanisms are in place.
F1L22	L2	Planning processes are aligned with budget cycles.
F1L23	L2	Planning costs are benchmarked for sufficient staffing and resource allocation.
F1L24	L2	Planning processes are tied to Bureau operating plan goals/objectives and feedback (e.g., Environmental Management Systems (EMS)).
		F2: Management of Planning and NEPA Projects
F2L01	L0	Subject expertise and historical knowledge are acquired through personal interaction in limited circumstances.
F2L02	L0	The Bureaus have variable capability for plan development readiness including insufficient funding, data availability and staff expertise.
F2L03	L0	In some Bureaus, matters of schedule and budget are left to specific offices to resolve.
F2L04	L0	The Bureaus have varied availability and use of plan templates and there is no current department template.
F2L05	L0	Bureau templates are available for land use plan documents but their use is not enforced.
F2L06	L0	Bureaus inconsistently use individual Bureau manuals/guidebooks that are available.
F2L07	L0	State-level or regional-level guidance may be available but may be inconsistent with agency guidance.
F2L11	L1	Establish a cross-Bureau team to identify a prioritized list of knowledge management requirements for lessons learned, prior knowledge and best practices for planning activities. Knowledge management is the capturing, organizing, and storing of knowledge and experiences of individual workers and groups both within and outside an organization and making this information available to others in the organization.

Appendix C: Capability Maturity Matrix and

F2L12	L1	To improve plan development readiness, Bureaus develop and implement organizational strategies for improvement that identify and address major readiness bottlenecks.
F2L13	L1	Individual Bureaus develop discretionary Bureau-wide plan formats or adapt formats from another Bureau.
F2L14	L1	Ensure common guidelines for each Bureau are developed, if not already available, and that they are applied consistently.
F2L15	L1	Bureau guidance is available in a central location and is accessible.
F2L21	L2	Knowledge management system is in place for planning activities from all Bureaus. Lessons learned: acquired knowledge from the planning process and best practices are available from this system. A knowledge management system captures, organizes, and stores the knowledge and experiences of individual workers and groups both within and outside an organization and makes this information available to others in the organization.
F2L22	L2	A NEPA documentation template sharing mechanism is available for all offices.
F2L31	L3	A geo-referenced index of best practices is available from all Bureaus.
F2L32	L3	Shared templates with comprehensive content are used at all Bureaus. The templates are configurable on a project-by-project basis to include only the content applicable to the project.
		F3: Conduct Scoping and Develop/Assess Alternatives
F3L01	L0	Planning requirements are determined at Bureau office level.
F3L02	L0	Some Bureau planning efforts are too broadly scoped.
F3L11	L1	Enhanced NEPA training is available for planning staff (writing, project management, NEPA requirements). Project management is defined as a systematic process of initiating, planning, executing, controlling and closing a project.
F3L12	L1	Comprehensive electronic file of affected stakeholders is available; adequate comment period is allowed; transparency is assured through adequate public involvement.
F3L13	L1	Emphasis is on developing SMEs for Interdisciplinary Teams (IDTs). Feasibility criteria are developed for screening alternatives.
F3L21	L2	Experienced staff is selected as Interdisciplinary Team (IDT) leaders.
F3L22	L2	Scoping and alternatives are based on sound understanding of purpose and need for proposed project.
F3L23	L2	Alternatives are based on IDT/SME experience, stakeholder input and adherence to national guidelines (where applicable).
F3L24	L2	Bureaus develop state-of-the-art analytical techniques.
F3L31	L3	Develop stronger socio-economic and cumulative effects analysis.
F3L32	L3	Automated system in place (or under development) to access data DOI-wide to facilitate development of alternatives, e.g. electronic library of existing resource management data, ability to analyze comments electronically.
F3L33	L3	Ability to review historical environmental documents for lessons learned.
		F4: Resource Coordination
F4L01	L0	Project success often depends on skills and experience of the project team.
F4L02	L0	Staff time to create management plans is reallocated from usual work with primary tasks being delayed.
F4L11	L1	Provide mentors for the planning teams.
F4L12	L1	Increase use of shared data (electronic libraries) and document development templates.
F4L13	L1	Planning costs are benchmarked for sufficient staffing and resource allocation.
F4L14	L1	Adequate project management training is provided for planning staff. Project management is defined as a systematic process of initiating, planning, executing, controlling and closing a project.
F4L15	L1	Increase use of cooperating agency/joint plan development fostering shared resources (staff expertise, funding and data).
F4L16	L1	Subject Matter Experts assigned as Integrated Development Team leaders/mentors.
F4L17	L1	Bureaus create internal controls to facilitate greater sharing of existing data for contract resources and Bureau management (e.g. increased use of cooperating agency status and joint plan development).

Appendix C: Capability Maturity Matrix and

F4L21	L2	A geo-referenced index of previous and current planning efforts including key DOI-wide project team contacts is available from all Bureaus.
F4L22	L2	A geo-referenced index of previous and current planning efforts including key DOI-wide project team contacts is available from all Bureaus.
F4L23	L2	Develop a needs analysis for virtual planning teams.
F4L31	L3	Automated process is in place for document review / surname / approval.
F4L32	L3	Plan for adequate teleconferencing facilities to allow better communication among planning team members working from different duty stations.
F4L33	L3	Standardized planning approaches are available to all Bureaus fostering development of sound, legally and scientifically defensible documents.
F4L34	L3	Efficient planning process with built-in flexibility; responsive to current needs based on an adaptive management model.
F4L35	L3	Increased emphasis on collaborative and landscape level planning.
F5: Document Management and Review		
F5L01	L0	Offices create documents using word processing software.
F5L02	L0	Files are managed/maintained on either hard drives of users or on shared drives available only by users with permission.
F5L03	L0	Versioning of documents are not tightly controlled.
F5L04	L0	Content of documents are stored in files such as MS Word or MS Excel and are not readily available for reuse in other documents or easily found through search of Bureau documents.
F5L05	L0	Files in shared drives contain multiple versions of documents, many of which are working drafts not ready for approval and publication.
F5L06	L0	Content is difficult to find and scattered among different locations.
F5L07	L0	There are inconsistencies in the sequence and structure of information across similar documents makes content more difficult for readers to understand.
F5L08	L0	Document review is a manual process.
F5L11	L1	Offices create documents for a management plan and store them in a repository available to all employees within Bureaus.
F5L12	L1	Provide ability to automatically sort, manage and compile internal editorial document comments.
F5L13	L1	Establish internal Bureau controls to ensure that documents are thoroughly and carefully reviewed by editors to ensure plain, clear and defensible language; wording can be understood by the public; redundant content is removed; language and structure of the document is in a common voice.
F5L21	L2	Documents are continually updated and maintained over time in a repository and are organized at the program (ex. Planning), portfolio (ex. Arizona), and project level (x plan/EIS).
F5L22	L2	Users are able to easily locate content tagged with key terms to be able to reuse that content in other documents.
F5L23	L2	Provide ability to electronically review draft plan throughout the development process; make the draft plan accessible by multiple parties within the organization.
F5L31	L3	All Bureaus use a content management system to develop and maintain management plans. More ways of tracking document progress and completion are available. Content management is defined as the process of acquiring, collecting, authoring/editing, tracking, accessing, and delivering digital information - both structured content (inherently digital) and unstructured content (scanned / digitized). The content can include financial data, records, geospatial data, resource inventory, imagery, historical planning data, plan comments, or other types of digital information.
F5L32	L3	Internal users are able to review geospatial data, mark up content, and make comments as part of internal review processes.
F6: Document / Notice Approval		
F6L01	L0	The process for submittal, review and approval of Federal Register Notices and briefing materials by multiple levels of management in the Bureaus and the DOI is labor-intensive and slow (e.g. E-mail, hard copy, etc.).

Appendix C: Capability Maturity Matrix and

F6L02	L0	Redundant Federal Register Notices (one for Bureau, one for EPA) are published to kick off the public comment period.
F6L11	L1	Develop recommendations for consolidating the Federal Register Notice process.
F6L12	L1	Multiple reviews and approvals could be consolidated.
F6L13	L1	Criteria should be developed for approval of documents.
F6L14	L1	Develop requirements and plan for an automated IT system that will speed up the review / approval process.
F6L21	L2	Implement plans to consolidate the Federal Register Notice process for Environmental Impact Studies (by changing DOI and Bureau policies) so that only one Federal Register Notice publication is necessary and to consolidate multiple reviews and approvals. Feed results back into requirements for the automated IT system.
F6L31	L3	Provide an electronic approval / signature process, automated numbering and routing of documents through workflow to the next management person assigned to review.
		F7: Document Publish
F7L01	L0	Desktop publishing in multiple formats (e.g., web, paper, CD) is labor intensive.
F7L11	L1	Provide the ability to publish plan documents on CD, print and the Internet in an automated manner.
F7L21	L2	Negotiate an agreement to electronically file NEPA documents with the EPA.
F7L31	L3	Implement a Content Management System (CMS) to facilitate document publication in multiple formats. A content management system automates the process of acquiring, collecting, authoring/editing, tracking, accessing, and delivering digital information - both structured content (inherently digital) and unstructured content (scanned / digitized). The content can include financial data, records, geospatial data, resource inventory, imagery, historical planning data, plan comments, or other types of digital information. BLM Suggestion: Implement a Content Management System (CMS) to facilitate document publication in multiple formats. Content management system (CMS): system for the creation, modification, archiving and removal of information resources from an organized repository. Includes tools for publishing, format management, revision control, indexing, search and retrieval.
		F8: Public Outreach and Comment Analysis
F8L01	L0	Public outreach is conducted in a variety of ways.
F8L02	L0	Mail lists are often managed by specific offices and are commonly out of date.
F8L03	L0	Bureaus have decentralized and disparate collection means including web site forms, e-mail responses, and redundant systems for comment collection.
F8L04	L0	The review process used to break each correspondence into comments is labor intensive.
F8L11	L1	Conduct customer service surveys to obtain feedback on preferred method of public involvement.
F8L12	L1	Mail lists will be periodically updated.
F8L13	L1	Comments are collected directly into a database.
F8L14	L1	Semi-automate the ability to search for, sort and track issues for response.
F8L21	L2	Customer service survey results will be compiled electronically and analyzed and recommendations made.
F8L22	L2	Automate mail lists to the extent practical.
F8L23	L2	Provide sophisticated comment processing, analysis and responses to all planning teams.
F8L24	L2	Automate comment analysis to easily pinpoint form letters.
F8L25	L2	Provide ability to formulate concerns, summary statements and responses.
F8L31	L3	Implement customer service survey recommendations.
F8L32	L3	The capability is available for external users to review geospatial data, mark up content, and make comments as part of external review processes.
F8L33	L3	Provide retrieval and reuse of comment responses.
		F9: Project Close-out

Appendix C: Capability Maturity Matrix and

F9L01	L0	Assembling all relevant documents for project close-out is a manual process.
F9L02	L0	Systematic plan development knowledge transfer for future use (e.g., lessons learned, planning context) is lacking.
F9L11	L1	Develop a systematic method to capturing lessons learned and planning context.
F9L21	L2	An automated records management system is in place to transfer records to NARA.
F9L31	L3	Once the ROD is signed, the management plan is available and is used consistently to guide agency decisions.
F9L32	L3	Provide automated submission of ROD to all governing bodies.
F10: Tool Support		
F10L01	L0	Geospatial Variable geospatial analysis capability, data availability, usability, and management sophistication; few agency data standards; lack of repeatable geospatial analysis processes in some cases. Some offices don't use geospatial at all because of funding, staffing or need. Decision Support Limited applications of predictive models for land use planning; early stages of development. A decision support system is defined as an automated IT system which allows users to search comprehensive stores of data for specific information critical to making management decisions.
F10L02	L0	Geospatial Variable geospatial analysis capability, data availability, usability, and management sophistication; few agency data standards; lack of repeatable geospatial analysis processes in some cases.
F10L03	L0	Geospatial Some offices don't use geospatial at all because of funding, staffing or need.
F10L11	L1	Decision Support: Decision Support Tools are used by some offices.
F10L12	L1	Decision Support: Inventory available decision support tools (Federal and non Federal) and engage further development to support alternative development, impact analysis as well as cumulative impacts.
F10L21	L2	Geospatial: Develop specific data standards for land use planning to address scale issues across administrative and political boundaries.
F10L22	L2	Geospatial: Bureaus improve geospatial capabilities to use GIS for geospatial analysis as well as for producing maps.
F10L23	L2	Decision Support: Support further development of decision support tools to support alternatives development and impact analysis as well as cumulative impacts.
F10L31	L3	Geospatial: Implement specific data standards for land use planning to address scale issues across administrative and political boundaries.
F10L32	L3	Decision Support: Decision Support Tools will be available to all offices to support alternatives development and impact analysis as well as cumulative impacts.

Note that, although the core team developed the products and services maturity matrix in the context of planning and NEPA at the enterprise DOI level, individual Bureaus have different scopes and scales that must be taken into account as the transition plan begins to deploy. For example, Figure 43 shows that the six Bureaus with significant management planning workloads have different individual needs for IT system automation of the planning process steps.

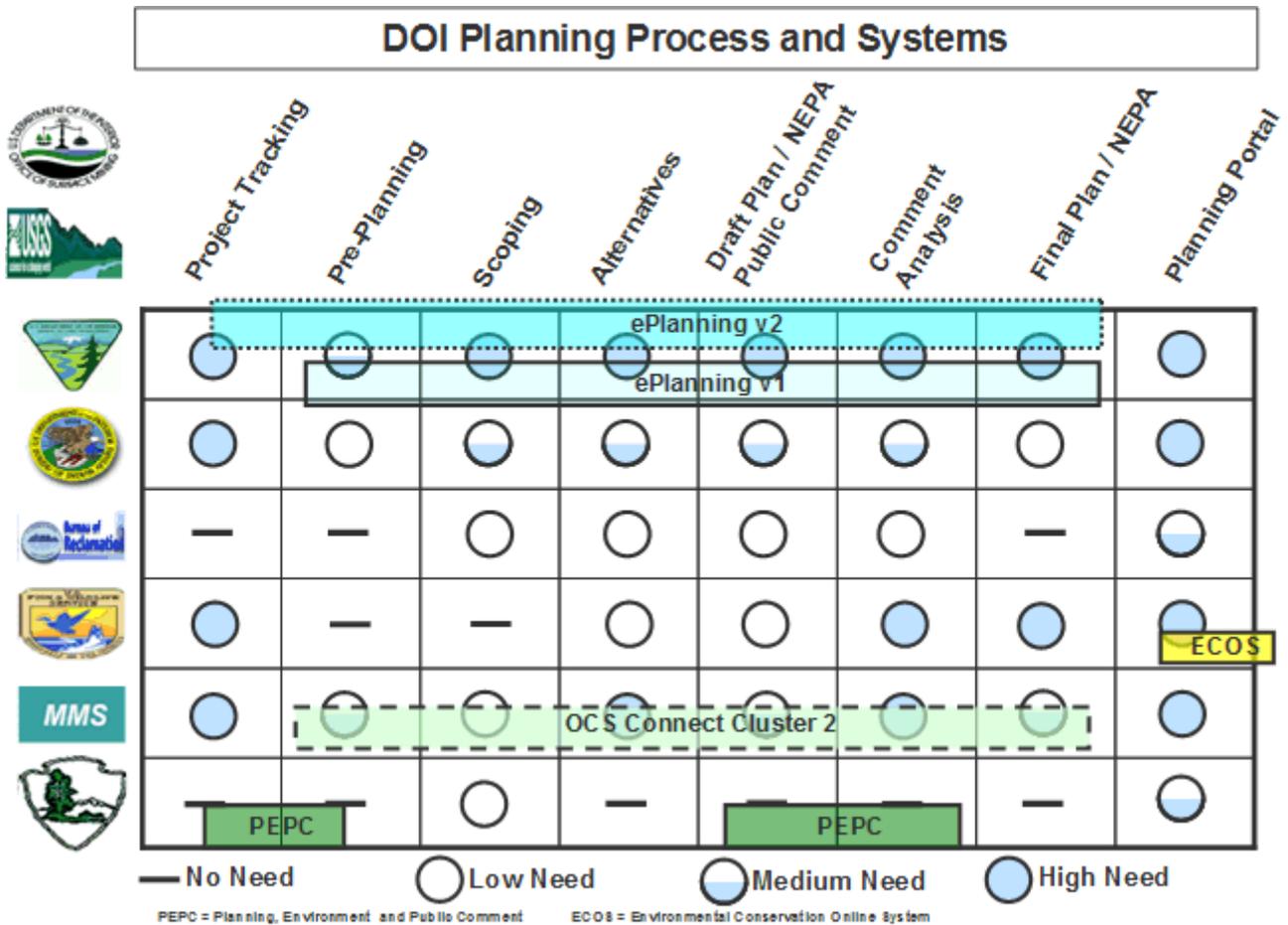


Figure 43: Management Planning and NEPA IT System Automation Needs and Gaps By Bureau

Blueprint Sequencing Plan

Combining the findings, recommendations and maturity level tasks together with durations yields the sequencing plan shown below in Figures 40 through 45. The elements of the plan have been prioritized by the core team to emphasize the high priority elements of the plan. This means that lower-priority items have either been dropped from the transition plan, or are starting later in the plan to reflect their lesser importance. High priority recommendations have been color coded for easy identification.

Appendix C: Capability Maturity Matrix and

ID	Task Name	Duration	2007	2008	2009	2010	2011	2012
1	Cross-DOI Planning Program Recommendation: Establish a senior management steering committee to own the Management Planning and NEPA business area for implementation of blueprint recommendations.	1040 days						
2	IP1: Develop Enterprise-level capabilities.	208 wks						
3	IP2: Implement the recommendations at the similarity level.	208 wks						
4	IP3: Configure the implementations to accommodate Bureau differences.	208 wks						
5	IP4: Recognize individual Bureau mandates and regulations.	208 wks						
6	IP5: Ensure that IT Systems enable the modular use of major pieces of functionality.	208 wks						
7	IP6: To the extent possible, share data and IT solutions among and within Bureaus, don't replicate.	208 wks						
8	IP7: Use findings and recommendations to establish the MPNB implementation team charter.	208 wks						
9	F1: The DOI Strategic Plan does not recognize the role of management planning and NEPA in the achievement of DOI goals and objectives.	1740 days						
10	F1R1: Develop the link between the DOI Strategic Plan goals and management plans / NEPA outcomes.	1040 days						
11	F1L11: Management Planning has links between DOI Strategic Plans and Bureau Operating Plans.	104 wks						
12	F1L21: Management Planning feedback mechanisms are in place.	104 wks						
13	F1R2: Tie the planning process to Bureau operating plan goals and budget cycles.	1040 days						
14	F1L22: Planning processes are aligned with budget cycles.	208 wks						
15	F1L23: Planning costs are benchmarked for sufficient staffing and resource allocation.	208 wks						
16	F1L24: Planning processes are tied to Bureau operating plan goals/objectives and feedback (e.g., Environmental Management Systems (EMS)) .	208 wks						
17	F1R3: Require that management plans / NEPA documents generally identify the relationship to DOI Strategic Plan goals.	104 wks						
18	F2: The Bureaus have varying capabilities for plan development and management sometimes threatening mission accomplishment.	1745 days						
19	F2R1: Develop a consistent process to identify needed and available resources prior to plan initiation.	520 days						
20	F2L12: To improve plan development readiness, Bureaus develop and implement organizational strategies for improvement that identify and address major readiness bottlenecks.	104 wks						
21	F2R2: Develop, make accessible and use discretionary Bureau-wide plan templates and guidance. Or adapt templates from another Bureau.	1560 days						
22	F2L13: Individual Bureaus develop discretionary Bureau-wide plan formats or adapt formats from another Bureau.	104 wks						
23	F2L14: Ensure common guidelines for each Bureau are developed if not already available and that they are applied consistently	104 wks						
24	F2L15: Bureau guidance is available in a central location and is accessible.	104 wks						

Figure 44: Page 1 of Sequencing Plan

Appendix C: Capability Maturity Matrix and

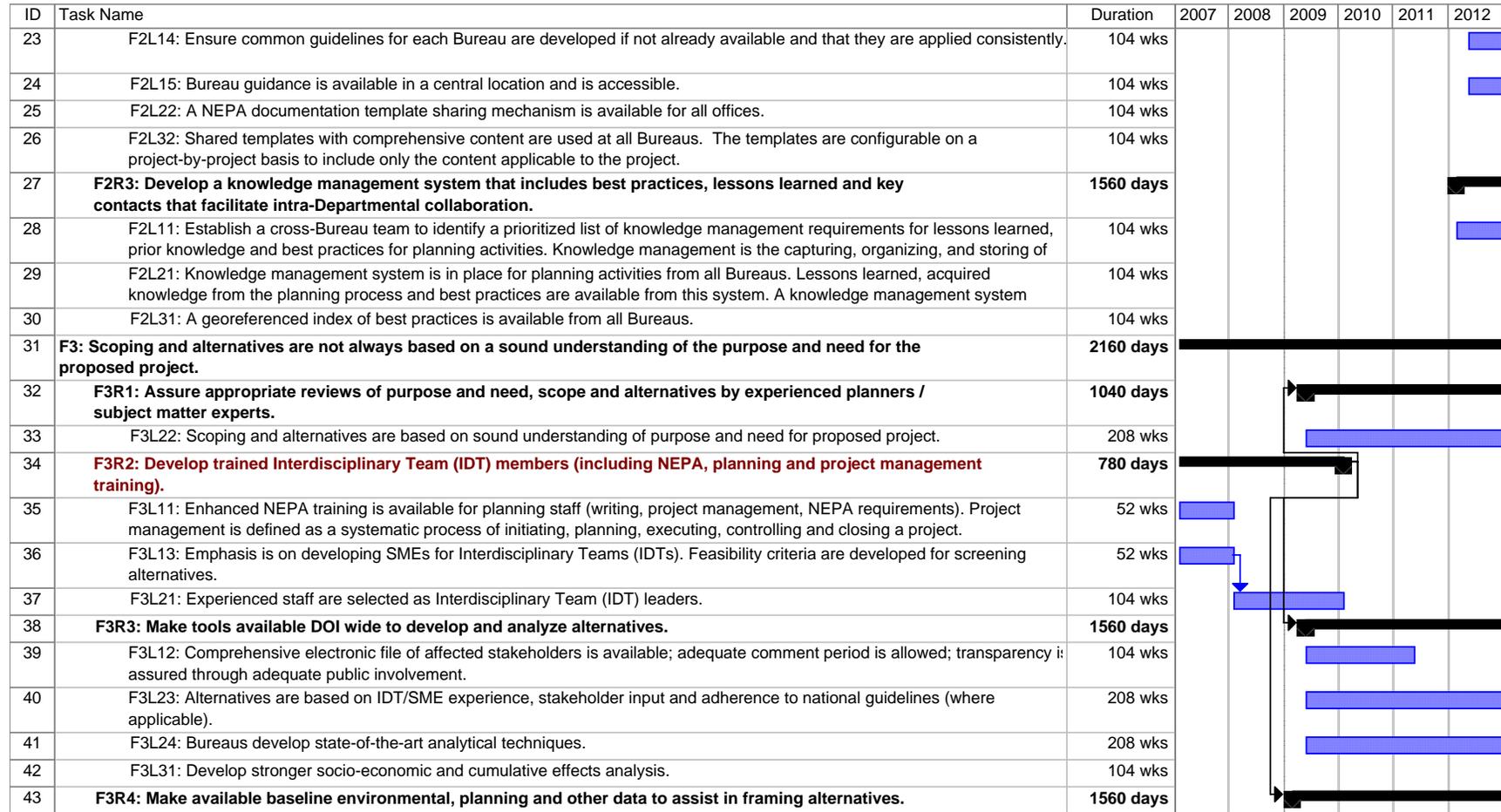


Figure 45: Page 2 of Sequencing Plan

Appendix C: Capability Maturity Matrix and



Figure 46: Page 3 of Sequencing Plan

Appendix C: Capability Maturity Matrix and



Figure 47: Page 4 of Sequencing Plan

Appendix C: Capability Maturity Matrix and

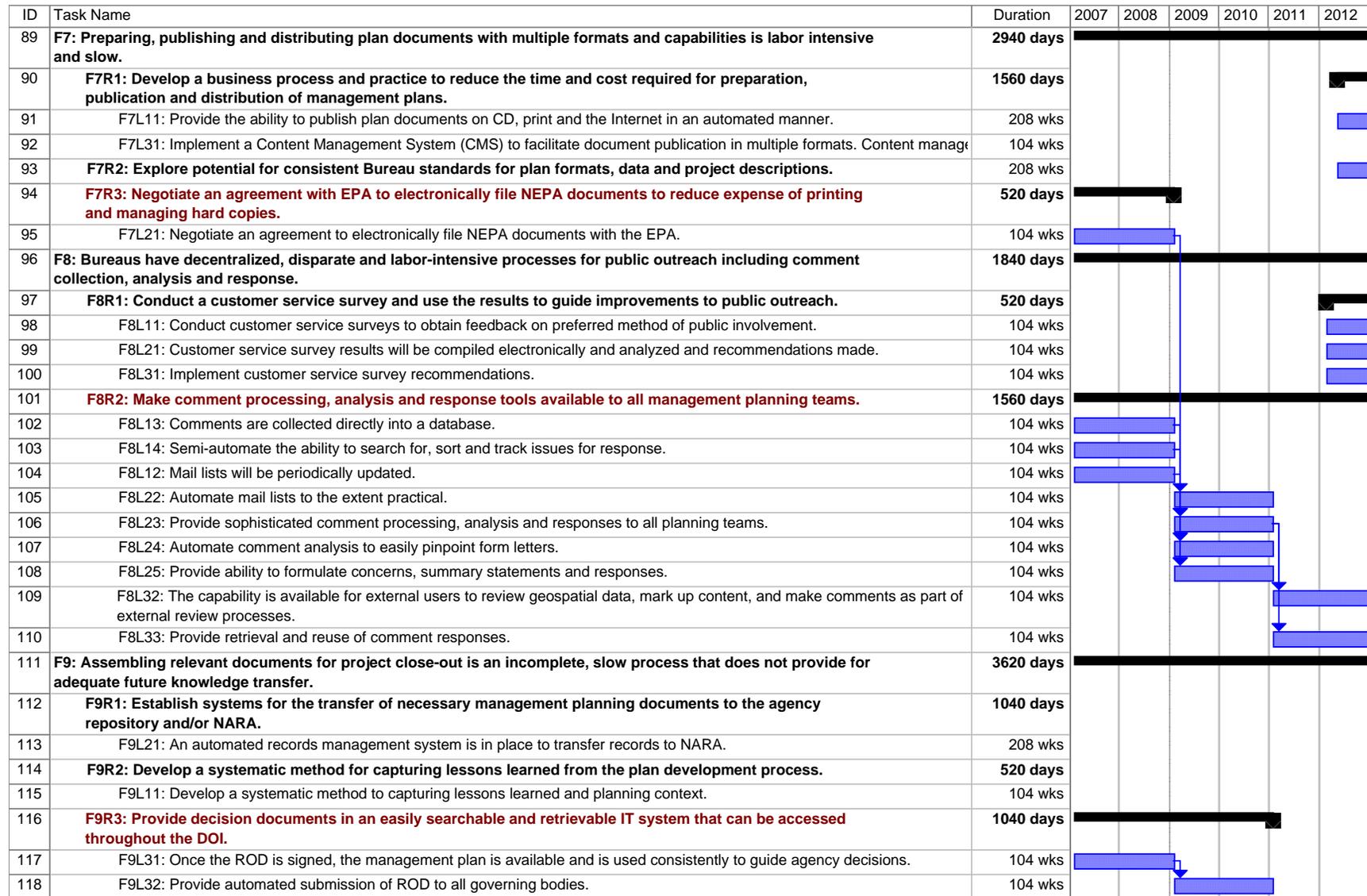


Figure 48: Page 5 of Sequencing Plan

Appendix C: Capability Maturity Matrix and

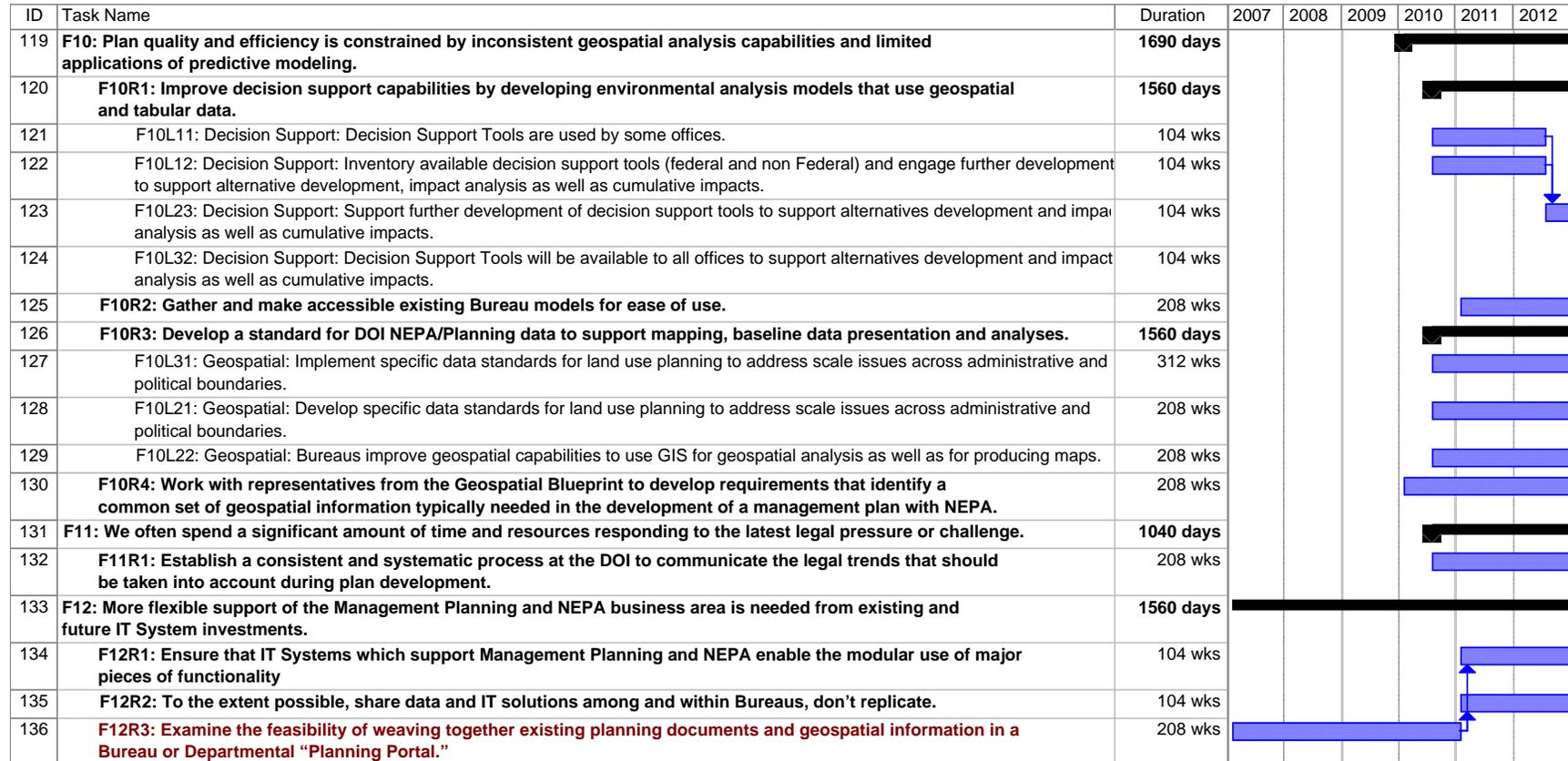


Figure 49: Page 6 of Sequencing Plan

Appendix D: Architectural Assessments

Business Reference Model

DOI's Business Reference Model (BRM) provides an organized, hierarchical construct for describing the day-to-day business operations. While many models exist for describing organizations (organizational charts, location maps, etc.) this model presents the business using a functionally driven approach. The BRM (see Figure 50) is the first layer of the Federal Enterprise Architecture (FEA) and is the main viewpoint for the analysis of data, service components, and technology.

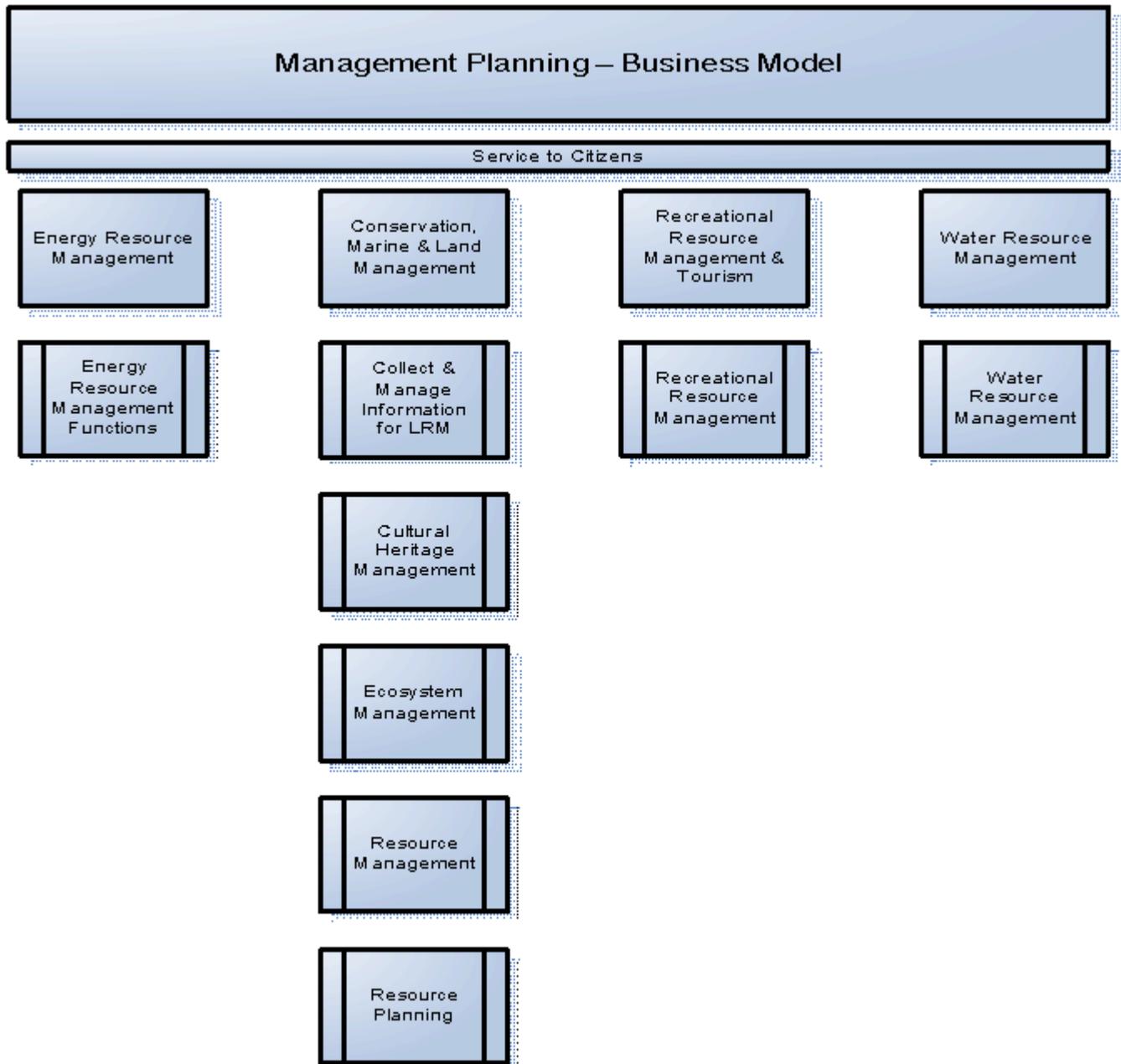


Figure 50: Management Planning and NEPA Business Reference Model (BRM)

The BRM looks at the functions, processes, activities, and tasks put into a business value chain and flow context via business process modeling efforts (as described in MBT). By relating business processes to the BRM, one can perform common business analyses across organizations. Management Planning activities are an important aspect of many of the land management decisions Bureaus make; therefore, BRM mappings can be attributed to many business functions in an indirect manner. For purposes of this analysis, only direct mappings to the BRM have been included here.

Performance Reference Model

The DOI Performance Reference Model (PRM) is a standardized framework used to measure the performance of major IT investments and their contribution to program performance. The PRM (see Figure 51) has three main purposes:

1. Help produce enhanced performance information to improve strategic and daily decision-making;
2. Improve the alignment (and better articulate the contribution) of inputs to outputs and outcomes, thereby creating a clear “line of sight” to desired results; and
3. Identify performance improvement opportunities that span traditional organizational structures and boundaries.

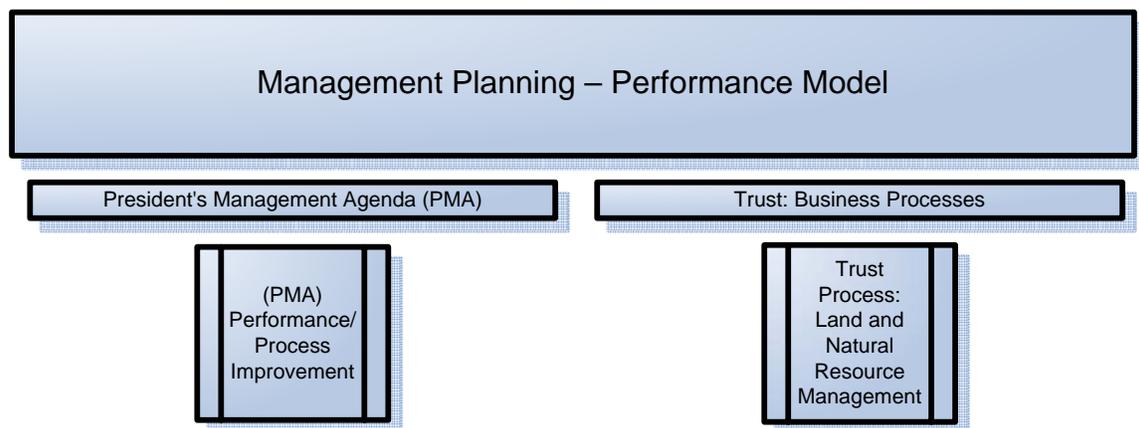


Figure 51: Management Planning and NEPA Performance Reference Model (PRM)

The PRM leverages the best of the existing approaches to performance measurement in the public and private sectors, including the Balanced Scorecard, Baldrige Criteria, Value Measurement Methodology, program logic models, the value chain, and the theory of constraints. In addition, the PRM was informed by what agencies are currently measuring through PART assessments, GPRA, Enterprise Architecture, and Capital Planning and Investment Control. An agencies’ use of the PRM will populate the model over time. The PRM is currently comprised of four measurement areas:

1. Mission and Business Results
2. Customer Results
3. Processes and Activities
4. Technology

Appendix D: Architectural Assessments

The DOI's PRM relates the business goals to the organizational mission as defined within the DOI Strategic Plan, and defines measurements aligned to the Federal Enterprise Architecture (FEA) PRM to check whether the business is consistent with the defined mission.

Conceptual Data Model

The Management Planning and NEPA Conceptual Data Model (see Figure 52) describes (at an aggregate level) the data and information supporting Management Planning and NEPA activities. This model enables Bureaus to describe the types of interaction and exchanges occurring within the planning process in a similar manner.

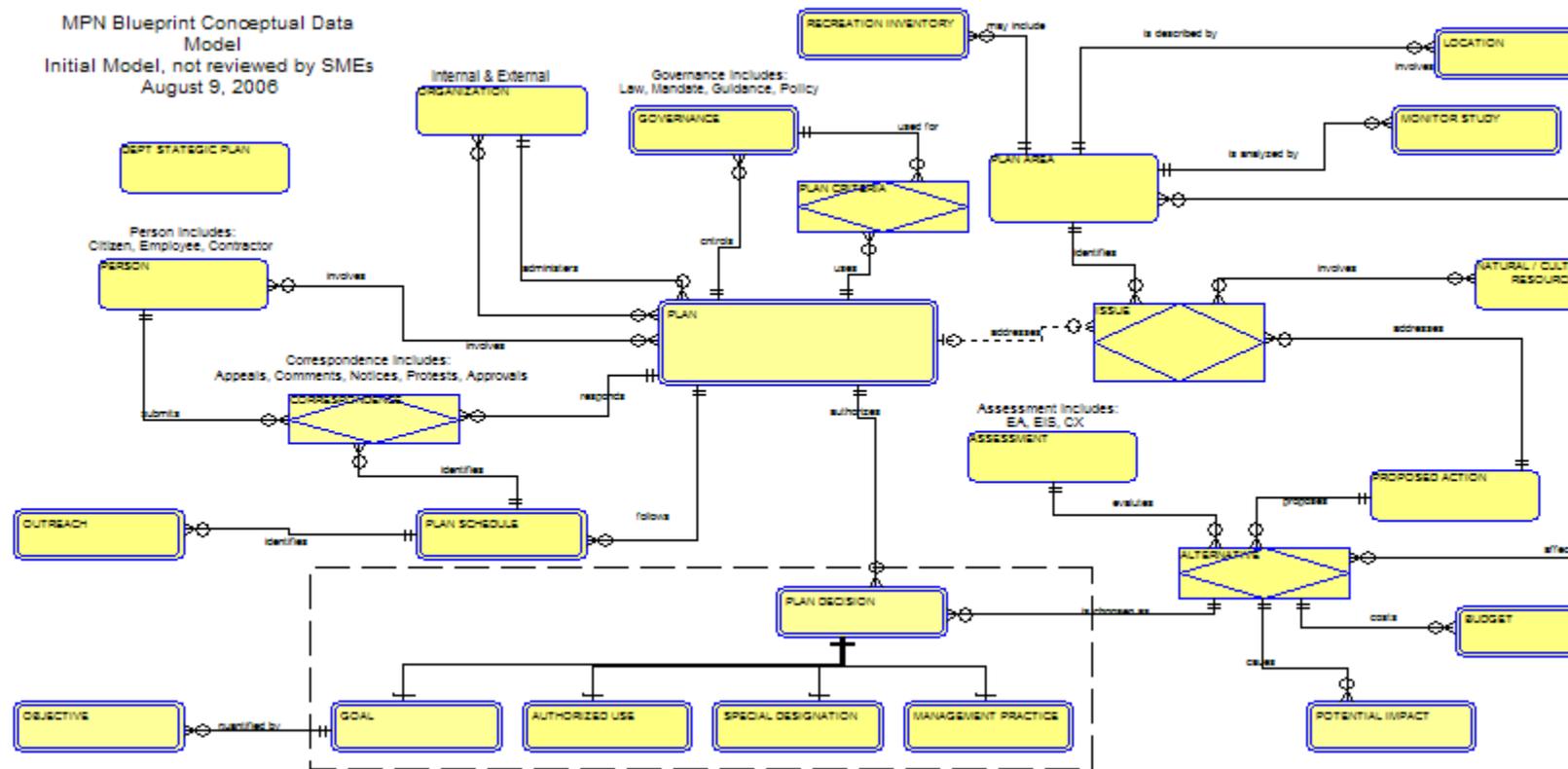


Figure 52: Management Planning and NEPA Conceptual Data Model

The Conceptual Data Model establishes a classification for planning data and identifies duplicative data resources. A common data model will streamline information exchange processes within the DOI and its external stakeholders. A Conceptual Data Model provides a standard means by which data may be described, categorized, and shared.

DOI Information Classes

Appendix D: Architectural Assessments

Land	The earth's surface, extending downward to the center of the earth and upward into space.
Correspondence	Any form of written communication sent or received in the course of affairs, including letters, postcards, memoranda, notes, electronic mail, facsimiles, telegrams, or cables.
Liaison	Information about formal liaison between the DOI and other government agencies, organizations, and the general public.
Public Affairs	Information about the communication between the Federal Government, citizens and stakeholders in direct support of citizen services, public policy, and/or national interest.
Assessment	The process of gathering qualitative and/or quantitative information for the purpose of making a judgment or decision.
Conservation	Information about activities devoted to ensuring the preservation of land, water, wildlife, and natural resources, both domestically and internationally. It also includes information about the sustainable stewardship of natural resources on federally owned/controlled lands for commercial use (mineral mining, grazing, forestry, fishing, etc.).
Location	Information about an identifiable place of existence. A geographic or spatial identification assigned to a region or feature based on a specific coordinate system, or by other precise information such as a street address, a postal address, a descriptive location, a legal land definition, etc. Location data types primarily consist of Vector data.
Guidance	Information about policy, direction, decisions, or instructions that have the effect of an order when promulgated, such as the Code of Federal Regulations, legislation, case law, mandates, Executive Orders, manuals, handbooks, activity plans, etc.
Law	Information related to all the rules of conduct that have been approved by the government and which are in force over a certain territory and which must be obeyed by all persons on that territory. Violation of these rules could lead to government action such as imprisonment or fine, or private action such as a legal judgment against the offender obtained by the person injured by the action prohibited by law. Synonymous to act or statute although in common usage, "law" refers not only to legislation or statutes but also to the body of unwritten law in those states which recognize common law.
Policy	Information about the general operating rules and methods of the Department, including standard operating procedures and information memorandums.
Biological Resource	Information about genetic resources, organisms or parts thereof, populations, or any other biotic component of ecosystems with actual or potential use or value for humanity.

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Cultural Resource	Information about those fragile and nonrenewable remains of human activities, occupation, and endeavors as reflected in sites, buildings, structures, or objects, including works of art, architecture, and engineering.
Water Resource	Information about the Nation's water resources, and the partnerships developed to nourish a healthy environment and sustain a vibrant economy.
Mineral Resource	Information about natural gas, oil and other mineral resources. This includes royalty information, oil valuation, production accounting, revenue management, product transportation, well information, leases, and commodity statistics.
Monitoring and Forecasting	Information related to the continuous or repeated observation, measurement, surveying, and evaluation of activities or conditions for defined purposes, according to prearranged schedules, and using comparable methods for sensing and data collection. This includes information on forecasting, which is the estimation or prediction of future outcomes, events, or conditions based on existing data and facts, often using predictive models.
Organization	Information about administrative structures with a mission, including the duties, structure, operations, locations, and associations of organizations with other information, such as employees and property, etc.
Person	Information about a human being.
Budget	Information about the planning, allocation, and execution of financial resources against major functions and individual programs.
Program	Information related to a project or system of projects or services for planning and allocating resources intended to meet a public need at the direction of the government.
Strategic Planning	Information that describes the essential framework and direction that will guide the Department's actions in those areas under its jurisdiction.
Task	A unit of work or activity performed during the course of a project, normally with an expected duration and cost, assigned resources, and recognizable results.
Endangered Species Protection	Information about all activities performed to protect plants and animals that are in danger of extinction throughout all or a significant portion of its range, in accordance with the Endangered Species Act of 1973.
Habitat Protection	Information about all activities performed to protect the environment in which an organism or biological population lives and grows.
Wildlife	Information about all activities performed to protect mammals, birds, fishes, reptiles, and

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Protection	amphibians living in a natural environment, including both game and non-game species that are neither human nor domesticated.
Recreation Inventory	Information about the inventory of recreation facilities and recreation areas including their amenities.

MPN Blueprint Conceptual Data Model

Entity: **ALTERNATIVE**

Description: Not Available

Entity: **ASSESSMENT**

Description: The process of gathering qualitative and/or quantitative information for the purpose of making a judgment or decision.

Entity: **AUTHORIZED USE**

Description: Not Available

Entity: **BUDGET**

Description: Information about the planning, allocation, and execution of financial resources against major functions and individual programs.

Entity: **CORRESPONDENCE**

Description: Any form of written communication sent or received in the course of affairs, including letters, postcards, memoranda, notes, electronic mail, facsimiles, telegrams, or cables.

Entity: **DEPT STRATEGIC PLAN**

Description: A plan that establishes the overall direction for all DOI Bureaus, including the BLM. This plan is guided by the requirements of the Government Performance and Results Act of 1993, covers a 5-year period, and is updated every 3 years. It is consistent with FLPMA and other laws affecting the public lands.

Entity: **GOAL**

Description: The desired future condition for a resource or resources.

Entity: **GOVERNANCE**

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Description: Information about the system, structure and processes used to manage, coordinate, and monitor the long-term strategy and direction of an organization. In general, governance comprises the traditions, institutions and processes that determine how power is exercised, how citizens are given a voice, and how decisions are made on issues of public concern.

Directive, Law, Guidance, Policy, Regulation

Entity: **ISSUE**

Description: An issue that was identified and may need to be addressed for a given location.

Entity: **LOCATION**

Description: Not Available

Entity: **MANAGEMENT PRACTICE**

Description: Not Available

Entity: **MONITOR STUDY**

Description: Information collected that is necessary to evaluate the effectiveness of land use planning decisions.

Entity: **NATURAL / CULTURAL RESOURCE**

Description: Information about the natural and ecological resources, cultural resources, cultural resources, archaeological, and paleontology resources, and national heritage resources of the nation.

Entity: **OBJECTIVE**

Description: A description of a desired outcome for a resource. Objectives can be quantified and measured and, where possible, have established timeframes for achievement.

Entity: **ORGANIZATION**

Description: Information about administrative structures with a mission, including the duties, structure, operations, locations, and associations of organizations with other information, such as employees and property, etc.

Entity: **OUTREACH**

Description: Not Available

Entity: **PERSON**

Description: Information about a human being.

Entity: **PLAN**

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Description: Information about a program of action on any scale, from land use plans to individual project plans to information gathering strategies, such as: activity plan, development plan, event response plan, exploration plan, functional plan, human resources plan, IT investment plan, land use plan, management plan, monitoring plan, operational plan, project plan, public relations plan, reclamation plan, risk management plan, strategic plan, work plan.

Entity: **PLAN AREA**

Description: Not Available

Entity: **PLAN CRITERIA**

Description: The standards, rules, and other factors developed by managers and interdisciplinary teams for their use in forming judgments about decision making, analysis, and data collection during planning. Planning criteria streamline and simplify the resource management planning actions.

Entity: **PLAN DECISION**

Description: Established desired outcomes and actions needed to achieve them. Decisions are reached using the planning process in 43 CFR 1600.

Entity: **PLAN SCHEDULE**

Description: Not Available

Entity: **POTENTIAL IMPACT**

Description: Not Available

Entity: **PROPOSED ACTION**

Description: Not Available

Entity: **RECREATION INVENTORY**

Description: Information about the inventory of recreation facilities and recreation areas including their amenities. Information related to the listing of recreational assets and resources available on and/or near Departmental Lands.

Entity: **SPECIAL DESIGNATION**

Description: A type of implementation plan (see Implementation plan). A project plan typically addresses individual projects or several related projects. Examples of project plans include prescribed burn plans, trail plans, and recreation site plans.

Service Reference Model

The Management Planning and NEPA Service Component Reference Model (SRM) (see Figure 53, Parts 1 and 2) is a business and performance-driven functional framework that classifies Service Components with respect to how they support business and/or performance objectives.

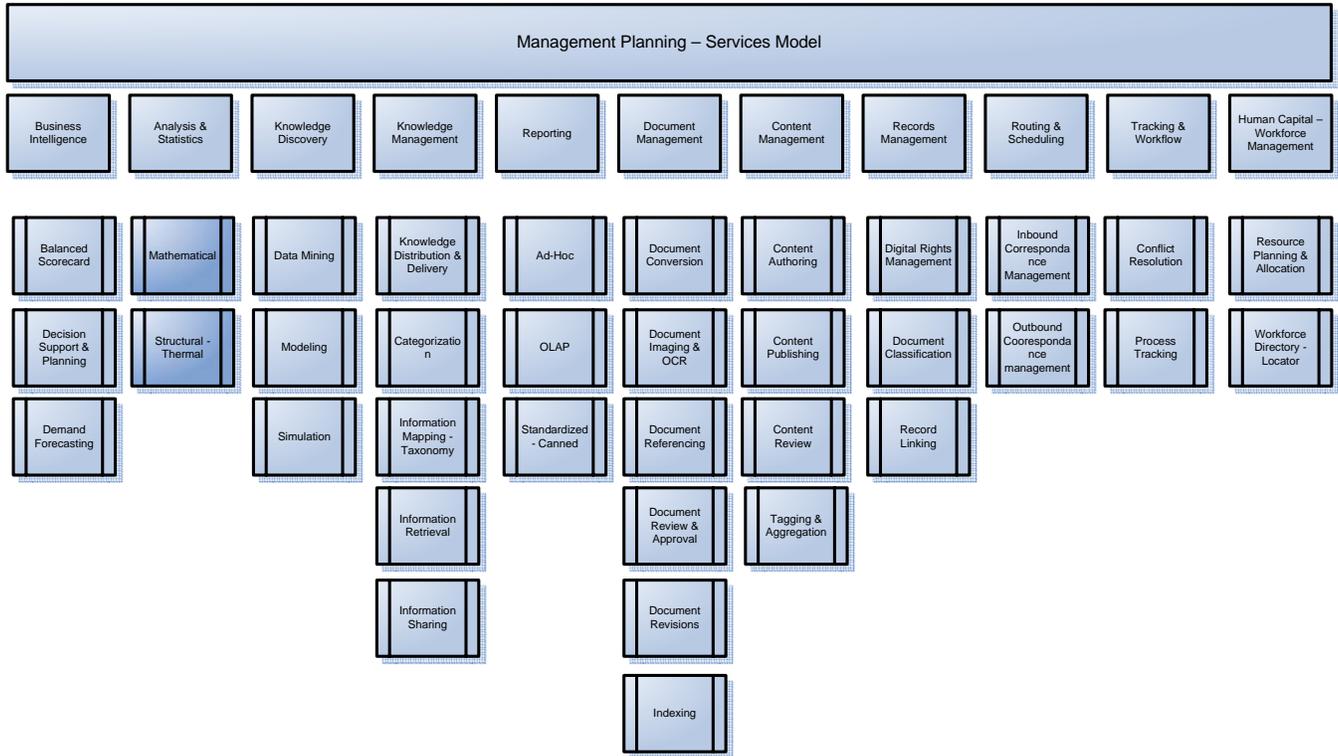


Figure 53: Management Planning and NEPA Service Reference Model (SRM)

The SRM is intended to support the discovery of business and application Service Components in IT investments and assets. The SRM is structured across horizontal and vertical service domains that (independent of the business functions) can provide a foundation that can be leveraged to support the reuse of applications, application capabilities, components, and business services.

The DOI’s SRM describes the services or tasks, and components or pieces of the business that use the data and technology to get things done. The important aspect of using the SRM to analyze the needs of a business organization is to leverage enterprise assets and investments. If enough of a need exists in “Mapping and Geospatial (GIS)” capabilities then GIS may be a candidate for an enterprise procurement and support.

Information Value Chain

The Management Planning and NEPA Information Value Chain (see Figure 54) categorizes the maturity of value-adding activities within an organization. A management information system value chain helps an organization make better decisions by defining specialized functions and distinguishing management information systems from other corporate information systems that automate manual functions, archive information, or communicate with customers.

Management Planning Information Value Chain

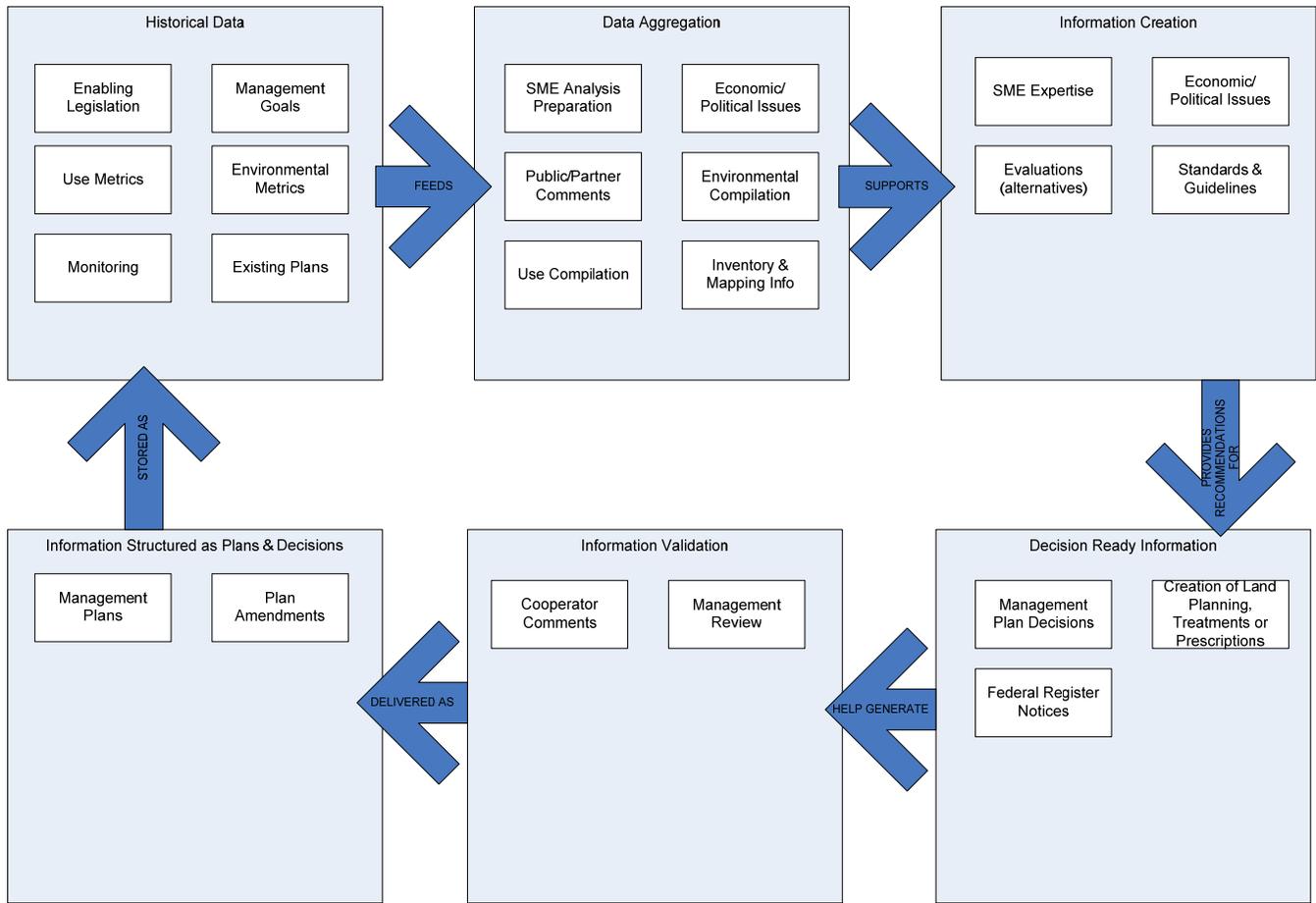


Figure 54: Management Planning and NEPA Information Value Chain

The information value chain describes the full range of activities required to bring a product or service from conception, through the different phases of production (involving a combination of physical transformation and the input of various producer services), delivery to final consumers, and final disposal after use.

It is useful to separate the business system into a series of value-generating activities referred to as the value chain in order to better understand the activities by which Bureaus develop a comprehensive business view and create stakeholder satisfaction. In his 1985 book *Competitive Advantage*, Michael Porter introduced a generic value chain model that comprises a sequence of activities found to be common to a wide range of businesses. Porter identified primary and support activities as shown in Figure 55.

Appendix D: Architectural Assessments

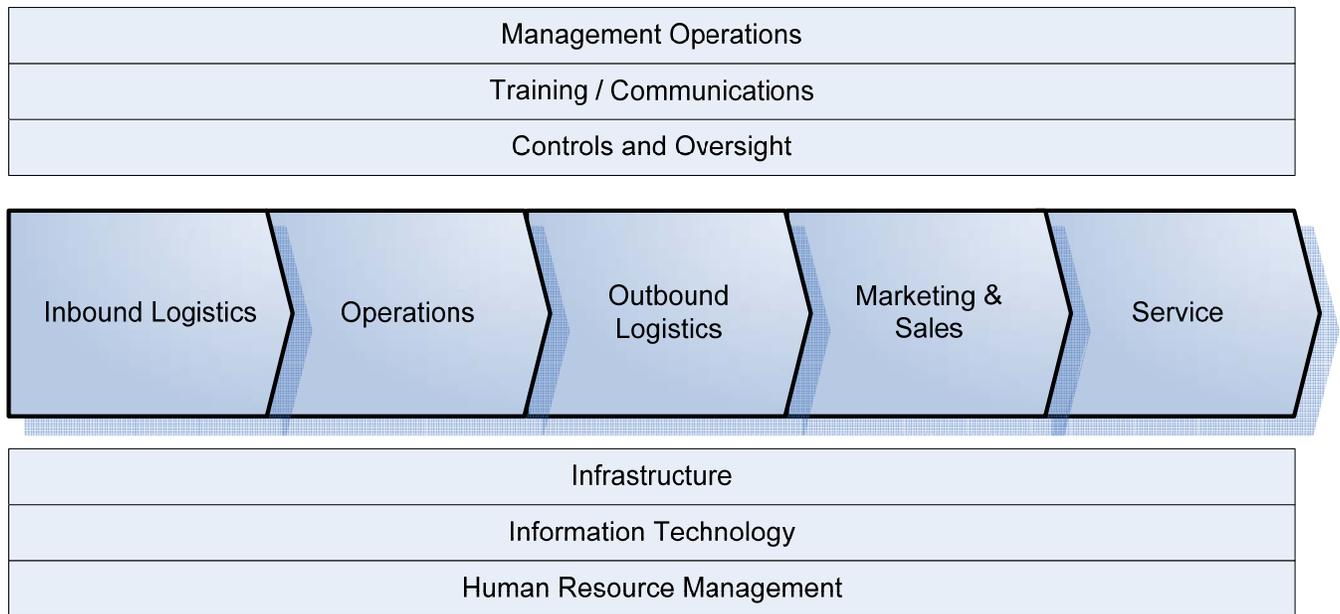


Figure 55: Porter's Generic Value Chain

Interrelationships between business units form the basis for a horizontal strategy. Such business unit interrelationships can be identified by a value chain analysis. Tangible interrelationships offer direct opportunities to create a synergy among business units. For example, if multiple business units require a particular raw material, the procurement of that material can be shared among the business units. This sharing of the procurement activity can result in cost reduction. Such interrelationships may exist simultaneously in multiple value chain activities, or disparate business units.

In developing a value chain for the Management Planning and NEPA LOB (see Figure 56) the MPN core blueprint team has modified the value chain representation to show the unique aspects of planning in the DOI. A clear picture of how each disparate activity (from information gathering to treatments or use activities) is shown driving the organization toward mission goals.

Appendix D: Architectural Assessments

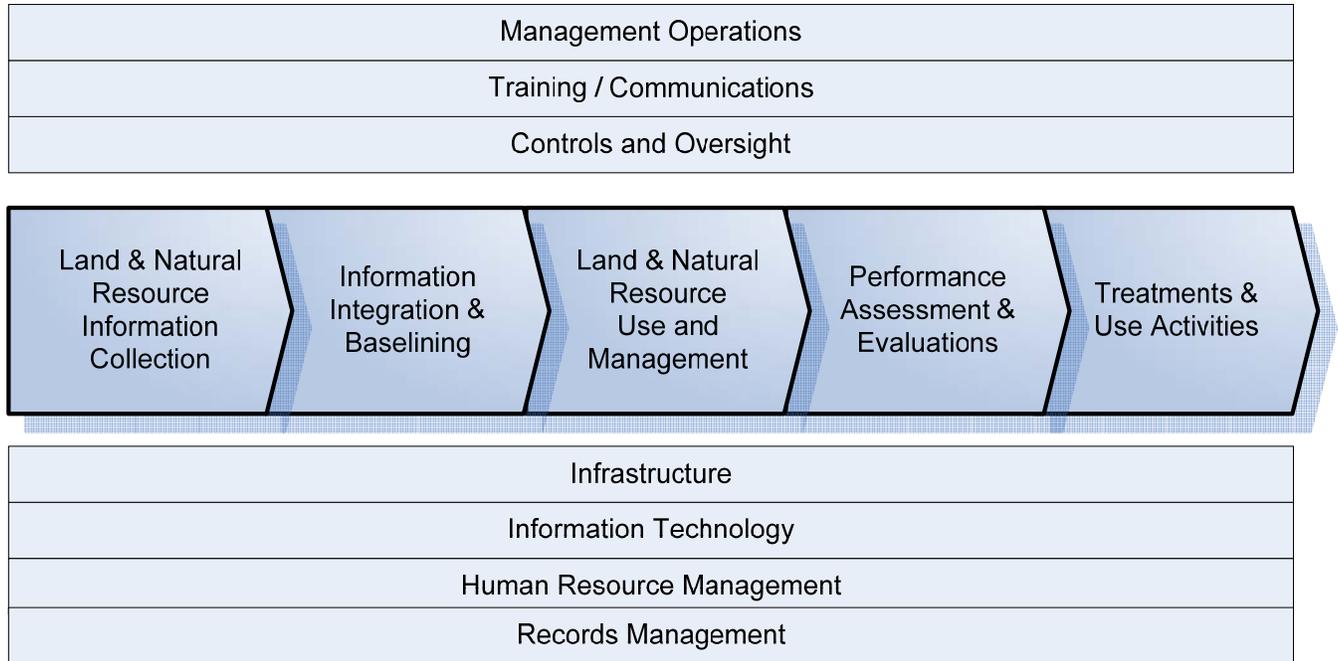


Figure 56: Management Planning and NEPA Management Value Chain

Appendix E: DOI Bureau-Level Planning Systems Overlap Analysis

Gap Analysis

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Introduction

This section defines the purpose of this document, scope of the review, presents the document organization, and lists related references.

Purpose

National Park Service (NPS), Bureau of Land Management (BLM), and Minerals Management Service (MMS) are Bureaus within Department of Interior (DOI) that must comply with the National Environmental Policy Act (NEPA) when conducting activities that interact with the environment. To ensure they meet NEPA compliance requirements, they have incorporated compliance activities, which are resource intensive and require inter-, intra-, and public collaboration, into their planning processes.

Appendix E: DOI Bureau-Level Planning Systems

To reduce costs and improve collaboration and tracking, NPS, BLM, and MMS have or are planning to implement Web-based planning systems.

The purpose of this document is to review business requirements for MMS and BLM Planning systems and the NPS PEPC system and outline similarities and differences.

Scope

This review consists of requirements for the systems outlined in Table 33 and should be considered an initial step in determining the strategy for a potential department-wide system. If it is determined that there is enough overlap in the needs of the Bureaus, the results of this analysis could be used in discussions with stakeholders at the Bureaus to develop a list of department-wide requirements to compare against existing systems and determine the gap between what DOI needs and what currently exists.

Table 33: DOI Planning Systems

Bureau	System	Status	Comments
NPS	Planning, Environment and Public Comment (PEPC)	In Production	This system has been in production since March 2005 and is currently in a maintenance and support mode with new requirements coming in from users and managed by a change control process. There are more than 3,600 users spread across more than 300 parks nationwide. The majority of the requirements defined for PEPC are implemented.
BLM	ePlanning v2.0	Analysis Complete and Under Development	The BLM ePlanning v2.0 system is a redevelopment of a previous BLM ePlanning system. Requirements have been developed and a contract was issued in July 2006 for development and implementation.
MMS	Cluster 2	Analysis Complete and Development on Hold	MMS has defined several "Clusters" to support off shore leasing and development processes. Cluster 2 is intended to support the process for NEPA compliance. At the time of this report, Cluster 2 was on hold with no funding for implementation.

Document Organization

This document has the following sections:

- Section 1 – Introduces the document, scope of the review, and lists references
- Section 2 – Identifies the approach for performing the gap analysis
- Section 3 – Presents the findings from the gap analysis

References

The following documents were examined as part of this review:

- BLM ePlanning Requirements, Version 2.1 (June 2006)
- National Park Service PEPC Change Tracking Spreadsheet (emailed September 1, 2006)

Appendix E: DOI Bureau-Level Planning Systems

- National Park Service Environmental Quality Division (EQD), Requirements Document for PEPC Project, Version 1.8 (October, 10, 2003)
- Offshore Minerals Management (OMM) OCS Connect System, Requirements Specification, Cluster 2 – Protect Environment Resources, Version 1.2 (January 31, 2005)

Gap Analysis Approach

This section defines Aquilent’s approach for conducting the gap analysis review and determining the review areas (i.e., the categories that Aquilent was evaluating when conducting the review).

Overall Approach

To complete this analysis, we reviewed the current system requirements for PEPC, ePlanning v2.0, and Cluster 2 against major functional areas to determine differences and similarities among the Bureaus’ needs.

Review Areas

Based on experience with compliance systems and the compliance process, we identified nine general areas of functionality, including:

- Planning – The establishment of a plan or project in the system. It will include a unique ID, information about the plan, and a link to other outputs (e.g., documents, maps, comments) of the planning process. This may include functionality for budget tracking and scheduling.
- Document Management – The storage of documents associated with regulatory compliance in a centralized location for creation, collaboration, and tracking. It may also include storage of the administrative record, creation of compound documents from reusable components, and publication to multiple media types and various formats.
- Workflow – The ability to route a task to different owners and track from assignment to completion or approval. Typically this includes standard workflows with the ability to modify or customize a workflow. A lighter implementation may include triggered notifications and manually tracking of status.
- Compliance Tracking – Tracking milestones and the process related to environmental compliance (e.g., NEPA, National Historic Preservation Act (NHPA), and Endangered Species Act (ESA)). This also includes population and submission of electronic forms needed to meet compliance.
- GIS Functionality – The creation, modification, and display of spatial data. This may include the ability to query data and link to other files and analysis using spatial data.
- Public Communication – Provides access to constituents to analysis documents and information about a project or plan as well as the ability to electronically submit public comments.
- Comment Analysis – The automated collection of comments to review, group, and prepare a response. This can include public or internal comments. For controversial projects this can be a very labor-intensive part of the planning process.
- Reporting – Standard reports that display the data in a meaningful way. This may also include the ability to create, save, and share a custom query.

Appendix E: DOI Bureau-Level Planning Systems

- General – General functionality needed to support basic system functions, including administrative tools, application security, data validation, 508 Compliance, and auditing.

Results Summary

This section presents the summary findings and detailed results of the Gap Analysis.

Summary Findings

PEPC, ePlanning v2.0, and Cluster 2 are intended to support the planning and compliance process. The core differences among the systems are the parts of the process that are automated and the types of projects or plans that are included. BLM and MMS have defined systems that include automation of document creation, document management, publication, and GIS functionality. NPS did not include automation of document creation, document management, publication, or GIS in PEPC and has not had requests for this functionality from users.

The PEPC and Cluster 2 systems are designed to track all types of planning projects, including Environmental Impact Statements (EIS), Environmental Assessments (EA), and Categorical Exclusions (CE) to ensure that every project, regardless of its size, has been reviewed for its environmental impact. ePlanning v2.0 is primarily focused on developing General Management Plans (GMP) and EISs. Section 3.2 provides the detailed findings and identifies the similarities and differences between the Bureau requirements by functional area.

Detailed Results

Table 34 displays the comparison of systems by functional areas and detailed function. The sections following Table 2 provide more details regarding the gaps or similarities between the systems for each functional area.

Table 34: Requirements Comparison

Function	NPS PEPC	BLM ePlanning v2.0	MMS Cluster 2
Planning			
Add project or plan information	X	X	X
Edit project or plan information	X	X	X
Project scheduling tool		X	X
Document Management			
Document creation		X	X
Document/file upload	X	X	X
Change tracking		X	X
Version control		X	X
Publishing		X	X
Storage	X	X	X
Linking between documents/Files		X	X
Context specific linking		X	
Spell Check		X	X
Grammar Check		X	X
Thesaurus		X	X
Store administrative record		X	X

Appendix E: DOI Bureau-Level Planning Systems

Function	NPS PEPC	BLM ePlanning v2.0	MMS Cluster 2
Workflow			
Task routing		X	X
Customizable		X	X
Notifications	X	X	X
Track workflow status (Automated)		X	X
Track workflow status (Manual)	X	X	X
Compliance Tracking			
Online compliance forms/checklists	X	X	X
Track NEPA milestones	X	X	X
Automated NEPA determination generation			X
Track other compliance milestones (e.g., NHPA, ESA)	X		
GIS Functionality			
Store spatial data		X	X
Edit spatial data		X	X
Create spatial data		X	X
Create and edit spatial attributes/metadata		X	X
Query spatial data		X	X
Link to documents/files		X	X
Context specific link		X	
Available to public		X	X
Public Communication			
Project/plan specific web pages	X	X	X
Post files	X	X	X
Comment submission	X	X	X
Public Mailing List Subscription			X
Comment Analysis			
Post document/plan for internal review	X	X	X
Receive internal comments	X	X	X
Review, group, and categorize internal comments	X	X	X
Respond to internal comments	X	X	X
Receive public comments	X	X	X
Review, group, and categorize public comments	X	X	X
Upload file with comments	X	X	X
Respond to public comments	X	X	X
Link comments to document/plan/file	X	X	X
Contextual link of comments to document/plan		X	X
Link comments to area/layer on map		X	
Form Letter Identification	X	X	X
Reporting			
Predefined reports	X	X	X
Ad Hoc/custom reports	X	X	X
Save custom reports	X	X	X
General			
Role-based security	X	X	X
Search	X	X	X
Data validation	X		X
Audit trail	X	X	X

Appendix E: DOI Bureau-Level Planning Systems

Function	NPS PEPC	BLM ePlanning v2.0	MMS Cluster 2
Integration with applications – static link	X	X	X
Integration with applications – share data		X	X
508 compliance	X	X	X

Planning

All systems include requirements to have an overall umbrella for the planning process that includes information about the plan or project as well as the inputs and outputs of the process. ePlanning v2.0 and Cluster 2 include requirements for a scheduling tool that would allow the user to create a schedule, perform resource leveling, and track progress. The PEPC system includes a requirement to track high-level project dates and provide the ability to upload a schedule file but no requirements for a scheduling tool.

Document Management

Extensive document management functionality is identified as a major component for Cluster2 and ePlanning v2.0 but is not a requirement for PEPC. PEPC includes requirements for uploading documents and files to the system and to support internal document reviews but not for document creation and publishing.

Another difference is how the systems plan to store the administrative record. BLM and MMS requirements specify that Cluster2 and ePlanning v2.0 will store the administrative record. NPS has a separate Bureau-wide system in place that is NARA compliant and stores and maintains the administrative record. Future enhancements are planned to add a link in PEPC to documents submitted to the administrative record system.

Workflow

The requirements for the PEPC system include minimal workflow functionality for event triggered notification and manual tracking of status for tasks. Requirements for Cluster 2 and ePlanning v2.0 include full workflow functionality for promoting tasks, notifications, and automated status tracking.

Compliance Tracking

Although the general process of compliance tracking is similar across the Bureaus, the extent of tracking and types of plans tracked is different. The BLM ePlanning v2.0 requirements appear to be limited to GMPs whereas Cluster 2 and PEPC include requirements for a wider variety of plans. PEPC extends compliance tracking to other regulations, including NHPA and ESA. No requirements were found for Cluster 2 or ePlanning v2.0 beyond NEPA compliance tracking.

Cluster 2 has several requirements for mitigation tracking during and after plan implementation. Requirements for mitigation tracking were not as extensive for ePlanning v2.0 or PEPC.

GIS Functionality

Appendix E: DOI Bureau-Level Planning Systems

Both Cluster 2 and ePlanning v2.0 have requirements for GIS functionality but PEPC does not. Requirements for ePlanning v2.0 are the most robust and include requirements for linking between a spatial area in a layer and specific content in document. Both Cluster 2 and ePlanning v2.0 include requirements to provide some GIS functionality to the public to support the comment process.

Public Communication

The requirements for all three systems for public communication are very similar and include the ability to post information to a Web site and provide forms to the public to submit electronic comments. The Cluster 2 system has a requirement to allow the public to subscribe or un-subscribe to a mailing list but PEPC and ePlanning v2.0 requirements do not go beyond creating mailing lists from the data collected from the public.

Comment Analysis

All three systems have very similar requirements for comment analysis, allowing them to receive comments electronically, upload comments that were received in a different format, group and categorize comments, and develop the final response. They also include requirements for handling form letters and being able to link back to the initial correspondence through all phases.

Reporting

Although the individual reports may be different, all three systems have the same basic requirements for reporting. Functionality required includes predefined reports, the ability to create custom reports, and the ability to export reports.

General

General functionality needed to support the system is the same for PEPC, Cluster 2, and ePlanning v2.0. All systems require role-based security; however, they have differences in the level of security needed. For example, PEPC restricts access at the park level, but the Cluster 2 requirements allow restrictions for a specific document.

Conclusion

Each Bureau has developed requirements for automating planning and NEPA compliance processes, but with a slightly different focus:

- NPS PEPC – requirements focus on overall planning, compliance, and tracking for all park projects.
- BLM ePlanning – requirements focus on planning and tracking for GMPs and the activities for plan creation and management.
- MMS Cluster 2 – requirements focus on planning and tracking for pre lease and post lease activities and extend beyond the completion of the plan to include tracking of mitigations after implementation.

Appendix E: DOI Bureau-Level Planning Systems

If considering a department-wide system, DOI should meet with stakeholders at each Bureau to get consensus on the primary purpose of the system and functionality needed to support that system. How the system will affect processes and the costs to the department and Bureaus for implementation and maintenance should be considered in the final determination.

Appendix F: Glossary, Bibliography & Relevant Laws

Glossary

AMS	Analysis of the Management Situation
BFA	Business Focus Area
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
BO	Biological Opinion
BOR	Bureau of Reclamation
BPR	Business Processing Re-engineering
CCP	Comprehensive Conservation Plan
CD	Compact Disc-Read-Only Memory
CFR	Code of Federal Regulations
CMS	Content Management System
CX	Categorical Exclusion
DEIS	Draft Environmental Impact Statement
DOI	Department of the Interior
DPP	Draft Proposed Plan
DRMP	Draft Resource Management Plan
EA	Environmental Assessment
ECOS	Environmental Conservation Online System
EIS	Environmental Impact Statement
E-Gov	Electronic Government or E-Government, E-Government Act of 2002
EMS	Environmental Management Systems
ESA	Endangered Species Act
ESF	Environmental Screening Form (NPS)
FONSI	Finding of No Significant Impact
EPA	US Environmental Protection Agency
FR	Federal Register
FRN	Federal Register Notices
FWS	Fish and Wildlife Service
GIS	Geographic Information Systems
GMP	General Management Plan
HCP	Habitat Conservation Plan
HQ	Headquarters
ID	Identification
IDT	Interdisciplinary Team
IEA	Interior Enterprise Architecture
IRB	DOI Investment Review Board
IRMP	Integrated Resource Management Plan
IT	Information Technology
ITP	Incidental Take Permit
LUP	Land Use Planning
MBT	Methodology for Business Transformation
MMS	Minerals Management Service
MPN	Management Planning and National Environmental Policy Act

Appendix F: Glossary, Bibliography & Relevant Laws

MPNB	Management Planning and National Environmental Policy Act Blueprint
MP/N	Management Planning and National Environmental Policy Act
MPNEPA	Management Planning and National Environmental Policy Act
NARA	National Archives and Records Administration
NEPA	National Environmental Policy Act
NGO	Non-Government Organizations
NOA	Notice of Availability
NOI	Notice of Intent
NPS	National Park Service
NACO	National Association of County Governments
OCS	Outer Continental Shelf
OCIO	Office of the Chief Information Officer
OEPC	Office of Environmental Policy and Compliance
OMB	Office of Management and Budget
OSM	Office of Surface Mining Reclamation and Enforcement
PDM	Policy & Directives Management
PEPC	Planning, Environment and Public Comment
PMA	The President's Management Agenda
PRMP/FEIS	Proposed Resource Management Plan/ Final Environmental Impact Statement
RAC	Resource Advisory Councils (BLM)
RFI	Request for Information
RMP	Resource Management Plan
ROD	Record of Decision
SME	Subject Matter Expert
SO	State Office (BLM)
SWOT	Strengths, Weaknesses, Opportunities and Threats
T/E	Threatened & Endangered Species
US	United States
USGS	US Geological Survey
WASO	Washington Office (NPS)
WIP	Work In Progress (refers to document status)
WO	Washington Office

Terminology

An authoritative reference for terminology used throughout this document can be found at:

<http://ceq.eh.doe.gov/nepa/regs/ceq/1508.htm#1508.10>

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Appendix F: Glossary, Bibliography & Relevant Laws

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General Management Planning - Final Draft October 2005.

United States Department of the Interior, Office of Surface Mining Reclamation and Enforcement –
Handbook on Procedures for Implementing the National Environmental Policy Act – March 1989.

Collaborative Planning in BLM Field Offices: Where it's happening and what it looks like - Analysis
and Recommendations - Tamara J. Laninga, Ph.D. Candidate, University of Colorado.

Comparative Analysis of the General Level Planning Processes of the Four Primary Federal Land
Managing Agencies - Prepared for the National Park Service and Warren L. Brown, Chief of
Planning, Partnerships and Special Studies - Amy L. Schneckenburger - June 10, 2003.

Relevant Laws Common to Federal Land Management Planning (not comprehensive)⁷

National Environmental Policy Act of 1969 (NEPA), as amended: 42 U.S.C. 4321 et seq., requires the consideration and public availability of information regarding the environmental impacts of major Federal actions significantly affecting the quality of the human environment. This includes the consideration of alternatives and mitigation of impacts.

Clear Air Act of 1990, as amended: 42 U.S.C. 7418 requires Federal agencies to comply with all Federal, State and local requirements regarding the control and abatement of air pollution. This includes abiding by the requirements of State Implementation Plans.

Clean Water Act of 1987, as amended: 33 U.S.C. 1251 establishes objectives to restore and maintain the chemical, physical and biological integrity of the Nation's water.

Federal Water Pollution Control Act: 33 U.S.C. 1323 requires Federal land managers to comply with all Federal, State and local requirements, administrative authorities, process, and sanctions regarding the control and abatement of water pollution in the same manner and to the same extent as any non-governmental entity.

Safe Drinking Water Act: 42 U.S.C. 201 is designed to make the Nation's waters "drinkable" as well as "swimmable." Amendments in 1996 establish a direct connection between safe drinking water and watershed protection and management.

Endangered Species Act (ESA) of 1973, as amended: 16 U.S.C. 1531 et seq., provides a means whereby the ecosystems upon which endangered and threatened species depend may be conserved and provides a program for the conservation of such endangered and threatened species, and requires further compliance by Federal agencies.

Wild and Scenic Rivers Act, as amended: 16 U.S.C. 1271, et seq., requires Federal land management agencies to identify potential river systems and then study them for potential designation as wild, scenic, or recreational rivers.

Wilderness Act, as amended: 16 U.S.C. 1131, et seq. authorizes the President to make recommendations to the Congress for Federal lands to be set aside for preservation as wilderness.

⁷ Source: BLM Planning Handbook 1601.03

Appendix F: Glossary, Bibliography & Relevant Laws

Alaska National Interest Lands Conservation Act (ANILCA): 16 U.S.C. 3101, et seq., provides for the special designation of certain public lands in Alaska and conservation of their fish and wildlife values.

Antiquities Act of 1906: 16 U.S.C.431-433 authorizes the President to designate National Monuments on Federal lands for the protection of objects of cultural and scientific value.

National Historic Preservation Act (NHPA), as amended: 16 U.S.C. 470 expands protection of historic and archeological properties to include those of national State, and local significance and directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places.

American Indian Religious Freedom Act of 1978: 42 U.S.C. 1996, establishes a national policy to protect and preserve the right of American Indians to exercise traditional Indian religious beliefs or practices.

General Mining Law of 1872, as amended: 30 U.S.C. 21 et seq., allows the location, use, and patenting of mining claims on sites on public domain lands of the United States.

Executive Orders 11644 (1972) and 11989 (1997): establish policies and procedures to ensure that off-road vehicle use shall be controlled so as to protect public lands.

Executive Order 12898, Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations (Environmental Justice): 49 Fed. Reg. 7629 (1994) requires Federal agencies to consider the impacts of its programs on minority and low-income populations.

Executive Order 13007 (Indian Sacred Sites): 61 Fed. Reg. 26771 (1996) provides for the protection of, access to and ceremonial use of sacred sites by Indian religious practitioners.

Executive Order 13084 (Consultation and Coordination with Indian Tribal Governments): provides that each Federal agency shall establish regular and meaningful consultation and collaboration with Indian tribal governments in developing regulatory practices on Federal matters that significantly or uniquely affect their communities.

Executive Order 13112 (Invasive Species): provides that no Federal agency shall authorize, fund, or carry out actions that it believes are likely to cause or promote the introduction or spread of invasive species.

Freedom of Information Act (FOIA) (5 U.S.C. 552): ensures the right to access any Department of the Interior (DOI) records unless the information in those records is protected by one or more of the nine exemptions (reasons an agency may withhold records from a requester) and there is a sound legal basis to withhold them.

Document Abstract

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This document captures the findings and recommendations of the Management Planning and NEPA Blueprint core team for the planning and NEPA DOI business focus area.			

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WIP	9/20/06	tfries	Creation	mpnblueprint_wip_060920.doc
WIP	9/27/06	Rmortell	Content development	mpnblueprint_wip_060927.doc
WIP	10/6/06	Rmortell	Version 0.2 release	mpnblueprint_wip_061006.doc
WIP	10/13/06	Rmortell	Version 0.3 release	mpnblueprint_wip_061013.doc
WIP	10/20/06	Rmortell	Version 0.4 release	mpnblueprint_wip_061020.doc
WIP	10/27/06	Rmortell	Version 0.5 release	Mpnblueprint_wip_061027.doc
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