Final District Office/ Resource Area Organization Report

April 23, 1981

Division of Management Research
Deputy Director-Services
Bureau of Land Management
U.S. Department of the Interior

FINAL
DISTRICT OFFICE/
RESOURCE AREA
ORGANIZATION
REPORT

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Bureau of Land Management

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DISTRICT OFFICE/RESOURCE AREA
ORGANIZATION REPORT

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BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C. 20240

APR 2 3 1981

Memorandum

To: Director

From: District Office/Resource Area Study Team

Subject: Decision Document - District Office/Resource Area Study

The study phase of the District Office/Resource Area Study is now completed. The enclosed Report represents the findings and recommendations of the Study Team. The State Directors provided input into the review process on March 23rd and 24th, 1981, in Phoenix. Most of their comments have been incorporated into the Report. The remainder of their comments which were not incorporated into the text of the Report, are shown below with the recommendations.

In a few cases there was disagreement within the Study Team concerning a recommendation or part of a recommendation. Majority/minority opinions are included within the Report and within this document under the appropriate recommendation. The State Directors reviewed the majority/minority opinions and agreed that the majority opinions with an additional comment should be adopted.

The summarized recommendations which appear below are presented in the same order as they are presented in the Report.

RECOMMENDATIONS

1. District Offices and Resource Area Offices will be retained as valid organizational entities.

Key elements of recommendation:

Districts and Resource Areas are firmly established entities and provide a two level field structure which can be adapted to meet the Bureau's work needs. The problems identified by the Study Team relate more to role confusion than basic organization structure.

I concur _Ed Hanley_____
       Acting Director

2. The Bureau will adopt a set of policies and practices which will provide the foundation for a concept of organizing and managing BLM District and Area Offices.

Key elements of recommendation:

- Follow a participative management approach in Districts and Resource Areas.

- More fully use an interdisciplinary approach to resource management.

- Utilize project management approach for sensitive major resource projects.

- Place delegations of authority (including signature authority), the assignment of responsibility, and accountability together wherever the work is performed and limit review to quality control audits.

- Improve the flow of information through the organization.

- Design or adapt Bureau systems to support field organizations and operations.

- Develop a workload analysis system to permit field managers to more effectively assign personnel and dollars based on previously established functional assignments.

I concur ___Ed Hanley___
- Acting Director

3. A new set of roles and functions for Districts and Resource Areas will be adopted.

Key elements of recommendation:

Role and functions of Resource Areas:

Resource Areas will be responsible for all local resource management activities within its boundaries. Resource Areas will be the primary field location for public contact and resource use information. This will be accomplished by Resource Area personnel with assistance from the District and other Areas to ensure an interdisciplinary approach. Responsibilities will be: decisions on resource allocation; day-to-day resource management; and, resource use supervision and management. Area Managers will exercise delegated decision authorities and manage and direct all work tasks leading to decisions. Resource Areas will call on Districts for administrative support, some operational support, and planning and resource management guidance and support. Staffing will be based on workload with representatives from skills needed to carryout an interdisciplinary approach.

I concur with the basic recommended roles and functions for a Resource Area.

I concur ___Ed Hanley___
Acting Director

Majority Recommendation:

The Resource Area will have the primary lead role in preparation of Resource Management Plans and environmental assessments. Planning and environmental teams will report to the Area Manager. Team leadership and membership will be drawn from the Area or other District units. These responsibilities would be performed in addition to the above assigned duties.

Minority Recommendation:

The planning team would be established within a District Division or the Resource Area as determined by the District Manager and the Resource Area should not have the primary responsibility for preparation of these documents. These responsibilities would be performed in addition to the above assigned duties.

State Directors Recommendation:

The State Dirctors agreed with the majority recommendation and felt that it should be adopted. However, the State Directors wish to retain the authority to elevate the management of a planning effort to a higher organizational level if warranted by circumstances within the State.

I concur with the majority recommendation _____
                                                            Director

I concur with the minority recommendation _____
                                                            Director

I concur with the majority recommendation and with the State Directors retaining the authority to elevate the management of a planning effort to a higher organizational level if warranted by circumstances within the State.

_____
Director Acting

Key elements of recommendation:

Role and Functions of Districts:

The District Office will provide strong leadership and consistent managerial direction to Resource Areas through integration of resource, social and economic concerns, and program needs into comprehensive sets of program actions. The District will ensure that the technical and professional components of the decisionmaking process are integrated to

meet the various multiple demands. The District will provide policy guidance, budget direction, and establish priorities for the Resource Areas. The District will be responsible for management of resource activities which include more than one Resource Area. Also, the District provides administrative and operational support directly to Resource Areas.

I concur _____Ed Hartey_____
  Acting Director

4. A policy will be established to detach Resource Areas when a cost/benefit analysis as required by Bureau procedures is completed and shows net benefits.

Key elements of recommendation:

Resource Areas will be detached, in the future, whenever possible. The location should be outside the District Office town and within the boundaries of the Resource Area. Current standards for office location will be utilized. The BLM will not establish more than one office in the same town or city solely to accomodate a detached area office. If Resource Areas are not physically separated from the District Office, then Area Managers should be located in a place of prominence within the District Office to facilitate better public service.

I concur _____Ed Hartey_____
  Acting Director

5. Resource Areas will be given the capabilities and authorities necessary to support and carryout an effective program.

Key elements of recommendation:

Resource Areas, especially detached, will be assigned the responsibility to collect filing fees, accept applications and other documents normally presented by the public, and write SF-44's. They will be given office equipment which is similar in quality to the rest of the District. Operations personnel who are physically located and working full-time within a Resource Area should be assigned to the Resource Area.

I concur _____Ed Hartey_____
  Acting Director

6. Resource Areas will be allowed to substructure, based on specific criteria.

Key elements of recommendation:

Resource Areas will be permitted to create "Staffs" along program lines and within certain numerical criteria. Authorities for resource

decisionmaking will not be delegated below the Area Manager. "Staff" supervisors will be responsible for administrative supervision and will also be working supervisors.

I concur *Ed Hartey*
  Acting Director

7. The role of Planning and Environmental Coordination will be redefined as program direction, support and assistance and the name will be changed to the Division of Planning and Environmental Assistance.

Key elements of recommendation:

The Division of Planning and Environmental Assistance would be responsible for ongoing program direction, coordination, expertise in the processes and providing special planning or environmental skills. The staffing mix for the Division should be those skills needed for planning and environmental process expertise and those needed to support planning that are not related to resource, operations, or administrative functions.

I concur *Ed Hartey*
  Acting Director

8. A centralized focal point with lead responsibility for budget development (program packages, etc.) and budget execution (AWP) process will be established within the Division of Administration.

Key elements of recommendation:

A centralized focal point for budget development (program packages, etc.) and budget execution (AWP) will be established within the Division of Administration. This will not remove the program divisions from the process. The roles of the program divisions and managers in budget monitoring, adjustment and decisions are not diminished by this action. The action is intended to focus and streamline the budget process skills and efforts.

I concur *Ed Hartey*
  Acting Director

9. A new set of functional statements for the District Office units will be adopted.

Key elements of recommendation:

Role, function, and title changes are included for: The District Manager, Associate District Manager, their immediate staff and the Divisions of Resource Management, Operations, Administration and Planning and Environmental Assistance.

District Manager - Is a line manager who functions within the framework of applicable laws, regulations, delegations of authority, directives, and other guidelines or limitations, and is responsible for assuring the performance of all necessary activities relating to the administration of the lands and resources under the District's jurisdiction.

Associate District Manager - Is also a line manager who shares the responsibilities and authorities with the District Manager for accomplishing objectives of the Bureau at the District level. Title is changed to more accurately reflect the duties of this person.

Immediate Staff - May consist of a Public Affairs/Information Officer who provides assistance to the DM/ADM and other District staff for all public information and involvement related activities. A Public Affairs Staff Unit may also be established if staffing and workload warrants. Other staff personnel would be assigned in special cases.
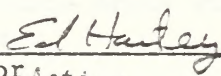
Division of Resource Management - Provides advice, guidance and assistance to District personnel on resource management related issues. Ensures uniformity and quality control for technical resource standards and criteria. Provides Districtwide direction in long-range program planning for resource activities. Serves on interdisciplinary or project teams.

Division of Operations - Provides advice, guidance and assistance to District personnel on operational related issues. Serves on interdisciplinary teams. Ensures that engineering and/or land treatment activities are done in accordance with technical and quality standards and provides operational support to Resource Areas when necessary.

Division of Administration - Provides advice, guidance, assistance and operational support to District and Area personnel for all administrative issues including procurement and supply, personnel, financial management, and contracting. Maintains the focal point for the budget development and execution cycle.

Division of Planning and Environmental Assistance - Provides advice, quality control, guidance and assistance to all District personnel in planning and environmental matters. Monitors and evaluates mitigating measures. Provides Districtwide expertise in land use planning and environmental assessment related activities.

I concur with the basic roles and functions recommended for the District.

Ed Hanley
Director Acting

Majority Recommendation:

The majority recommendation is the roles stated above.

Minority Recommendation:

The minority recommendation is that the Division of Planning and Environmental Assistance be more operational and be responsible for producing major environmental assessments or planning documents.

State Director's Recommendation:

The State Director's agreed with the majority recommendation and felt that it should be adopted. However, the State Director's wish to retain the authority to elevate the management of a planning effort to a higher organizational level if warranted by circumstances within the State.

I concur with the State Director's retaining the authority to elevate the management of a planning effort to a higher organizational level if warranted by circumstances within the State. _Ed Hartey_

                                                 Acting Director

I concur with the majority recommendation _Ed Hartey_

                                                 Acting Director

I concur with the minority recommendation _____

                                                 Director

10. District Office Divisions, except for the Division of Planning and Environmental Assistance, will be allowed to substructure, based on specific criteria.

Key elements of recommendation:

District Office Divisions, except for the Division of Planning and Environmental Assistance, will be permitted to create "Branches" along designated work task lines and within certain numerical criteria. Branch supervisors will be responsible for administrative supervision and will also be working supervisors. Division of Resource Management may be branched after the recommended role has been adopted.

I concur _Ed Hartey_

   Acting Director

11. The impacts of systems on the organization and workload will be fully analyzed before management approval of systems recommendations.

Key elements of recommendation:

Systems will be analyzed for:

- Work required by each level of the organization to collect the data for the system.

- Manpower required to operate and maintain the system.

- Products or information produced, or potentially available from the system for each level in the organization.

- Whether the information required is available within an existing system.

- Integration of information or procedure with other systems to reduce overlap or duplication of effort.

I concur _____ *Ed Hunter*
    Acting Director

The above eleven (11) recommendations were contained within the District Office/Resource Area Study Report. The State Directors identified two additional matters which they felt should be included within the decision document as they dealt with Districts and Resource Areas. These were:

- The State Directors recomended that the name of the Division of Operations within the District organization should be changed to the Division of Technical Services. The Study Team discussed changing the names of the various Divisions and agreed that with the exception of the Division of Planning and Environmental Assistance the names should remain unchanged. The Division of Management Research in the Washington Office feels that to avoid confusion with the State Office Division of Technical Services it would be advisable not to change the name of the District Division of Operations.

I concur with the title of Division of Technical Services.

_____

Director

I concur with retaining the title Division of Operations.

Ed Hunter
Director Acting

- The State Directors also asked to have the placement of the lands case processing function within the District Office/Resource Area Office organization specified. The following is recommended:

Place the responsibility for completing the administrative requirements of lands case processing, including billing and permit preparation, in the Division of Administration. Field reports and decision documents will remain the responsibility of the Area or District Manager.

Key elements of recommendation:

● Places responsibility for administrative requirements in the Division with administrative procedures and operations responsibility.

● Retain resource decision authority with line manager.

● Other technical standards quality control functions will remain as assigned in the recommendations of the Study Report.

● Maintain Resource Areas' role as primary interdisciplinary resource management and decision unit without placing undue administrative process requirements on them.

I concur _Ed Hastey_
  Acting Director

● Finally, included for approval is the Bureauwide Implementation Plan. This plan is presented in three phases and will be supplemented in the future as the State Offices begin to implement the Study recommendations. The Implementation Plan is as follows:

PHASE I

Concept and Philosophy

Task	Responsibility
1. Director/Associate Director briefing and decisions	Director/ Assoc. Director/ Management Research
2. Assistant Secretary – Land and Water Resources Briefing	Director/ Associate Director/Management Research
3. Prepare public relations plan and internal information plan. Items to be included:	Management Research lead

Task	Responsibility

- Marketing strategy for both external and internal environments.

- Summarized description of concepts and decisions.

- Identify implementation leader for each State.

4. Area Manager Training	Management Research

5. State Briefings

a. State Director/District Manager/State Office Division Chief Briefings	State Directors/ State implementation leads
b. District Manager/Area Manager/District Office Division Chief Briefings	
c. Employee Briefings	

PHASE II

Internal Approval

1. Revise BLM Manual Sections 1213, 1214	Management Research
2. States identify timeframe for implementation.	Timeframe identified by end of FY 81
3. States prepare plan to meet time frame	State Director with Washington Office or Denver Service Center assistance

a. Revised functional statements

b. Organizational structure of each District (Include change in Resource Area boundaries).

c. Substructures of District Office Divisions and Resource Areas.

d. Personnel reassignment plans.

e. Office needs within existing location.

Space

Facilities

Cost benefit analysis

Task	Responsibility

    f. Equipment or special budgetary needs.

    g. Employee involvement in changes and implementation.

    h. Monitoring and follow-up (Includes identification of Washington Office assistance)

4. Approval of Plan   Associate Director/State Director

5. Replace B.O. 701 with BLM Manual 1203 – Delegation of Authority   Management Research – Final Draft in April

6. State Office and District Office Supplements for 1203 – Delegation of Authority   State Directors

7. After initial implementation, delegate organizational change authority to State Director for changes below District Office Divisions and Resource Area level.   Associate Director/Management Research

PHASE III

Items Which Require Higher Level Approval or Other Specific Needs

1. As part of plan prepared under Phase III   State Director

    a. Identify change in office status and new geographic locations.

        Space

        Facilities

        Cost benefit analysis

    b. Overall equipment or other special bugdetary needs

2. Approval of offices in geographic locations   Director/ Assistant Secretary – Land and Water Resources

Task	Responsibility

3. Integration, modification or revision of existing systems   Deputy Directors, Assistant Directors, State Directors

    a. Fee collections

    b. Application filings

    c. Personnel - (classification and staffing)

    d. Annual Work Plan

    e. Automatic Data Processing

    f. Ongoing implementation of other systems.

       Examples:

       Environmental assessments
       Planning
       Inventory
       Resource, technical and
        administrative systems

I concur   *Ed Hartley*
  Acting Director

EXECUTIVE SUMMARY

The Division of Management Research, at the request of the Director, undertook a review of the District Office and Resource Area organization of the Bureau of Land Management (BLM). The purpose of the study was to examine the total District Office and Resource Area organization, including interrelationships among resources, operations, planning and environmental coordination, and administration and make recommendations for change where necessary. The team was directed to exclude office locations, boundary changes and the State Office from the review.

The District Offices and Resource Area Offices are the first and second line organizations which report to the State Office. They are assigned the responsibility to carry out the BLM's mission in the field. As of October 1, 1980, there were 5,458 permanent and WAE employees assigned to Districts and Resource Areas. Generally, the organization is as follows:

- District Office

    - District Manager/Assistant District Manager
    - Division of Resource Management
    - Division of Planning and Environmental Coordination
    - Division of Operations
    - Division of Administration

- Resource Area Office

The Study Team made the following findings and recommendations:

- District and Resource Area Offices are valid organizational entities and should be retained.

- There is not a strategy or concept which guides field office organization and management. The Bureau should adopt a set of policies and practices which will provide the foundation for organizing and managing field offices.

- There is considerable role confusion between Districts and Resource Areas. A new set of roles and functions for Districts and Resource Areas should be adopted.

- Detached Resource Areas are more effective and operate more from a multiple use approach. Resource Areas should be detached, whenever possible, in the future.

- Resource Areas (including detached) require adequate support and should be given the capabilities and authorities necessary to carry out an effective program.

● Supervisory span-of-control in Resource Areas is excessive.
Resource Areas should be allowed to substructure, based on
specific criteria.

● The role of the Division of Planning and Environmental
Coordination (P&EC) has expanded in many cases causing overlap
with other parts of the organization. The role for P&EC should be
redefined and the name changed to Planning and Environmental
Assistance.

● The functional assignment for the Annual Work Plan (AWP) process
is spread throughout the District Office. The focal point for
management of the AWP process should be the Division of
Administration.

● An updated functional statement is needed for organizational units
in the District. The recommended functional statements should be
adopted.

● The span-of-control of Division Chiefs in Districts
is excessive. The Divisions within the District, except for
Planning and Environmental Assistance, should be permitted to
substructure based on specific criteria.

● The Bureau's operating systems are having unintended effects on
the field organization. Effects of systems should be analyzed
before approval by management.

The key focus of all these recommendations is to provide a management and
organization structure which will ensure that the Bureau is responsive to
all public service needs and requirements as they relate to the overall
resource management mission.

In conclusion, it is essential that Districts and Resource Areas be
structured so that responsibility, accountability, and authority are
clearly identified. The Study Team recommends that existing functional
assignments be revised and used as the basis for structuring District and
Resource Area organizations.

CHAPTER I - INTRODUCTION

This report presents the results of a review of the District Office and Resource Area organization of the Bureau of Land Management. The report consists of the following chapters:

    I.   Introduction
    II. Background
    III. Field Management Overview
    IV. Resource Area Organization
    V.   District Office Organization
    VI. Effects of Systems on Field Organization
    VII. Conclusions
    VIII. Implementation

This Chapter describes the objectives and scope of the study as well as the approach taken in conducting it.

OBJECTIVES

The objectives of the study were threefold. Specifically, these objectives were to:

- Review the effectiveness of present field structures.
- Assess the operational responsibilities and program demands facing the Bureau in the next five years.
- Recommend any changes necessary to respond to these needs.

The key underlying element of these objectives was to maintain a strong public service ethnic.

SCOPE

The purpose of this study was to review the functions of District Offices and Resource Areas. Specifically, the Study Team was instructed to examine the total District Office and Resource Area organization, including interrelationships among resources, operations, planning and environmental coordination, and administration. The team was directed to exclude review of specific office locations or boundary changes, and the roles, functions and organization structure of the State Offices. A list of Study Team members and advisors is included in Appendix No. 1.

APPROACH

The study was conducted in four major phases. They were:

- Background research and analysis
- Questionnaire development and analysis
- Personnel interviews and analysis
- Data compilation, final analysis, and report preparation

Background Research and Analysis

The research and analysis phase was started immediately after the study was begun and has continued through the entire study. Reports, issue papers, organizational proposals, policy papers and manual releases were collected and reviewed by the Study Team. This search extended to documents from the early 1960's which was as far back as documents were available. The documents collected were reviewed and used as background information for the Study Team.

Questionnaire Development and Analysis

A questionnaire (Appendix No. 2) was used as a means to collect information and comments from field personnel without requiring the Study Team to visit every field office. The document was developed, refined, and pretested by 25-30 Headquarter's employees who had transferred to Washington within the previous year. After further refinement and completion of the questionnaire, the team randomly selected employees from the State, District and Resource Area Offices to respond. This sample population represented one out of every 15 employees in those offices. In addition, every District and Area Manager was included in the sample population. Of the 670 questionnaires mailed, 548 or 82 percent were returned. This return provides a statiscally reliable sample. After the questionnaires were returned, the information was placed in a computerized data base and analyzed. The results of the questionnaire were most useful in analyzing the effects of systems on the organization. This is covered in detail in Chapter VI with analysis of information in Appendix 3. Questionnaire results also support several other findings and are referrenced in those places in the report.

Personnel Interviews and Analysis

The third, and one of the most intensive phases of the study involved interviewing Bureau personnel. A general interview guide was developed to provide a standard format for the Study Team in focusing on the areas identified for investigation. In addition to the questions contained in the interview guide the team discussed with most interviewees additional concerns about the organization of programs and personnel in the field. The Study Team received some issue papers and other documents which had been prepared by field personnel specifically dealing with the topics under review. The information collected was analyzed and the trends or problem areas identified were investigated further during the field trip.

The Study Team conducted the field interviews during the weeks of June 16th and June 23rd, 1980. The seven core team members interviewed over 1,000 Bureau field personnel, as well as some members of the U.S. Forest Service. The Study Team visited a total of 41 State, District, and

detached Resource Area Offices. In those Districts with colocated Resource Areas the Team also conducted interviews with Area personnel. A list of the states and offices visited is attached to the Report as Appendix No. 4.

Data Compilation and Final Analysis

The Study Team met in Denver after the field interviews to review and analyze all existing data. During that review the team identified findings, developed conclusions and discussed possible solutions for resolving the problems identified.

The Study Team and Advisors reconvened in Washington to analyze and discuss the findings and recommendations to be presented in the Report. A status briefing was then held with the Associate Director after which a draft report was prepared and reviewed by all Team Members including the advisors. A final meeting of advisors and the team was then conducted at which time a final review of recommendations was conducted. Many hours of debate were spent on some subjects and in some cases there was not unanimous agreement on recommendations. These areas are identified in the report.

II. BACKGROUND

The purpose of this Chapter is to provide a context for the analysis of
the organizational issues involved in meeting the goals of the District
Office/Resource Area Study. The history behind the study, the current
issues, and some of the likely future trends are identified below.
Issues that reoccur in each of these three stages are also identified and
will be developed in more detail in subsequent Chapters. It appears that
the same issues that have shaped the Bureau throughout its history will
continue to shape it in the coming decade.

THE PAST

Early History

In 1934, following the passage of the Taylor Grazing Act, the public
rangelands were managed by the Grazing Service. To facilitate management
of the public rangelands, geographic Grazing Districts were established
by Secretarial Order, and District Grazing Boards chartered. These
Grazing Districts are the origin of BLM's geographically based
organization. Many of the Grazing Districts have been combined
administratively to form what are now BLM's District Offices.

In 1946, the Grazing Service and the General Land Office were combined as
the Bureau of Land Management (BLM). Both the district graziers and the
land office managers started reporting to the BLM regional directors. In
1952 the regional organization was disbanded and authority was vested in
state supervisors who had responsibility for managing both the Land
Offices and the Grazing Districts. Administrative Support Centers were
established in Portland and Denver and later became known as Service
Centers. The purpose of this reorganization was to place decisionmaking
authority closer to both the public and the resources, and to free the
new offices from the burdens of administrative overhead. As will be
shown below, these same two issues continue to be the driving force
behind each of the subsequent reorganizations, including the proposals
made in this Study Report.

During the 1950's, a process of integration began with the inclusion of
land office field examiners in District Offices. This process was
completed in 1970 with a reorganization of State Offices that fully
integrated the land office and resource management functions of the
Bureau. The general process of integrating land management functions is
expected to continue into the future.

Recent History

In the late 1950's and early 1960's, it became clear that Districts were
becoming too large for District Managers to maintain a working knowledge
of everything that went on in their Districts. To reverse the trend

toward management by large staffs, a concept was pioneered in Idaho in
1956 of establishing Resource Area Offices.

These new offices were to provide onsite supervision of programs, public
contact, and use supervision of a naturally bounded land area. The
staffs were small, often only a range conservationist and one or two
range technicians. These offices were usually responsible for only a
single resource, range or forestry. As a result, the Resource Area
Manager could personally know the land, the staff, and the users, and
have time to spend with each while overseeing all major decisions.

In this 1956 organization, the District Office maintained responsibility
for planning, program coordination, technical and professional
assistance, and the administrative assistance which was not provided by
the State Office or Service Center. The issue of the degree of
centralization of technical and administrative support remains one of the
important issues in the current and future management of the Bureau.

The division of duties between the Resource Area and District Offices
proved so successful in Idaho that it was soon adopted Bureauwide. In
July of 1966, this organizational structure was officially established as
Bureau policy by Manual Section 1213.37.

THE PRESENT

Shortly after the adaptation of Manual Section 1213.37, two trends began
that tended to dilute the effectiveness of the intended decentralization.
These trends resulted in a repetition of the circumstances that the new
structure had sought to eliminate.

Multiple Use Competition

In the past, the principal competition for the use of rangeland had been
between various ranchers. With the growth in energy demand, increased
environmental awareness, new importance placed on archeological sites,
national attention to endangered species as well as wild horses and
burros, and heated disputes over scarce water resources, most Resource
Areas were no longer dealing with single use resources.

The Public Land Law Review Commission in 1964 and various other actions
such as the Classification and Multiple Use Act started a heated national
public debate over the future of the public lands. BLM offices faced
demands for land use from many more groups than the ranchers with whom
they had dealt so well. Their decisions suddenly received national
instead of local attention. And the decisions were much more frequently
challenged in court.

In 1976 Congress passed the Federal Land Policy and Management Act
(FLPMA), establishing a firm national policy directive for the multiple
use of Federal lands. The implications of multiple use management are

still being worked out by the Bureau, but it is clear that the manner in which BLM balances resource use will remain a major issue throughout the decade.

Addition of New Skills and Specialists

While a Range Conservationist and two Range Technicians may have been sufficient for the management of a single resource leased to a single group of users, they were not sufficient to study or resolve the issue raised by demands of conflicting groups for multiple resources. One of the clearest implications of multiple use management is that a variety of resource specialists is required for the Bureau to reasonably consider all aspects of a land use decision.

At first, the new specialists were placed in the State or District Office where they could efficiently provide support to a variety of Districts and Resource Areas. Additional specialists were placed in the State Offices to provide technical support and supervision to the specialists in the District Offices.

As the workload increased, more and more specialists were placed at the District and Resource Area levels. There is now a wide range of specialists in the staffing of Resource Areas. On one extreme, several Resource Areas have only three or four staff and function much like the original concept of a Resource Area. On the other extreme, Farmington has 34 full-time staff and performs nearly all the functions of a District Office.

Repetition of a Problem

As the implications of multiple use management and FLPMA continue to unfold, it appears that the circumstances which required the 1966 reorganization are being repeated.

As in 1952 when increased authority was delegated to the State Offices and in 1966 when increased authority was delegated to the District Offices, increasing authority is being delegated to the Resource Areas to keep the land use decisions close to the public and the users.

And just as in 1960 when the District Offices came to be too large to manage effectively, some of the Resource Area Offices are now becoming so large that they can no longer be managed with the current structure.

As in 1952 when the administrative functions were centralized in the regional support centers, and as in 1966 when the administrative support of the Resource Areas was officially centralized in the District Offices, new questions are being raised regarding the necessary amount of support. As the degree of specialization in the Resource Areas has increased, there does not appear to have been a corresponding decrease in the

overhead at the State and District Offices. In fact there appears to
have been increases at these levels also. The inescapable feeling of
many field employees is that the BLM has developed a suprisingly heavy
overhead.

THE FUTURE

It is obviously impossible to say with certainty what the circumstances
and laws will be in the future. However, it is quite possible to
extrapolate from the strongest of the current trends. In such an
extrapolation, it appears that the necessary organizational changes will
continue to follow current trends. Resource Areas will perform a larger
portion of the multiple use land management decisionmaking. And the
diversity of local circumstances will require a variety of different
structures in the Resource Areas and District Offices.

More Needs and Fewer People

BLM will continue to be caught between rapidly increasing demands for its
services (resource use authorization, and public service and involvement)
and a strong national trend toward less government, tight budget, and
restrictive personnel ceilings.

More Intensive Competition for Land

The migration of population to the west and the increasing interest in
the public lands will continue. There will be an increasingly broader
base of involvement in resource decisionmaking, including state and local
government agencies and national and local interest groups. BLM
solutions will not be automatically accepted, and there will be
increasing challenges in the courts and frequent public requests to
change the laws. Legislation may become more complex and contradictory.
Management of smaller geographic areas will become increasingly more
intense. The traditional issues of retention, disposal, and regulations
may give way to a newer arena of debating the relative merits of the
various techniques for accomplishing the goals and objectives for given
land areas.

More Responsive to Public's

The Bureau will need to continue to be responsive to all involved publics
which it deals with. This coupled with the strong completion for the
public lands will create added pressures on the BLM and its' employees.
A quote from the Public Service Report of 1980 expresses the concerns.

> "The environment for public land management therefore places an
> extraordinary burden on employees of the Bureau in responding to
> increased competition and controversry in ways that are timely,

even-handed, consistent with the long-run integrity of the basic
resource systems -- and perhaps above all -- sensitive to the
needs and aspirations of the public we serve."

Implementation

While the heavy BLM involvement in environmental assessments will
continue, it will by necessity become balanced with an equal emphasis on
on-the-ground implementation and follow-up maintenance of resource
decisions. There will be increased demands on the budget for the staff
and equipment to do this work.

Major Projects

Major project issues will also attract attention as resource development
projects become more massive and as the public takes a more active part
in resource decisions. In addition, economic and social pressures will
continue to result in more energy related developmental concerns being
voiced and projects initiated.

Changing Workforce

The influx of technical specialists will continue. In addition, there
will be increasing demand for contracting, computers, new technology, and
the professional staff to support these changes. At the same time, there
will be increasing pressure to hire more women and minorities. Unions
may be seen with increasing frequency. In short, there will be a strong
trend toward greater diversity in background and greater specialization
in education. Additional efforts may be needed to supply managers with
the breadth of background needed to understand all the technical areas.

Need for Generalists

Along with demands for highly skilled specialists in natural resource and
support program areas there will be an increasing need for generalists.

This will be in response to technological and reindustralization changes
which prompt the need for people who can integrate or coordinate diverse
sets of activities. Generalists will be needed to bring a sense of
cohesion across organizations.

Innovative Management

In the face of ever increasing and more complex demands in land
management, a more diversified workforce, and increased workloads, it
will be necessary to use new methods, technology, and improved
organizational effectiveness just to keep pace with demands.

In the midst of these trends toward more intensive management without proportionate increases in resources, there appear to be a few trends that will remain constant. These are also helpful in selecting the organizational structure for the 1980's. The trends are:

● Multiple Use Management

The primary mission of the Bureau will continue to be multiple use management of natural resources and effective delivery of related services to the public. The degree and intensity of management will vary from one area to another based on the occurrence of natural resources and competing public demands for their use.

● Geopolitical Boundaries

State and county boundaries will remain a valid basis for major field organizational units. It is likely that Resource Areas will frequently be established along county lines with modifications or allowances for geographic or natural boundaries.

● On-the-Ground Work

BLM will continue to have a basic field management unit performing public service and making the majority of the local and land use decisions as the foundation of its organizational structure. Overhead management units will be needed to provide guidance, support, policy direction, and handle other special situations.

Working within the context described above, it is the goal of the subsequent Chapters of this report to: analyze the information gathered through literature review and field study, and to recommend organizational structures that will be flexible enough to meet future change, to provide excellent public service, and prudent multiple use land management.

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CHAPTER III - FIELD MANAGEMENT OVERVIEW

This Chapter presents three major findings and recommendations which in general deal with management of both Districts and Resource Areas. These findings and recommendations "set the stage" for most of the organizational recommendations described in Chapters IV and V. Three other Chapters in the report contain findings and recommendations. They are:

- Chapter IV   - Resource Area Organization

- Chapter V   - District Office Organization

- Chapter VI   - Effects of Systems on Field Organization

For purposes of clarity and to provide for easier reference, all findings and recommendations will be numbered sequentially throughout the report beginning with Finding No. 1 in this Chapter.

The findings and recommendations discussed in this Chapter are:

- Finding 1 - The two level field structure below the State Office is a valid organizational arrangement for carrying out the work of BLM.

  Recommendation 1 - Retain the District and Resource Area levels as the basis for the field structure.

- Finding 2 - There is not a management strategy or universally accepted concept which guides the way field offices are organized and managed.

  Recommendation 2 - Officially adopt a set of management policies and practices which provide the foundation for a concept of organizing and managing BLM field offices.

- Finding 3 - There is considerable role confusion resulting in overlap and duplication of functions between personnel at the District and Resource Area levels.

  Recommendation 3 - Adopt the recommended roles and functions for Resource Areas and Districts.

FINDING NO. 1

The Two Level Field Structure Below the State Office is a Valid
Organizational Arrangement for Carrying Out the Work of BLM.

During the field interviews, the team addressed the issue of retaining
both Districts and Resource Areas. Personnel interviewed described at
great length problems with role confusion between the various levels of
the field organization. They also discussed problems associated with
overlap and duplication of functions between State, District, and
Resource Area Offices. However, these problems were not labeled as
being related to a perceived shortage of work. Many persons said that
unless these problems could be rectified in another manner, one level of
the organization should be abolished. Some recommended abolishing the
Resource Area, some recommended abolishing the District Office and still
others recommended abolishing the State Office and changing the Bureau
field organization to operate along Regional lines. Each recommendation
was based, of course, on that person's individual perspective. Few,
however, strongly advocated abolishing any of the levels unless this was
a last choice alternative to resolve the problems of role confusion,
overlap, and duplication of functions.

The Bureau is organized along similar lines of other natural resource
heirarchial organizations. The team examined the organizations of the
U.S. Forest Service and the National Park Service and found that
although they had different missions their field level work requirements
were similar to those of BLM. Each of these had a two level field
organization structure for carrying out their work.

The Study Team spent a great deal of time analyzing the merits of
retaining the present levels i.e., District/Resource Area versus
abolishing one of them. The team agreed that abolishing one level of
the organization was not a viable alternative. The problem is not
caused by the two level organization nor by work being duplicated
because there is not enough to do, but rather by confused and
inappropriate work assignments. The team felt that each level of the
organization could and should have different roles, functions, and work
to perform. More concise assignment of functions and responsibility
should resolve most of the existing problems, eliminating the necessity
for a major change in the Bureau's field structure.

RECOMMENDATION NO. 1

Retain the District and Resource Area Levels as the Basis for the Field
Structure.

The problems identified by the Study Team are more related to role
confusion than basic organization structure. Districts and Resource
Areas are already firmly established and provide a two level field

structure which can be adapted to meet the Bureau's work needs. Therefore, the Study Team recommends that the Bureau continue its policy of having two field levels below the State Office organization.

FINDING NO. 2

There is Not a Management Strategy or Universally Accepted Concept Which Guides the Way Field Offices are Organized and Managed.

The Study Team was unable to identify any comprehensive management policy describing the way field offices were to be operated. This has created a great deal of confusion and caused inconsistencies in the way field organizations are structured and managed. While the team members agreed that some flexibility in management and organization of field functions is good, they also felt that the lack of a clear Bureau policy for organizing and managing these functions was a large part of the problem.

Currently, there is no standard accepted method for managing field offices and their decisionmaking processes. The Study Team found that often one line or staff manager or another (depending upon the situation) was excluded from the decisionmaking process. In the Districts visited there rarely was full participation of all affected individuals. Many employees indicated that the quality of decisions was reduced resulting in lower morale. In some cases Area Managers were expected to function as program specialists for a specific resource. This effectively excluded them from involvement in the full range of decisions. In other cases the decision group included the District Manager, the Assistant District Manager, the Chief of the Division of Resource Management and occasionally, the Division Chiefs of Planning and Environmental Coordination and Operations. More often than not, the Chief, Division of Administration was excluded. In other cases, however, the District Manager used a decision group made up of all of the line and staff managers within the District which provided the opportunity for all line and staff managers to participate.

The Study Team found that a variety of approaches to multiple use resource management existed in the Districts visited. In some cases resource specialists rarely communicated with each other and left all conflict resolution with managers. In other cases, resource specialists actively worked to resolve conflicts between their specialties through an interdisciplinary approach and presented a viable range of alternatives to the manager for decision. Most Districts operated between those extremes and used a variety of approaches depending upon the resource issue involved.

In addition, resource specialists often felt that they worked for their resource program rather than a BLM multiple use management program and that they were the sole spokesperson for their speciality. These

practices have resulted in additional work in all levels of the field organization, infighting between the specialists and an extensive involvement of the District resource specialists in Resource Area activities. This often results in management being called upon to resolve conflicts between resource specialists which should not have been raised to a managerial level.

Workloads in the Bureau have caused the need for more widespread use of teams which are organized specifically for the accomplishment of an individual task or project. Use of these types of teams will be required in the future. Organization, placement, and operation of temporary or term project teams has not been uniform and at times they have been set up in such a manner as to be disruptive. Guidelines for such teams are needed.

The Study Team found that delegated authority, responsibility and accountability for specific tasks are rarely placed together in the organization. Although many different examples of this were given to the team, the result was always the same, unclear authority and responsibility. In some cases, work was performed and signed by one level (e.g., Resource Area) but it almost always received a full review by a higher level (e.g., District and/or State), effectively undermining the accountability of the manager with the authority to sign the document. In other cases, the work performed by the Resource Area was reviewed and signed by the District and further reviewed by the State, removing much of the incentive from the Resource Area to make sound decisions. In cases where accountability and responsibility for decisions is removed from authority, work may be of a lower quality, decisions are unnecessarily pushed to a higher level, or recommendations are presented which should have been discarded as not being viable.

The results of these actions are fourfold. First, lack of delegation is causing almost 100 percent review of all nonroutine documents. Second, this causes additional work due to changes for semantics or judgment on documents where decisions are assigned to a lower level. Third, it encourages fuzzy or less specific work products because of assumptions that reviewers will catch mistakes and complete necessary staff work. And fourth, it often provides the means for staff resource specialists at higher organizational levels to function basically as line managers over the lower level, negating true delegation of authority and responsibilities.

With the demand on the field organization changing and the number of specialists increasing, information flow becomes a critical issue. The Study Team found that a key issue of information flow is how to keep face-to-face contact with the manager without building too broad of a span-of-control at both District and Resource Area levels. Another concern is how to move information up through the chain of command. Trends thus far appear to have been to bring in more specialists to advise managers at each level while keeping the information flow

informal. The result is that there are now three full levels in the field instead of two, and the ability of BLM to improve the flow of information has not increased proportionately.

Individual BLM operating systems have been developed without guidance from a consistent management strategy or philosophy. Each individual system has been developed to meet an individual need and many systems have had dramatic and unintended effect on workload and organization. Questions about systems and their effect on field operations were asked during field interviews and as part of the Questionnaire. Generally, personnel in the field reported that systems such as planning were causing increases in workload and were requiring organizational changes and additional staffing. Field personnel also reported that many of the systems were inflexible. Interviewees said that the cost to implement systems in terms of manpower and lost time were not analyzed before systems were implemented. Furthermore, in several cases when systems had not worked they had been completely redesigned and implemented without regard for the work that had been previously performed under the old system.

Although most of the comments regarding systems were negative in general, field personnel did not recommend doing away with the use of systems. The need for systems in performing work assignments is well recognized. However, interviewees said that the systems should be flexible and that employees responsible for implementing systems need to work more with the field to ensure that systems support, rather than hinder, field activities.

The Study Team found a perception among field employees that the staffing of BLM's organizational units is not based on actual workload. This statement does not imply that the personnel in the field are underemployed. The team strongly feels that work requirements far exceed the Bureau staffing capabilities. However, because of role confusion, overlap and duplication of work being performed, the tendency has been to assign personnel higher in the organization, rather than lower. The complaint that the Bureau does not have enough personnel on-the-ground was very common. Several States have conducted studies dealing with workload analysis, however, most of these studies were not carried through to completion. Currently, no Bureauwide workload analysis system exists to aid field managers in determining staffing levels, allocation of dollars, and support to their field organizations.

RECOMMENTATION NO. 2

Officially Adopt a Set of Management Policies and Practices Which Provide the Foundation for a Concept of Organizing and Managing BLM Field Offices.

A set of clearly stated management policies which specify how the field will be organized and managed is a necessary aid to managers. Such

policies would also enable field staff to understand why an
organizational entity is to be organized and operated in a certain
manner. Therefore, the Study Team recommends that the Bureau officially
adopt the following policies and in addition develop clear policy
statements to implement decisions reached as a result of this study:

- Follow a participative management approach in Districts and Resource
  Areas.

- More fully use an interdisciplinary approach to resource management

- Utilize project management approach for sensitive major resource
  projects.

- Place delegations of authority (including signature authority),
  the assignment of responsibility, and accoutability together

- Improve the flow of information through the organization

- Design or adapt Bureau systems to support field organizations and
  operations

- Develop a workload analysis system to permit field managers to
  more effectively assign personnel and dollars based on previously
  established functional assignments.

Each of these aspects of the Field Management Concept is discussed in
greater detail below:

Participative Management Approach

The Study Team recommends the use of a participative management approach
throughout the field organization. With the dramatic increase in the
types of resource specialists along with overall breadth of program
responsibilities, it is becoming more difficult to ensure that good
resource management decisions are made. A participative management
approach will foster positive employee attitudes about their importance
in and contribution to the Bureau. This approach will provide the
opportunity for managers to encourage and support professional
excellence, better public service attitudes and interaction within and
among work groups. Participative management does not relieve the
manager from the responsibility of making decisions, but rather assists
in creating an environment in which the talents of the organization are
more fully used in reaching complex decisions. A participative
management approach will permit all line and staff managers to be
involved in priority setting and the decisionmaking process. Again,
this should not be construed as removing the Manager from having the
ultimate responsibility for final decisions nor does it mean that
routine decisions should not be made on a routine basis by the Manager.

Management Teams composed of key people in an organizational entity are one way of achieving fuller participation in major decisions and activities of an organization.

The major areas in which a Management Team can assist a decisionmaker are:

- Enhance communications.

- Improve the flow of information and data.

- Resolve conflicts involving matters such as work schedules and priorities, policies and procedures.

- Operate in an advisory capacity for complex or sensitive management and resource decisions.

- Develop annual objectives.

- Assist the Manager in personnel management, direction, and evaluation of the work force.

- Develop program packages and make adjustments in the AWP.

- Ensure a positive program of public information and education to emphasize Bureau programs, and promote acceptable standards of resource use.

- Enhance cooperative relationships with user groups; officials of local, municipal, and State governments as well as with other Federal agencies within areas of responsibility.

- Monitor activities related to approved AWP.

- Ensure that the quality of work is consistent with standards defined in Bureau guidelines and directives.

Interdisciplinary Approach to Resource Management

An interdisciplinary approach to resource management is a specific mandate of FLPMA as stated in Section 202, ". . . in the development and revision of land use plans, ... use a systematic interdisciplinary approach to achieve integrated physical, biological, economic, and other sciences ...". In order to increase the ability of the Bureau to deal with resource management in a balanced and integrated basis an interdisciplinary approach should be fully utilized. The interdisciplinary approach also compliments the use of participative

management. Interdisciplinary groups should be created and utilized to
encourage field staff to work together toward the goal of mutliple use.
These interdisciplinary groups would either be formed as permanent
organizational entities or through a temporary team approach. Personnel
would be assigned to team oriented tasks using either the project
organization concept 1/ or the matrix organization concept 2/ or through
a combination of both. The interdisciplinary group provides the
foundation through which resource management issues are analyzed and
resolved. Regardless of how the interdisciplinary team is structured,
decisionmaking responsibility remains with the line manager. An example
of using an interdisciplinary group, whether permanent or temporary,
would be for writing a Resource Management Plan. This group would
include staff having the full-range of resource-related skills necessary
to perform the task assigned to them. This is not to say that every
resource specialist must be represented on every team, the composition
should be limited to the minimum number possible to accomplish the
assigned work task. If scarce skills personnel have been loaned from
another unit, they would function as full members of the
interdisciplinary group. The group would be responsible for collection
of resource data not already available, and identification, discussion,
and resolution of problems identified. This approach to resource
management provides for continuous dialogue and meshing of resource
needs during the work process. This interdisciplinary approach is the
best option for the Bureau to utilize if it wishes to enhance its
multiple use mandate. The interdisciplinary approach does not imply
that resource specialists working as members of the group would no
longer function as advocates or spokespersons for the particular
resource which they are representing. The specialist has an equal
resonsibility to function as a constructive member of an
interdisciplinary team, as well as an advocate for her/his discipline.
The Study Team feels that these are very valuable roles for those
persons to play in accomplishing objective multiple-use management.

Project Teams

Project Teams of a limited term duration are recommended for
establishment on a case-by-case basis. These teams are for the purpose
of managing the District's work necessary to complete a specific task or

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1/ Project organization - This occurs when employees are pulled from
more than one organizational unit to form a project team. A project
team employee is normally assigned to the project full-time for a
specific period or until the project is completed.

2/ Matrix organization - In many cases an employee's skills are needed
only part-time for a project. Rather than be assigned full-time to the
project organization, the employee performs both her or his regular job
and the part-time project job.

work project. Organizational placement of a team is optional depending upon the nature of the project and workload within the District. In most cases, however, project team leaders should report to a line manager.

Project Teams will be headed by a team leader and may be established with personnel assigned full-time to the team until completion of the project or part-time through a matrix arrangement.
Functions of the team should be:

- Assumes lead responsibility as directed by the District or Area Manager in the management of resource projects including:

    - Identification of interdisciplinary team members.
    - Research, data collection and inventories (where none previously existed).
    - Analyzing data and writing final documents.
    - Presenting recommendations to the manager for her/his decision.

Delegation of Authority, Assignment of Responsibility, and Accountability

The Study Team recommends that signature authority and accountability be at the level in the organization where the work is performed. Elaborate review and approval procedures should be eliminated and replaced by monitoring efforts focused on performance and results.

Specifically, there should be no required higher level presignature review of actions taken within delegated authorities (i.e., District Offices shold not review Area actions on a routine basis if the Area Manager has signatory authority). The higher organization level should conduct post-signature review only as a quality control audit. Line managers are expected to be sensitive to critical decisions and to keep higher level managers informed. This recommendation is a departure from current practice and the Study Team strongly believes that it should be implemented. If a manager has the authority to make a decision, then the manager should be free to exercise that authority. If the nature of the decision is such that an approval signature is required, then only that approval level should be involved in review. There should be no additional comprehensive reviews at higher levels. Audit reviews should be limited only to a number needed to determine if accepted standards and guidelines are met. Thus, the emphasis should be on monitoring rather than comprehensive review.

Employees in management positions for the first time should be assisted by higher level managers in assuming their delegated authorities. As these employees progress in the position, full latitude in exercising authority should be allowed.

If management finds noncompliance or lack of good judgment in the use of delegated authority, then appropriate action should be taken. This action should be aimed at improving the performance of the official exercising the delegation of authority. Withdrawal of authority, if necessary, should be on a temporary basis until performance problems are corrected.

Resource management decisions made in a Resource Area should be periodically reviewed at the District level, but should not normally be reviewed a second time at the State level. The State level should review a sample of the Districtwide decisions, and notify the District Manager of areas where decisions appears to be contrary to Bureau or State policy. The State should not become involved in Resource Area decisions except in rare instances. Technical resource program review by higher levels should be greatly reduced to where it is done only in special cases.

Implementation of this recommendation will result in an increase in evaluation and performance-audit activities and a greater emphasis on the use of management information systems. These activities may require more precision in the writing of standards, and more training, however, this will move people out of the review mode and into original or "on-the-ground" types of work. Finally, implementation of this recommendation will reinforce the Bureau's emphasis on requiring sound decisions from field level managers. A result should be continued reduction in the number of decisions reversed at higher levels and should in turn reduce frustration at the lower organization levels.

Flow of Information

The Study Team believes that there is a great need for an improved flow of information within BLM. This is a Bureauwide problem and is not limited only to the field level. The team was not able to fully address this issue because the scope of the study was limited to the field organization. However, various elements of the recommendations of this report deal with information flow and are a step towards the solution. The primary elements of the team recommendations which will aid in improving information flow are:

• Participative management approach

• Interdisciplinary approach

• Clarification of role and function

• Establishment of a more complete management structure in Districts and Resource Areas through a formal substructure.

Systems Designed to Support Field Organizations

In the future, development or modification of Bureau systems should be carefully evaluated in terms of potential workload and organizational impacts in the field. They should be designed or adapted to work with field organizations and support smooth and efficient operations. No system which affects the field should be designed or modified without field input. Field personnel should take a more active role in development of systems affecting their work. In addition, each system should be analyzed to see what organizational and workload impacts will result if the system is implemented. To accomplish this, a management analyst from the Division of Management Research, the Denver Service Center or one of the State Offices, and a District Manager or Resource Area Manager should be involved in the development or redesign of systems to clearly analyze the potential impacts on the field organization. A quote from The Briefing on the Headquarters Office Reorganization stresses the importance of systems.

> "Given the events of the past decade, it is essential that the management of the BLM programs and organizatons be based solidly on defined and observed systematic processes."

The team fully agrees with this objective and in addition, would like to stress the importance of designing systems which streamline operations.

Workload Based Organization

The Study Team recommends that field management actively participate in the development of a workload analysis system to be used as a tool for making decisions, allocation of positions and dollars, and in implementing organizational objectives. The Workload Analysis System should be designed to:

- Provide a more objective basis upon which personnel and dollars are assigned throughout the organization.

- Encourage an optimum distribution of staffing.

- Provide the basis for determining the priority needs for staffing between unrelated fields, e.g., whether an office is more in need of a clerk typist than a forester.

- Ensure that staffing needs are fully supported and included in program budgeting documents e.g., AWP or program packages.

- Ensure that an equitable distribution of staffing exists between different offices with varying amounts of work and responsibilities.

This system should be designed to tie into the programming and budgeting processes already established. It should also tie into any realignment of roles, responsibilities and functions and provide stability for planning outyear needs. Several workload analyses have been done by State Office personnel in the past and should be used as a starting point for this system.

FINDING NO. 3

There is Considerable Role Confusion Resulting in Overlap and Duplication of Functions Between Personnel at the District and Resource Area Levels.

The Study Team interviewed personnel from 22 Districts and 50 Resource Areas. In every office visited, some of the personnel interviewed identified the need for role clarification. In fact, many of the suggestions concerning abolition of one level or another of the organization appeared to derive from frustrations about roles. This confusion over roles has led to work being performed by the Resource Area staff overlapping with or duplicating work performed in the District and vice versa. Most personnel interviewed identified document review, various inventories, or other planning related work as the primary areas of overlap and duplication.

During the field interviews and team discussions there was considerable concern expressed over the organizational relationship of Resource Areas to Districts. Specifically this concern is whether or not Areas are separate entities that report to the District, or whether or not they are organizational entities the equivalent of staff divisions within the District. Many persons believe that Resource Areas have evolved to the point where they should operate as the lowest level in a two level field organization. Both Departmental Manual 135 DM 6.1 and Bureau Manual Section 1211.05 support this position by listing and defining Districts and Resource Areas separately. Other persons view Resource Areas as being a fully internalized component part of the District. This view places Areas in roughly the same organizational status as District divisions. This position is supported by many operating procedures such as AWP and Financial Management which define operating categories only to the District level.

In addition to the field interviews, the Study Team addressed the issue of overlap in the Questionnaire. Of the 544 respondents from State, District and Resource Areas, 296 (55%) stated that their work was being duplicated at the next higher level. Of those 296 employees 248 (84%) were from the District and Resource Area. The questionnaire also asked how many employees thought they were duplicating work being performed at the next lower level. Out of 544 respondents, 98 (18%) responded that they were. Of those 98 employees, 53 (54%) were from the District.

For purposes of clarity, the remainder of this discussion will be
divided between the District Office and the Resource Area Office. Many
of the problems to be discussed in this finding also appeared to be
present within the State Office. However, consideration of those
problems is outside the scope of this study and they are not included
here.

The District Office

The level of frustration observed during the field interviews appeared
to be highest at the District level. Within the District, the employees
in the Division of Resource Management appeared to be most frustrated
and have the lowest morale. In some Districts personnel in this
division stated that their respective programs were not getting the
amount of attention necessary, and/or that they had very little input
into or control over the way their programs were being run and decisions
were being made. In other Districts employees said that they did have a
large amount of control over program direction and decisions. In these
cases, however, frustration or confusion was expressed by Area Managers
and staff in the Resource Areas.

Four major areas were identified as causing most of the frustration in
District Office Divisions of Resource Management. First, the Division
of Resource Management was assigned a variety of distinctly different
kinds of work, compounding the problem of role confusion. Personnel in
this Division were expected to perform as supervisors over their
programs, as evaluators over those same programs, provide advice,
guidance and assistance, write resource documents, review resource
documents, assume the lead responsibility for resource projects, provide
staff support on resource projects, collect inventory data, provide
information, and compile and monitor the AWP. These types of work
assignments conflict with one another, and add to the overlap,
duplication and general role confusion between the District and Resource
Area staffs. Second, there was considerable confusion over what was
meant by the term "program oversight and guidance". Interpretations
ranged from: it primarily deals with monitoring and changing the AWP,
to, it means exclusive control of decisions made about programs at
subordinate levels. A third area causing frustration was that acting as
an "advocate" for their respective programs put the specialists at cross
purposes with, and in an adversary role to, Area Managers. Fourth, many
of the personnel within the Division expressed a great deal of
dissatisfaction with the fact that they were continually dealing with
the AWP. They felt that it consumed too much of their time and
recommended the possibility of moving that function to another
division.

There is also evidence of role confusion within the Division of Planning
and Environmental Coordination. In some of the Districts visited, this
Division has expanded its role beyond what was originally intended. At
the time the Division was established, it was authorized to provide

guidance and coordination on planning and environmental assessment efforts, and to provide skills not available elsewhere in the District. In the cases where the Division has expanded its role, it has been assigned lead responsibility for preparing EIS's or other types of planning activities. This goes well beyond the coordination and guidance role authorized and is an expansion into roles currently assigned to the Divisions of Resource Management and the Resource Areas. In addition, there has been duplication of professions already available in Resource Areas and the Division of Resource Management which further contributes to role confusion within the District.

A subpart but by no means the least significant aspect of the problem is the assignment of planning to various parts of the District (including Resource Areas). This issue has been in the past and is today, one of the most hotly debated in the Bureau. Planning, or the assignment of its parts, has wandered up and down throughout the field organization.

Mostly, it has tended to creep up through the organization, rather than down. The Study Team spent many hours discussing the issue of planning with persons interviewed as well as within the team itself. It continues to be an area where there is not unanimous agreement among team members.

Part of the problem is that there is not any clear criteria that can be used by field managers to determine where the various pieces of planning should be assigned. Other parts of the problem are variations in the assignment of planning or its parts, and the fact that one group develops a plan which is to be used by another group, usually at a different level in the organization. The results are twofold: ambiguity about who is responsible for planning, and planning that is not accepted by those who are to implement it.

There was considerably less role confusion evident in the Divisions of Administration and Operations. Most of the staff interviewed had a fairly clear understanding of what their role in the organization was. However, some of them said that their roles should be expanded. Personnel in the Division of Operations stated that they should be involved.in planning efforts early enough in the process to avoid technical problems. They cited examples where projects had been developed that were not technically feasible but the technical problems were not identified until the planning for the project was completed. The result is additional work and frustration. Personnel within the Division of Administration said that their role should also be expanded to provide more overall support to management, rather than limited to the more clerical type of support duties. They felt this expanded role should possibly include all aspects of the AWP.

Overall, many personnel within District Offices repeatedly mentioned that their roles and functions overlapped with or were duplicated at either

the State Office or Resource Area and said that if the problems related to overlap and duplication could not be resolved, then one level of the organization should be abolished.

The Resource Area Office

The amount of role confusion found at the Resource Area level was considerably less than that exhibited at the District Office level. Many of the personnel interviewed in the Resource Areas had a clear view of what they thought their role should be. However, many said that District personnel were often over involved in day-to-day resource management activities.

There was concern voiced about what role the Resource Area Manager had in the decision process. Many said that too often the resource decisions delegated to the area level were actually made by a higher level through the requirement for document review prior to signature. At other times changes made in the documents were not of a technical nature but rather made from an editorial standpoint and were deemed less than essential. Confusion also existed about the proper role of an Assistant Area Manager, where one existed. Many times they functioned as a lead specialist over part of the programs in the Resource Area rather than as a true Assistant Area Manager.

Finally, some employees said that the role for their particular Resource Area was too restricted. They said that not only did they have the technical capability to perform the work, but that from a resource management standpoint it would be better than the District's work because the Resource Area staff spent more time on-the-ground. They stated that if given greater support and guidance from the Districts that the tasks could be accomplished in an efficient and effective manner.

RECOMMENDATION NO. 3

Adopt the Recommended Roles and Functions for Resource Areas and Districts.

Finding No. 3 identified a number of problems, summarized below:

- Differing philosophies exist concerning the organizational relationship of Resource Areas to Districts.

- Considerable confusion exists concerning appropriate role and functions for District and Resource Areas.

- Assignment of a variety of distinctly different kinds of work to field personnel is causing confusion.

- Overlap and duplication of work exists in such areas as document review and inventories.

- Assignment of responsibility for the various parts of planning is causing confusion.

The Study Team feels that the resolution of these problems combined with implementation of the Field Management Concept outlined in Recommendation No. 2 will establish a stable framework for the Bureau to operate within to meet the needs of the future.

This portion of the Report is divided into two Sections:

- Categories of work and their assignment to organization levels.

- Recommended relationships, role and functions of Resource Areas and Districts.

CATEGORIES OF WORK AND THEIR ASSIGNMENT TO ORGANIZATIONAL LEVELS

In order to provide a foundation to discuss relationships, roles and functions of Resource Areas and Districts the issue of assignment of categories of work must be resolved first. The basic question in this issue is: What specific catagories of work need to be performed by which levels of the field organization?

The BLM organization is currently structured along broadly defined program lines which represent the types of work the entities are responsible for. In other words, in the District, the Division of Resource Management is responsible for a broad range of resource program work, the Division of Administration is responsible for administrative work, and so on. Within each of these organizational entities, there are a variety of different kinds of work being performed by the same personnel. The Study Team defined two major categories of resource work as a foundation for recommending the role and functions for the two field organization levels. They are:

- Local Public Land Use and Resource Allocation. This work is the traditional BLM field task, i.e., matching of public demand and resource capability on a day-to-day basis. Work activities need to be close to the land and the user community. These work activities include the full multiple-use management cycle of inventory, public participation, planning, implementation on-the-ground, use authorization, monitoring, and evaluation of land use. The workload is characterized by a need for a great deal of local knowledge and public contact. This workload implies decentralized decisionmaking authority by individual field offices.

- Major Projects and Districtwide Resource Allocation. This is a relatively new task for BLM. Use of public lands for major energy projects is the most visible example of this workload, but it includes major issues and special studies which cut across more than one Resource Area. This workload is characterized by a need for a high degree of coordination across geographic, functional, and organizational lines. It also includes work projects which are highly visible and/or sensitive from a public concern viewpoint. It implies centralized decisionmaking authority with reduced flexibility by individual field offices for implementing decisions.

The Study Team also identified seven kinds of field office work which are performed to support the two major categories. They are:

- Indirect Administrative Support includes traditional administrative tasks such as acquisition and maintenance of space and equipment; running the personnel, payroll, contracting and procurement systems; accounting for expenditures; maintenance of a file system and library; establishing an ADP capability; and operating a public contact counter and switchboard. The primary characteristic of this work is that it must be performed as a service function, and with a high degree of efficiency for the remainder of the organization to function well. The complexity of administrative procedures and limited workload in many field offices implies centralization of this kind of work. As long as this work gets done on time, and supports the real needs of the field organization its organizational location is relatively unimportant.

- Direct Administrative Support includes tasks that are performed specifically for an organizational unit or a resource management task. This kind of work includes typing and clerical support, word processing and keypunching ADP data. Performance affects resource management far more than organizational placement.

- Implementation Support includes the physcial tasks of carrying out resource decisions. The task includes such specialties as ATROW, fire control, conduct of prescribed burns, designing, constructing, and maintaining physical facilities. The principle characteristic of this kind of work is that it supports specific resource management decisions. In cases where the work is performed over a broad geographic area and on a nonrecurring basis, it should be centralized. Where the work is performed in a small geographic area and is of a long-term nature, the work should be decentralized. This is a service support task and its effective performance has a greater effect on resource management than organizational placement.

- **Oversight of Subordinate Offices** includes a variety of line management related tasks:

  - Long-term management planning
  - Resource program coordination
  - Budget allocation (priority setting)
  - Policy and technical guidance
  - Quality control and review
  - Functional program and management evaluation.

  It also includes the traditional supervisory task of personnel management and position allocation. These tasks are normally performed at least one organizational level above where resource management work is accomplished.

- **Skilled Manpower Support** is provided to supplement skills needed but not available in other offices. This may include: providing scarce skills that are not available; temporarily or periodically providing supplemental manpower with similar skills; and providing a skill at a high level of professional or technical expertise for training or assistance in the resolution in a particularly difficult problem. The key characteristic of this kind of work is that it is performed as a service for, and under the direction of, another office.

- **Staff Support to Other Offices** includes all work performed in support of the primary responsibilities of another organizational unit. Each BLM office is the repository for a large amount of resource and program information that is often needed by other offices and the public to accomplish their work. The result is that all BLM offices regularly spend time doing staff work for other offices in response to both internally generated questions and public inquiries.

- **Process Oriented Resource Workload** includes the performance of frequently recurring resource tasks that are guided by standard operating procedures, systems, and processes. Often the timely performance of the prescribed process is as important as the content of resource management decisions to the success of a resource program. When there is a large volume of work associated with a given process, there are efficiencies associated with centralizing the work for consistency of policy, procedure, and a "production line" approach.

Some of the major categories and specific kinds of work, such as indirect administrative support, are currently identified exclusively with a specific organizational unit. Others are performed by many individuals located throughout the organization and are potential sources of overlap, duplication and role confusion. The team has

concluded that recognizing these different "kinds of work" and using them in assigning responsibilities to organizational units is an essential step to resolving identified problems in the field organization. The following is a summary of the kinds of workload and their key characteristics that lead to the team's recommended organizational placement.

KIND OF WORK	KEY CHARACTERISTICS	RECOMMENDED ORGANIZATION PLACEMENT
1. Local public land use and resource allocation.	Requires local resource knowledge and community involvement.	Resource Area
2. Major projects and Districtwide resource allocation.	Requires high degree of coordination and consistency across geographical and organizational lines.	District Office
3. Indirect administrative support.	Is a service function with complex procedures and a workload suited to consolidation.	District Office
4. Direct administrative support.	Service function identified with all organizations and jobs.	District Office/ Resource Areas
5. Implementation support.	Physical tasks to carry out and support resource decisions.	District Office/ Resource Areas
6. Oversight of subordinate offices.	Managerial control exercised by a higher level office.	District Office
7. Skilled manpower support provided to other offices.	Is a supplemental work force in consultant or support role to other offices.	District Office/ Resource Area
8. Staff support to other offices.	Work performed in response to requests from other offices and the public.	District Office/ Resource Area

KIND OF WORK	KEY CHARACTERISTICS	RECOMMENDED ORGANIZATION PLACEMENT
9. Process oriented resource workload.	Is a frequently recurring procedure oriented work task requiring timeliness and consistency.	
	a. Management of process	District Office
	b. Resource decision	District Office/ Resource Area

RECOMMENDED RELATIONSHIPS, ROLE AND FUNCTIONS FOR RESOURCE AREAS AND DISTRICTS

Relationship of Resource Areas to Districts

It is recommended by the Study Team that Resource Areas be recognized as a line management entity of the field structure. Area Managers have been line managers since establishment of the position, but have not always been utilized as such. The Team recommends that this concept be fully implemented. This places Area Managers in a direct line management relationship with the District Manager in contrast to the staff role of District Division Chiefs. Divisions are subordinate staff components of an office and advise or assist the appropriate line manager. This is consistent with the direction in which the Bureau has been moving. This direction is towards greater decentralization of authority and fuller recognition of the need for a field capability that can respond effectively to public service and resource needs. Recognition of this relationship will emphasize that Resource Area Managers are decisionmaking officials with specific line management responsibilities and authorities. A review of manual sections shows that official policy statements define Resource Areas as a separate organizational level. These policy statements, however, have not been fully carried into practice and this recommendation is a further step in implementation of these policies. This does not mean that Resource Areas are autonomous offices that operate independent from the District. Rather they are offices that derive their authority and receive their guidance and direction from the District. The District Manager remains responsible for assuring that all delegated responsibilities are effectively carried out by Area Managers.

Role and Functions of Resource Areas

The Resource Area should be responsible for all local resource management activities which take place within its boundaries. The Resource Area will function as the Bureau's primary field location for public contact and resource use information. These activities will be accomplished through use of Resource Area personnel with supplemental

assistance provided by the District or other Areas as needed to ensure an interdisciplinary approach. Responsibilities include decisions on resource allocation, day-to-day resource management, and resource use supervision and management which are exclusively within the Resource Area. Area Managers will be responsible for exercising delegated decision authorities and for management and direction of all work tasks leading to a decision. Resource Areas call on Districts for administrative support, some aspects of operational support, and scarce resource skills not necessarily needed full-time in the Resource Area organization. Staffing within Resource Areas will be based on workload with representation of those skills needed to carryout an interdisciplinary approach.

Within the scope of delegated authorities specific role and functions should be:

● Responsible for all local resource management work within the boundaries of the Resource Area.

● Coordination with other agencies and organizations having planning and operational responsibilities for resource management within the Resource Area to foster an effective interchange of ideas, data, service and skills.

● Achieving and maintaining effective relationships with resource users and promotes acceptable standards of resource use.

● Coordination with local groups or individual users to ensure that Bureau programs are responsive to local needs.

● Providing information to users, the general public, and other Bureau personnel on programs or proposals concerning the Resource Area.

● Receiving filing fees, applications, and other related documents from members of the public and taking action if authority has been delegated to the Resource Area.

● Preparing and developing information for program packages and other work planning within the Area, based on State and Districtwide objectives. Monitors assigned work units for the Area and makes appropriate adjustments based on guidance received from the District.

● Responsible for inventory, data collection, and any information gathering which takes place within the boundaries of the Resource Area. Maintains a repository and answers requests for such information.

- Identifying and requesting from the District or other Resource Areas, assistance and advice on complex technical problems and manpower to supplement the existing work force.

- Advising, consulting, reviewing, and providing manpower and information to support major projects and Districtwide resource management work performed by a higher office.

- Follows and applies the Bureau's technical standards, instructions, and guidelines when carrying out the Bureau's program on-the-ground. Included is the responsibility for accuracy of all program or project related documents generated by the Resource Area both those which are signed at the Area and those which are not.

- Preparing Resource Activity Plans for the Area.

- Conducting a program to monitor resource use within the Area.

The role of the Resource Area is the major section where the Study Team could not reach unanimous agreement. The primary points of difference revolves around the role of the Area in land use planning and environmetnal work and the assignment of responsibility for the planning or environmental assessment teams. The majority of the team believes that Resource Areas should have the primary lead role in preparing Resource Management Plans and environmental assessments. Planning and environmental teams should be established to report to the Area Manager with the team leader and team membership being drawn from the Area or other District organizational units depending upon skills and expertise needed. The minority position is that the team should be established within a District Division or the Resource Area as determined by the District Manager and that the Resource Area should not have the primary responsibility for preparation of these documents.

The assignment of functions to Resource Areas for both viewpoints would be as follows:

Majority Recommendation

- Responsible for the preparation of Resource Management Plans/Environmental Impact Statements with assistance as needed from other organizational entities.

- Responsible for the preparation of environmental assessments and Environmental Impact Statements which are limited to one Resource Area.

- Responsible for all other functions listed above.

Minority Recommendation

- Provides input and assistance as needed in the preparation of the recommendation portion of Resource Management Plans/Environmental Impact Statements.

- Prepares routine Environmental Assessments.

- Responsible for all day-to-day management of resource activies with the emphasis on public contact and service.

Role and Function of the District Office

The District is responsible for oversight, supervision, and assistance to Resource Area Offices, and for management of major projects and Districtwide issues. The District provides long-term direction to the Areas to support full responsibility of Resource Area Offices for day-to-day local resource management activities. In addition, the Districts are responsible for the management of numerous, varied resource issues and major projects that affect multiple Resource Areas, as well as assuring that there is consistent implementation of decisions. Also, the District provides administrative and implementation support directly to Resources Areas.

The District also provides strong leadership and consistent management direction to Resource Areas to assist in their continued development as fully professional multiple use management entities. The District should play a primary role in melding the many conflicting demands and priorities into comprehensive sets of program actions that will provide for improved productivity of the public lands and will integrate resource, social and economic concerns with State and national level policy and program needs. The District should also ensure that the technical and professional components of the decisionmaking process are integrated to meet these multiple demands.

Specific responsibilities should be:

- Districtwide policy, budget, and priority setting guidance.

- Provides consulting, advice, guidance, and expertise to those functions assigned to the Resource Areas.

- Conducts quality control review, as needed to monitor Resource Area performance.

- Performs all administrative support except clerical, basic imprest fund, fees collections and other such activities which occur in a detached Resource Area.

- Formulates and consolidates budget and program proposls. Develops parts of certain proposals.

- Performs Districtwide or long-term planning and the management of activities which cut across or impact more than one Resource Area.

- Conducts operational activities for implementation support which are Districtwide or not assigned to the Resource Areas.

- Performs indirect administrative support for all organizational units and direct administrative support for the District Office.

Responsibilities of District and Area Managers

- Making all resource and land use decisions within delegated authorities.

- Supervising personnel in the performance of their duties; providing advice and guidance, both of a technical and administrative nature; advising staff in career development matters; and evaluating their performance.

- Assigning work tasks, based on previously developed State, District, and Resource Area objectives.

- Being knowledgeable of ongoing projects, work tasks and activities which are taking place within the assigned area of responsibility.

- Ensuring that a participative management and interdisciplinary approach is used.

- Ensuring a high quality level for all work including that which is to be reviewed at a higher level in the organization.

CHAPTER IV - RESOURCE AREA ORGANIZATION

In the previous Chapter, Recommendation No. 3 described the recommended roles and functions of a Resource Area (See page III - 20). Three additional findings and recommendations pertaining exclusively to Resource Areas are discussed in this Chapter. These findings and recommendations are:

- Finding No. 4 - Detached Resource Areas allow Area Managers to achieve a more integrated approach to multiple use management and have a greater degree of effectiveness.

  Recommendation No. 4 - Establish a policy to detach Resource Areas in the future, wherever possible.

- Finding No. 5 - Resource Areas, especially those which are detached, require adequate support to carryout an effective program.

  Recommendation No. 5 - Give Resource Areas the capabilities and authorities necessary to support and carryout an effective program.

- Finding No. 6 - Supervisory span-of-control in most Resource Areas is excessive, causing low morale and impeding good resource management.

  Recommendation No. 6 - Allow Resource Areas to substructure, where necessary, based on specific criteria.

FINDING NO. 4

Detached Resource Areas Allow Area Managers to Achieve a More Integrated Approach to Multiple-Use Management and Have a Greater Degree of Effectiveness.

The Bureau currently has 162 Resource Areas. Forty-eight of the 162 Resource Areas are detached e.g., not colocated in the same town as the District Office. The Study Team interviewed the Area Managers of 50 Areas. During the interview process the Study Team found that most Area Managers whose offices were separated from the District, especially those who were outside the town where the District was located, had achieved a greater amount of effectiveness than those in the same town with the District Office. This appeared to be happening for several reasons. First, those Area Managers whose offices were colocated with the District were frequently used as a resource specialist responsible for one program rather than functioning fully as an Area Manager. In other words they functioned basically as an extension of the Division of

Resource Management. This type of an arrangement discourages an interdisciplinary approach to multiple use management and inhibits the Area Manager's ability to make objective multiple use decisions. Second, is distance. It is more difficult for District and Resource Area personnel to be overinvolved in each others functions if they are not in the same building. Distance also prevents Area Managers from having daily or more frequent contact with District Managers, thus forcing them to make more decisions on their own. Third, Area Managers in colocated offices frequently were bypassed when members of the public visited the District Office. In some cases, their offices were not located in a place of prominance in the District Office. This placed them at a distinct disadvantage in dealing with the public, as the District Manager was normally much more physically accessible than the Area Managers. This further contributed to removing Area Managers from problems which arose involving their Resource Area.

RECOMMENDATION NO. 4

Establish a Policy to Detach Resource Areas in the Future, Wherever Possible

The Study Team strongly recommends the detachment of Resource Areas, to a location that is outside the District Office. Wherever possible, this should be to a location that is outside the District Office town and within the boundaries of the Resource Area. The Study Team recognizes that this will not be possible in all cases for economic, public service, space, or other reasons. The standards for office location set in Section 1202 of the Bureau Manual should continue to be used when determining whether it is feasible to detach an office. The Study Team is not recommending the establishment of numerous BLM offices in the same small town. This would create confusion for the public and would not, in most cases, be an economical way to manage space problems. However, if because of space problems, personnel must be located outside of the District Office, then the first group to be moved out should be Resource Area personnel. In those cases where it is not feasible to relocate the Resource Area office to a location which is within the boundary of that Resource Area, and where it cannot be located outside the same building as the District Office, Area Managers should be located in a place of prominence within the District Office. They should be the principal Bureau public contact for any matter which involves the Resource Area. In their new role, Area Managers are to be held accountable for being fully knowledgeable of activities taking place in the Resource Area.

FINDING NO. 5

Resource Areas, Especially Those Which Are Detached, Require Adequate Support to Carryout an Effective Program.

Many of the complaints voiced during the interviews concerning the administrative and operational areas centered around lack of support to Resource Areas. Especially in the case of detached Resource Areas, those that lacked adequate support operated with less efficiency than Resource Areas housed with the District. In the area of administration, the Study Team found that support items such as copying facilities and typewriters had to be acquired by the detached Resource Areas requiring some additional cost. As a result, the detached Resource Areas usually received used equipment that had been discarded by the District and frequently were last in line to get necessary office equipment whether the equipment was old or new. In many cases, the Resource Areas lacked the capability and authority to collect minor filing fees, or accept applications or other documents brought in by members of public. The lack of this capability or authority often caused members of the public to drive long distances to another BLM office most often a District Office which had such capabilities or authorities. Resource Area personnel felt that this did little to enhance the Bureau's public service image.

Support for operations and maintenance activities varied. In some cases Resource Areas had operations support needs which could not be met at the District Office level nor could they be met at the Resource Area level due to staffing limitations. In other instances the operational needs were met by personnel assigned to the District Office, however, those personnel lived and worked full-time within the boundaries of that Resource Area. At times neither the Area Manager nor her or his staff knew that these personnel were working within the Resource Area on projects. These situations result in poor management of personnel and reduced support given to Area programs. It also tends to convey a poorer public image because program needs are not met or are not coordinated.

RECOMMENDATION NO. 5

Give Resource Areas the Capabilities and Authorities Necessary to Support and Carryout an Effective Program.

Resource Areas, especially those which are detached, should be assigned the responsibility to collect filing fees, accept applications and other documents normally brought in by the public and write SF-44's which are necessary to conduct the day-to-day business of a Resource Area. In addition, they should be treated equally, when it comes to allocating office equipment or other types of equipment and supplies. This should be done based on previously identified Districtwide needs.

In the area of operations, the Study Team recommends that when personnel are physically located and working full-time on projects within a Resource Area, those personnel be administratively assigned to the Area Manager. The Study Team is not advocating the placement of large numbers of operational personnel within a Resource Area, but if for reasons of economy, efficiency or service they are located in a Resource Area, then the Area Manager should be their designated supervisor. This would allow for better coordination of Area programs and in addition, provide the operational personnel with an onsite supervisor. For matters pertaining to technical problems the District Office should be consulted.

FINDING NO. 6

Supervisory Span-Of-Control in Most Resource Areas is Excessive, Causing Low Morale, and Impeding Good Resource Management.

Currently, the BLM Organization Manual (Section 1213.37) does not permit any substructuring at the Resource Area level. Of the 50 Resource Areas visited, most indicated that it had become necessary to informally substructure. Only a few Area Managers did not identify the need for a formalized substructure, and usually they did not supervise more than 10 people. The reason given was that without substructure the wide span-of-control made it difficult to manage effectively. Area Managers were concerned about the difficulties associated with personally supervising the large number of personnel reporting to them while attempting to keep abreast of public service and natural resource related work. Of the 162 Resource Areas in the Bureau 120 have 10 or more people in them.

Area Managers also discussed various other problems associated with not being able to establish a formal substructure. These problems included not being able to give credit to their staff for having supervisory experience; lack of grade recognition for staff who are unofficially designated supervisors and managers; and occasionally, grievances by employees over the qualifications of their designated supervisors.

The net result of these problems is both lower morale on the part of Area Managers and staff and Area Managers spending more time managing personnel than addressing natural resource related issues. This finding has been reported in various other studies, including the Resource Management Organization and Staffing Study (IM 79-469, May 24, 1979).

RECOMMENDATION NO. 6

Allow Resource Areas to Substructure, Where Necessary, Based on Specific Criteria

As discussed previously, the lack of substructure has many negative impacts on personnel in the field. Therefore, the Study Team recommends

that where necessary, Resource Areas be allowed to formally substructure.

Obviously, not all Resource Areas will need to establish a substructure immediately. Similarly, not all Resource Areas will need to be substructured to the extent that others will. Therefore, the Study Team has developed criteria and guidelines to be used by BLM managers to determine if a Resource Area merits substructuring.

The substructure for Resource Areas would be established along the lines of functional program areas or groupings. A substructure would be allowed when a program area is staffed with at least four employees (including full-time permanent and WAE). This substructure would then consist of a supervisor and at least three subordinates. Substructures would be allowed for a resource program function, administration, or operational support if there are sufficient numbers of personnel as specified above. Where subunits are established the organizational title of "Staff" would be used. Additionally, project teams would be allowed to be established. These teams would be for specific work tasks which have a definite time span and would be disbanded upon completion of the assigned task.

The remainder of this recommendation deals with criteria and guidelines for substructuring. It is divided into the following sections:

- Role of supervisors subordinate to the Area Manager.

- Organizational groupings for substructure.

- Nomenclature numbers of personnel and examples of substructure.

Role of Supervisors Subordinate to the Area Manager

Designated supervisors of substructure groupings should have supervisory authority over the Staff they are responsible for. Specifically they should be responsible for:

- Insuring timely performance of a satisfactory amount and quality of work of subordinates.

- Receiving work products of subordinates and accepting, amending or rejecting work.

- Planning work to be accomplished by subordinates. Setting priorities and preparing schedules for completion of work.

- Assigning work to subordinates based on priorities, selective consideration of the difficulty and requirements of the assignments, and the capabilities of employees.

- Evaluating performance of subordinates.

- Giving advice, counsel, or instruction to individual employees on both administrative and work matters.

- Interviewing candidates for positions in the unit. Making recommendations for appointment, promotion, or reassignment involving such positions.

- Hearing complaints from employees. Keeping higher level supervisor appraised of potential problems and referring grievances and complaints to that supervisor.

- Making recommendations to higher level supervisors for awards.

- Effecting minor disciplinary measures such as warnings and reprimands. Recommending action in more serious cases.

- Identifying developmental and training needs of employees. Providing or making provision for such development and training.

- Working with the Area Manager to resolve work related problems as they arise and making recommendations to the Area Manager concerning resource related decisions required in their particular program area.

- Performing as working members of the workforce and being fully involved in doing Resource Area projects of both major and minor nature, along with their staff.

These supervisors will not be delegated program authorities of the Area Managers unless they are serving as the acting Area Manager. They will not be given the responsibility for making resource related decisions for their program area. This responsibility is reserved for the Area Manager.

Organizational Groupings for Substructure

Substructure for Resource Areas should be established along one of two lines, either traditional functional lines or a combination of some functions. Specific recommended models are:

| MODEL I | MODEL II |
| Functional | Combined Functional |

| MODEL I | MODEL II |
Functional	Combined Functional
Range (including Wild Horses)	Range (including Wild Horses)
Forestry	Forestry
Realty	Realty and Minerals
Minerals	
Soil, Air, and Water	Soil, Air, Water, and Wildlife
Wildlife (including Fisheries)	(including Fisheries)
Recreation (including Cultural and Wilderness)	Recreation (including Cultural and Wilderness)
Operations	Operations
Administration	Administration
Project Team	Project Team

Using Model I, if span-of-control merited (See section on Numbers of
Personnel and Examples of Substructure, page IV-11), range
conservationist positions would be grouped together, including range
technicans, range specialists, and other like positions which are
primarily involved in range related work. Similarly, all forestry
positions would be grouped together, all recreation related positions
would be grouped together and so on. Using Model II, the same criteria
as above would be true except for the functions of realty and minerals,
and soil, air, water and wildlife. In this case realty and minerals
personnel would be combined to create one grouping and soil, air, water
and wildlife personnel would be combined to create the second group.
All other functions would remain independent from one another. Grouping
personnel strictly along functional lines as in Model I, avoids
distribution of decisionmaking authority below the Area Manager level,
because each function remains an individual entity thus forcing resource
use conflicts and decisions up to the Area Manager. In Model II the
combination of some functions creates the possiblity of diffusing the
decisionmaking authorities of the Resource Area Manager. However, the
functional combinations which are recommended are such that they will
not encourage multiple use decisionmaking by the subordinate supervisor.
Model I would not rectify span-of-control problems of the Resource Area
Manager in all cases. However, in cases where it does not rectify the
span-of-control problems, the use of Model II would, in most cases
resolve the problem. (See section on Numbers of Personnel and Examples
of Substructure, page IV-11). These groupings are not intended to
create a rigid structure, that would inhibit interdisciplinary
interaction among personnel in the Area. The substructure is provided

to reduce span-of-control, enhance flow of information, as well as to develop a management structure that can bring about a participative approach and an interdisciplinary approach.

Model II creates a better career ladder for some functions than Model I, especially for the "rarer" types of skills such as those in soil, air, and water. Exhibit 1 figures showing the percentage of potential supervisory positions by resource program categories were derived by applying the criteria for substructuring to a sample of 80 Resource Areas. These figures show that a certain percentage of positions within each functional area based on current staffing could be established as supervisory. As an example, in the category of range 80 Resource Areas contained 352 range personnel (PFT and WAE). Using the criteria of the Study, 45 of the Resource Areas would qualify for substructure in range. Forty-five potential supervisory positions is 13 percent of the people in that skill category in Resource Areas. Comparison of these figures shows the relative opportunities for career progression provided by each model for various skill categories. The Study Team recognizes that the ratio may shift as new roles are adopted and personnel shifts occur. (See Exhibit 1.)

In addition to resource program areas, the team recognizes that there may be enough personnel in some Resource Areas to establish an organizational entity for operations or administration. However, the team is not advocating that the Resource Areas add staff in these two categories unless it is absolutely necessary for daily support. Basically, the team recommends that the bulk of operational and administrative support continue to be derived from the District.

The Study Team also recognizes that in some cases it may not be feasible to organize using either of the two models. Resource Areas exist today with most of the employees in one particular resource category. In such cases, using the models as presented, only one staff containing almost all of the personnel in the area, would be created. This is not a viable solution since it only pushes the span-of-control problem to the next lower level. In cases where the models do not resolve span-of-control problems, an organizational analysis should be conducted and the following options fully considered in the order presented:

● Establish Resource Area substructure based on specific work elements within a function (e.g., Timber Sale Planning Staff, Timber Cruising Staff, etc.).

EXHIBIT 1

PERCENTAGE OF POTENTIAL
SUPERVISORY POSITIONS RESULTING FROM SUBSTRUCTURING
RESOURCE AREAS   *

	MODEL I	MODEL II
Range	13 %	13 %
Forestry	8 %	8 %
Realty	8 %	9 %
Minerals	4 %	
Soil, Air, Water	0 %	6 %
Wildlife	1 %	
Recreation	5 %	5 %
Operations	7 %	7 %
Administrative	6 %	6 %

* Figures based on a sample of approximately half (80 Resource
  Areas) of the total Resource Areas.

- Divide the Resource Area geographically into two or more Resource Areas each capable of functioning within the recommended Resource Area roles, functions, and organizational models.

- Consider other organizational substructure options based on the unique circumstances of a particular Resource Area.

- Establish an Assistant Area Manager position. Appendix 5 describes the role and function of an Assistant Area Manager.

- Consider whether the Area should become a District.

The team believes that Assistant Area Manager positions can diffuse resource decisionmaking below the Area Manager and frequently result in geographic separation of programs within Resource Area. If an Assistant Area Manager is being considered as an option, the role and functions described in Appendix 5 should be used.

Nomenclature

The Departmental Manual (Section 101) outlines policy directives dealing with official nomenclature to be used when establishing organization substructures. As outlined in the Manual the breakdown in descending order is: office, division, branch, section, and unit. Use of nomenclature "staff" is much more flexible as this title can be used for an organizational entity reporting to a variety of locations. The team feels that the title of Division may cause confusion among Bureau personnel and the public. Therefore, the title of Staff is recommended for Resource Area Substructure entities.

Staffs that are created should be named after the individual function or group of functions which it is responsible for. Recommended titles are:

MODEL I	MODEL II
Range Staff	Range Staff
Forestry Staff	Forestry Staff
Realty Staff	Realty and Minerals Staff
Minerals Staff	
Soil, Air, and Water Staff	Soil, Air, Water, and Wildlife
Wildlife Staff	Staff
Recreation Staff	Recreation Staff
(including Cultural and	(including Cultural and
Wilderness)	Wilderness)
Administrative Support Staff	Administrative Support Staff
Program Implementation Staff*	Program Implementation Staff*
Project Team with a title	Project Team with a title
descriptive of the	descriptive of the project
project assignment (i.e.	assignment (i.e. Powder River
Powder River Coal Team)	Coal Team)

Numbers of Personnel and Examples of Substructure

Numerous studies have been conducted in the past which dealt with maximum numbers for defining span-of-control. However, there is no unanimous agreement on what these numbers are. Therefore, rather than give absolute numbers for permitting substructure, the Study Team has developed general criteria to be used for determining substructuring.

Positions under the classification of permanent full-time, permanent part-time, and WAE were included when evaluating the span-of-control problems. WAE positions were included because they are very much part of the Bureau workforce and thus should be included when dealing with span-of-control problems.

The controlling criteria for determining substructure should be "the rule of three". Basically, this means a person should not supervise less than three permanent full-time, long-term WAE, and permanent part-time who are full-time equivalent personnel. If an Area Manager has 12 people reporting to her/him, and four of these people are range conservationists, then a Range Staff could be established. This would

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* In order to avoid duplication of the title of the Division of Operations at the District Office level, any staff created at the Resource Area level for personnel dealing with operational or technical services functions should be called the Program Implementation Staff.

leave the Area Manager with a span-of-control of nine, one supervisor and eight workers reporting directly. However, if the Area Manager has six people reporting to her/him, and five are range conservationists, then establishing a Range Staff would bring the span-of-control of the Area Manager down to two which is below the acceptable minimum level. Therefore, a substructure would not be justified.

Although, the "rule of three" sets a minimum span-of-control for establishing structuring and appears to create a very limited span-of-control, or one which is normally smaller than acceptable, this is not the case. Very few, if any, Resource Areas can place all of their personnel neatly divided into staffs using either Models I or II. Some Resource Areas have five or ten specialists in one program area which can be grouped into staffs. However, the remainder of the personnel would represent diverse program specialities which would be left reporting directly to the Area Manager. This would reduce the Area Managers span-of-control but would not result in excessive layering of supervisory personnel.

The current flexibility which allows the establishment of technical supervisors over one or two employees will still be permitted. However, these supervisors should only be established on a temporary basis to provide technical guidance to new or inexperienced employees. They should not be established in lieu of a substructure or to alleviate span-of-control problems. Further, they should not be established permanently or have responsibility for administrative supervision of the employee.

Exhibit 2 shows the potential number of Resource Areas which would qualify for staffs according to the criteria for Models I and II. The estimates were made on a sample of 80 Resource Areas.

EXHIBIT 2

ESTIMATED NUMBER OF RESOURCE AREAS WHICH COULD
QUALIFY FOR STAFFS ACCORDING TO THE CRITERIA
SPECIFIED ON PAGE IV – 11*

	No. of RA's with 0 Staff	No. of RA's with 1 Staff	No. of RA's with 2 Staff	No. of RA's with 3 Staff	No. of RA's with 4 Staff	No. of RA's with 5 Staff	Remaining Span-of-Control
MODEL I – RA	37	75	12	0	0	0	10 or less personnel
	2	18	10	2	6	0	11-20 personnel
MODEL II – RA	37	71	20	6	2	2	10 or less personnel
	2	12	6	2	2	0	11-20 personnel

* Estimated numbers are based on a sample of 80 Resource Areas.

V. DISTRICT OFFICE
ORGANIZATION

CHAPTER V - DISTRICT OFFICE ORGANIZATION

In Chapter III, several findings involving the District Office were identified and recommendations were made including a general role and functional statement. As Chapter IV dealt with the Resource Area this Chapter deals solely with the District Office. It identifies four additional findings and recommendations. The findings and recommendations discussed in this Chapter are:

● Finding No. 7 - The Division of Planning and Environmental Coordination (or Staff), in many Districts has expanded their role causing overlaps with other organizational units.

  Recommendation No. 7 - Define the role for Planning and Environmental Coordination as one of program direction, support and assistance and change the name to Division of Planning and Environmental Assistance.

● Finding No. 8 - There is confusion, overlap and duplication in the functional assignment for the programming and budget process (AWP) within the District.

  Recommendation No. 8 - Place the functional assignment for management of the programming and budget process (AWP) with the Division of Administration in the District.

● Finding No. 9 - An updated functional statement for the organizational units in the District Office is needed.

  Recommendation No. 9 - Adopt the assignment of functional responsibilities for District Office units recommended in this Chapter.

● Finding No. 10- Division chiefs span-of-control at the District level is becoming excessive and is causing low morale.

  Recommendation No. 10- Allow Divisions within the District, except for the Division of Planning and Environmental Assistance, to substructure where necessary, based on specific criteria.

Included with these recommendations are more detailed role and functional statements for each Division within the District Office.

FINDING NO. 7

The Division of Planning and Environmental Coordination (or Staff), in Many Districts has Expanded Their Role Causing Overlaps With Other Organizational Units.

The Division of Planning and Environmental Coordination (or Planning and Environmental Coordination Staff) in the Districts was authorized on November 7, 1978, as a result of the Planning Coordination Study. At that time, it was authorized to provide a source of guidance, coordination, and planning related skills not available elsewhere in the District. Since that time, the role of many of the Planning and Environmental Coordination Divisions has expanded to encompass a much broader set of responsibilities. In approximately 18 of the Districts the Planning and Environmental Coordination Division (or staff) has begun adding employees in other than planning and environmental related skills to be able to assume full-time or lead responsibilities for planning efforts. In some Districts the Planning and Environmental Coordination Division has already assumed the lead responsibility for preparing EIS's or other phases of planning. This goes well beyond the coordination and guidance role authorized and is an expansion into the functional areas of the Division of Resource Management or the Resource Area. At times the result is duplication of skills already available in the Division of Resource Management and the Resource Area, further role confusion, overlap with functional responsibilities of other organizational entities, and the creation of another power center for resource advocacy.

RECOMMENDATION NO. 7

Define the Role for Planning and Environmental Coordination as One of Program Direction, Support and Assistance and Change the Name to Division of Planning and Environmental Assistance.

The Study Team recommends defining the role for the Planning and Environmental unit as one of being responsible for ongoing program direction, coordination, expertise in the processes involved and special planning or environmental skill input into planning or environmental assessment products. The title should be changed to the Division of Planning and Environmental Assistance. The Team believes that the processes involved are such that a high level of expertise must be maintained to guide Bureau planning and environmental activities. The team also believes that the unit should not be staffed with skills which duplicate those located elsewhere in the District. Therefore, the team recommends that the staffing of this Division be only with those skills needed for planning and environmental process expertise and those skills needed to support planning that are not associated with resource, operations or administration functions.

FINDING NO. 8

There is Confusion, Overlap and Duplication in the Functional
Assignment for Programming and Budget Process (AWP) Within the District.

In the area of roles and functions the Study Team found a great deal of
confusion, overlap and duplication both within the District itself and
between the District and Resource Areas. (See Finding No. 3 Chapter
III.) The responsibility for preparation, monitoring, and alterations
to the programming and budget (AWP) process is often assigned to all
Divisions within the District. The Study Team found that it takes an
inordinate amount of time and was reported to be a constant source of
frustration and distraction by many of the people currently assigned
responsibility for it.

Many of the personnel interviewed during this Study reported that they
spent a major portion of their time working with some phase of the AWP.
The Resource Study conducted in 1978 also reported that 45.7% of
Resource Management employees in the District spent what they considered
an excessive amount of time working with the AWP.

RECOMMENDATION NO. 8

Place the Functional Assignment for Management of the Programming and
Budget Process (AWP) Within the Division of Administration in the
District.

The Study Team strongly recommends establishing a centralized focal
point and lead responsibility within the Division of Administration for
budget development (program packages, etc.) and budget execution (AWP)
process and removing that responsibility from the other Divisions within
the District. Adoption of this recommendation would free up a large
amount of time within the other Divisions to perform resource management
and related work and would enhance the Bureau's ability to provide
better public service and handle the ever increasing workload demands
made on the BLM.

The assignment of the budget development and execution function to a
focal point (Division of Administration) does not remove program
Divisions from the process. The role of program Divisions and the
manager in budget monitoring, adjustments, and decisions is in no way
diminished by this action which is intended simply to focus and
streamline budget process and skills. The Division of Administration
will be responsible for this function and will manage the programming
and budget process and ensure that management is presented with
complete, accurate budget and program planning information. Program
packages and AWP content and details will be developed by the Resource
Areas and District Divisions with final consolidation and coordination
of the total effort managed by the central focal point. The Division of

Administration responsibility includes monitoring the progress
throughout the year, advising Managers of problem areas and making
changes as directed.

FINDING NO. 9

An Updated Functional Statement for the Organizational Units in the
District Office is Needed.

The current functional statement in the Bureau Manaual was developed in
1966 and does not reflect responsibilities added to Districts in recent
years. A source of misunderstanding and role confusion at the District
level was the lack of current functional statements. The revised roles
assigned to the District should be formalized and detailed through new
statements. Additionally, the functional statements do not reflect
changes which have occurred in the role of Assistant District Managers
and in the management of projects.

Approximately 70 percent of the Bureau Districts have Assistant District
Managers. These positions are operated with varying degrees of
effectiveness. Those that are most effective are ones in which the
individual shares fully with the District Manager in the operations of
the organization. This sharing of authority and responsibility is
broader than that implied by the title of Assistant. A title more
reflective of a fully shared leadership position should be adopted.

RECOMMENDATION NO. 9

Adopt the Assignment of Functional Responsibilities for District Office
Units Recommended in this Chapter.

The following role, functional statements, and title changes for the
District Office are recommended for adoption based on the previous
findings and recommendations made within Chapters III and this Chapter
(V). In addition to the following recommended organization entities
Project Teams (discussed in Chapter III) may be established. Role,
function, and title changes are included for:

• The District Manager, Associate District Manager, and immediate
  staff

• Division of Resource Management

• Division of Operations

• Division of Administration

• Division of Planning and Environmental Assistance

<u>The District Manager, Associate District Manager, and Immediate Staff</u>

The District Manager is the principal Bureau line official at the District level, and is directly accountable to the State Director. Within the framework of applicable laws, regulations, delegations of authority, directives, and other guidelines or limitations, is responsible for assuring the performance of all necessary activities relating to the administration of the lands and resources under the District's jurisdiction. The District Manager provides advice and assistance to the State Director and the State Office staff on land and resource matters in general and keeps the State Director informed of Districtwide activities specifically. The District Manager is responsible for providing guidance to and managing the activities of the District organization. She or he keeps informed of economic trends, environmental impacts and other local, state or regional developments and conditions which affect the work of the Bureau and insures that all necessary liaison and coordination is affected with other Government agencies, resource users, interest groups, and the general public. Initiates actions and adjustments accordingly. Performs workload analysis and establishes organization and staffing priorities in response to workload demands.

The Associate District Manager shares responsibility and authority with the District Manager for accomplishing objectives of the Bureau at the District level. The Associate District Manager participates with the District Manager in the formation and implementation of policies and programs for the District's area of jurisdiction. She/he assists the District Manager in the accomplishment of assigned functions, with varying degrees of involvement as directed by the District Manager. Normally she/he provides day-to-day coordination and direction of District activities. The Associate District Manager is a line officer with the same delegated decision authority as the District Manager.

Staff personnel who report to the District Manager/Associate District Manager do not share the delegated line management decisionmaking authorities. They are responsible for providing advice, guidance, and input into the decisionmaking process as those decisions apply to their areas of expertise.

The immediate staff of the District/Associate District Manager frequently consists of a Public Affairs/Information Officer. In some Districts Public Affairs Staffs have been previously approved and should remain unchanged. In the remaining Districts, where Public Affairs is a full-time position it will remain on the District Manager/Associate District Manager's immediate staff. If staffing warrants, a Public Affairs Staff may be established to report to the District Manager. In Districts where the workload has not warranted a full-time Public

Affairs position and where the function has been assigned to one of the District Office Divisions that assignment should not be disrupted. The Public Affairs function has been and continues to be a very important function with the District. In general, Public Affairs has the responsibility for the following:

- Keeps the public informed of the Bureau's many programs and activities in the administration of the public lands.

- Participates fully in key decisionmaking processes, and provides advice and counsel as to how public affairs activities can best be utilized.

- Provides expertise and staff leadership in public involvement activities. Ensures that appropriate procedures and processes are used to involve the public, users, and other agencies or interests.

Division of Resource Management

- Reviews and evaluates, on a periodic or statistical sampling basis, Resource Area work accomplishments to insure technical adequacy and compliance with Bureau directives and guidelines in the area of resource management.

- Recommends changes in technical standards and criteria where local resource conditions or needs are not being satisfied by applying existing Bureau standards.

- Recommends solutions to management regarding resource issues posing special difficulty.

- Prepares and conducts formal technical training and conferences. Through on-the-job training, inspection and participation in Bureau training programs ensures that the Bureau's technical standards, instructions and guidelines are applied by District personnel in carrying out the Bureau's program on-the-ground.

- Develops supplemental manual sections and guidelines for issuance by the District Manager.

- Provides assistance, as directed by management in performing inventories, land tenure and adjustment proposals, lands and minerals case work, or carrying out specific work assignments, through the loan of scarce skills.

- Provides advice and guidance through line management to ensure Districtwide uniformity in carrying out responsibilities in resource program areas.

- Provides input into the preparation of program packages and other AWP related documents.

- Receives and coordinates AWP and programming input from other Divisions and Resource Areas, develops required supporting documentation by program, and assists the Division of Administration in the consolidation of final submissions.

- Cooperates with other agencies and organizations having planning and operational responsibilities for resource management to foster an effective interchange of ideas, data, services, equipment, and skills.

- Provides advice, consultation, and guidance on technical resource matters, long range plans, and other resource management and use activities.

- Serves on as needed interdisciplinary teams created, either at the District or Resource Area level, to work on resource related projects such as EIS's, EAR's, and RMP's for either local or regional resource projects.

Division of Opertions

- Provides advice, consultation and guidance on the cost, engineering design and feasibility, (e.g. road alignment, earth structures, etc.) project scheduling and manpower aspects of project proposals which require engineering and land treatment services.

- Recommends engineering improvements to support program activities such as radio network expansion, road improvement, and campground maintenance.

- Inspects and monitors ongoing work operations to evaluate technical adequacy and compliance with Bureau standards.

- Cooperates with other agencies and organizations having planning and operational responsibilities for resource management to foster an effective interchange of ideas, data, services, equipment and skills.

- Keeps abreast of and recommends adoption of the latest techniques in project design and development which may not be in the BLM Manual; recommends changes in Bureau standards as required.

- Serves as the District's experts in areas involving Bureau systems, and techncial matters which deal with technical support matters.

- Provides advice and guidance on engineering aspects of projects that involve or impact public lands.

- Supervises and/or directs construction of all resource development and conservation projects (e.g. reseedings, campgrounds, roads, spring development, fences, earth structures, etc.) to insure that technical standards and specifications are being met, except when personnel performing such tasks are assigned to a Resource Area.

- Conducts fire presuppression and suppression activities.

- Prepares and conducts formal technical training and conferences. Through on-the-job training, inspection and participation in Bureau training programs ensures that the Bureau's technical standards, instructions and guidelines are applied by District personnel in carrying out the Bureau's program on-the-ground.

- Provides input into the preparation of program packages and other AWP documents.

- Provides quality and technical control over maintenance and construction work performed by Resource Area personnel.

Division of Administration

- Provides administrative, technical, and operational support to the District Office and Resources Areas in the following areas:

  - Personnel services
  - Financial management services
  - Procurement and supply services
  - Office management
  - Administrative advice and assistance
  - Contracting Services

- Manages, coordinates and assists in development of budget and financial system components based on input from Area and Staff Managers, and other District and Resource Area personnel.

- Insures that the development of all components of the budgeting and AWP system are consistent with Bureau guidelines.

- Reviews and evaluates AWP accomplishments for the entire District, and makes recommendations to management when adjustments are needed in the work plan.

- Maintains an effective relationship with the public and provides over-the-counter information services to office visitors.

- Maintains a working relationship with groups that are potential sources for recruitment.

- Maintains a working relationship with supply houses, prospective contractors, and repair shops.

- Recommends special studies of administrative and management systems and methods to the District Manager.

- Assures adequacy and compliance with Bureau and other Departmental standards in all the administrative areas.

- Provides input into the preparation of program planning and AWP documents in the area of administration.

Division of Planning and Environmental Assistance

- Provides assistance, quality control, review and guidance, for land use planning.

- Provides assistance, quality control, technical review and support guidance for environmental assessments developed by the District and Resource Areas.

- Monitors and evaluates effectiveness of mitigating measures produced through environmental assessment and planning decisions.

- Prepares analyses, reports, and recommendations relative to planning and environmental processes.

- Reviews processes and procedures and recommends changes to meet District and Area planning and environmental assessment needs.

- Operates as District experts on the Bureau land use planning and environmental assessment systems.

- Provides advice and assistance on levels of inventory information needed for planning and environmental activities.

- Provides input into the preparation of program planning and AWP documents.

- Provides technical expertise and assistance in the following areas:
  - Planning and inventory processes
  - Environmental processes
  - Sociological analysis
  - Ecological analysis
  - Economic analysis

- Cooperates with other agencies and organizations having planning and operational responsibilities for resource management to foster an effective interchange of ideas, data, services, equipment, and skills.

The functions of the Division of Planning and Environmental Assistance was the subject of a Study Team majority and minority recommendation. The difference focuses around the degree of operational involvement of the Division in planning and environmental matters. The majority of the Study Team recommends that the Division's responsibilities be program direction, support and assistance. The minority position is, that the Division be more operational and produce major environmental assessments or planning documents.

Majority Recommendation

- Responsible for all the preceeding recommended functions.

Minority Recommendation

- In addition to the preceeding is responsible for providing leadership and producing major environmental assessments and planning documents as assigned by management.

FINDING NO. 10

The Span-Of-Control for District Level Division Chiefs is Becoming
Excessive and is Causing Low Morale.

As stated in Chapter IV, the span-of-control problem at the Resource
Area level is causing low morale and impeding effective resource
management. Many District Office Divisions are experiencing the same
problem. Some substructuring has been allowed in Districts on a
case-by-case basis, but has usually been discouraged. Many District
Office Divisions are reaching the point where lack of a substructure may
inhibit good management. Not all Divisions within each District need to
be substructured immediately but there are cases where the need clearly
exists. For example, one District Office Division of Operations had 78
people in it and the Division Chief has found it necessary to
"unofficially" substructure to allow himself enough time to effectively
manage. A review of the Table of Organization showed the following
distribution of personnel within the District Offices:

DISTRIBUTION OF PERSONNEL IN DISTRICT
OFFICE DIVISIONS

Number of Personnel * in a Division	Number of Divisions Bureauwide	
10 or less	66	39% span-of-control < 10
11 - 20	78	
21 - 30	19	
31 - 40	4	61% span-of-control > 10
41 - 50	1	
51 or more	1	

The chart shows that 61 percent of the District Division's have a
span-of-control larger than ten. The team believes that when a District
Division Chief's span-of-control exceeds ten, the need for substructure
should also be examined.

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* Includes permanent part-time, full-time, and WAE's, but excludes
  fire control.

Staffing in the Divisions examined revealed a span-of-control ranging from four in one Division of Administration to several District Divisions with more than 40 employees.

Many of the Districts visited had designated subordinate supervisors and/or unofficial substructuring. In addition, many of the same span-of-control problems identified in Chapter IV also exist in District divisions because of the lack of substructuring. These problems include lack of grade recognition and credit for supervisory experience for staff unofficially designated as supervisors.

RECOMMENDATION NO. 10

Allow Divisions Within the District, Except for the Division of Planning and Environmental Assistance to Substructure, Based on Specific Criteria.

The Study Team recommends that Divisions within the Districts be allowed to formally substructure when required to maintain a reasonable span-of-control in the supervision of employees. These supervisors are not to receive delegated program authorities of the Division Chiefs except when in an acting capacity.

Not all Divisions would need to be substructured immediately. And the need for substructure will vary widely based on workload and staffing. Therefore, criteria and guidelines have been developed to be used by BLM Managers to determine if a Division should be substructured. The criteria in this recommendation should only be applied after ensuring that the roles and functions of the Division are properly assigned (Recommendation No. 9) and staffing is based on workload (Recommendation No. 2).

The remainder of this recommendation deals with these criteria and guidelines for substructuring. It is divided into the following sections:

● Role of supervisors subordinate to the Division Chiefs.

● Organizational groupings for substructure and nomenclature.

● Numerical span-of-control.

Role of Supervisors Subordinate to the Division Chiefs

Designated supervisors of substructure groupings should have supervisory authority over the employees that are assigned to them. Specifically they should be responsible for:

- Insuring timely performance of a satisfactory amount and quality of work of subordinates.

- Receiving work products of subordinates and accepting, amending or rejecting work.

- Planning work to be accomplished by subordinates. Setting priorities and preparing schedules for completion of work.

- Assigning work to subordinates based on priorities, selective consideration of the difficulty and the requirements of the assignments, and the capabilities of employees.

- Evaluating performance of subordinates.

- Giving advice, counsel, or instruction to individual employees on both administrative and work matters.

- Interviewing candidates for positions in the unit. Making recommendations for appointment, promotion, or reassignment involving such positions.

- Hearing complaints from employees. Keeping higher level supervisor appraised of potential problems and referring grievances and complaints to that supervisor.

- Effecting minor disciplinary measures such as warnings and reprimands. Recommending action in more serious cases.

- Identifying developmental and training needs of employees. Providing or making provision for such development and training.

- Working with the Division Chiefs to resolve work related problems as they arise and making recommendations to the Division Chiefs concerning resource related decisions required in their particular program area.

- Performing as working members of the workforce and being fully involved in doing District projects of both major and minor nature, along with their employees.

Organizational Groupings for Substructure and Nomenclature

Substructure for Divisions within the District should be established along traditional work task lines and titled according to the Departmental Manual (Chapter 101). The first organizational level which should appear below the Division is that of a Branch.

The Study Team is only recommending that substructuring be allowed in the Divisions of Operations, Administration and Resource Management.

The team recommends that no formal substructure be allowed in the Division of Planning and Environmental Assistance. The Division of Planning and Environmental Assistance's work crosses multi-functional lines, and is of a nature that does not lend itself to functional subdivision. Also, the staffing level recommended for the Division is not great enough to create span-of-control problems, therefore, the Team recommends against establishing a formal substructure.

If the recommended role for the Division of Resource Management is adopted, the team does not expect it to warrant substructure. The Team does not advocate branching in the Division of Resource Management, and believes it should be approved only in special cases. Specific recommendations for functions and title of branches are not recommended because the work does not lend itself to easy separation. The work assigned to the Division of Resource Management cuts across multi-functional lines making it very difficult to substructure around work tasks.

If branching is recommended it should occur only after each Division is performing the role recommended in this report and staffing has been adjusted to match the role. In the case of Resource Management, recommendations for substructures should be made only after an organizational analysis has been conducted.

Recommended Branch titles for the Division of Operations and Administration are:

- Division of Operations
  - Branch of Technical Support and Assistance
  - Branch of Support Operations
  - Branch of Fire Control

- Division of Administration
  - Program Analyst
  - Branch of Administrative Services
  - Branch of Office Services

The role and function of Branches are:

- Division of Administration

    - The Program Analyst - provides Districtwide support, has District responsibility for management, coordination and monitoring of the budget development (program packages and budget execution (AWP)) process. Ensures that the development of all components of the budgeting and AWP system are consistent with Bureau guidelines, and reviews and monitors program accomplishments. Keeps management advised of progress of programs and identifies the need for adjustments in the work plan.

    - Branch of Administrative Services - provides Districtwide support (indirect administrative support) in the areas of procurement, personnel, safety, records management, collections, and imprest fund. Collections and imprest funds would transfer to detached Resource Areas in some cases.

    - Branch of Office Services - provides Districtwide support (except for detached Resource Areas) in the area of preparation of correspondence, typing, and stenographic services. It also includes responsibility for reproduction and duplicating services, maintenance of office equipment and receptionist for the office. (This workload category is referred to as direct administrative support.)

- Division of Operations

    There are three common functional groupings that occur in the Division of Operations. The first includes the primary District responsibility for technical expertise in the operations activity. The remaining two are highly variable depending on workload and may be combined and/or have substantial portions of their work assigned to Resource Areas.

    - Branch of Technical Support and Assistance - has the professional skills to provide design, construction, inspection, and monitoring for technical engineering aspects of project and use authorization; access planning and acquisition; management of the sign plan; hazard reduction; and, related engineering and professional skills in support of land use plans and implementation.

    - Branch of Support Operations - provides building, road, and recreation site operation and maintenance, force account construction, and maintenance of range improvements and other projects.

- Branch of Fire Control - prepares normal year fire plans and
  fire management portions of planning documents in consultation
  with management, conducts prescribed burns, and has primary
  responsibility for emergency fire suppression.

Numerical Span-of-Control

The Study Team recommends that a "rule of five" be used when determining
whether substructuring is merited within the District Divisions. What
this means is that a Branch should not be considered until there is a
group of at least six positions (one supervisory and five subordinates)
within one of the recommended alignments for Branches. As mentioned
previously on page V -10, 66 Divisions out of 169 have an acceptable
span-of-control of ten or fewer personnel. Therefore, utilization of
the "rule of five" should permit branching in a great number of the
Divisions, based on the present levels of staffing.

VI. EFFECTS OF
SYSTEMS ON FIELD
ORGANIZATION

CHAPTER VI - EFFECTS OF SYSTEMS ON FIELD ORGANIZATIONS

One of the most important factors in the success of an organization is how well its systems work. The Study Team identified ten of the principal systems currently in use in the Bureau for review during the Study.

- Data Management

- Inventory Systems

- Planning System

- Environmental Assessment

- Program and Budget Development

- Annual Work Plan

- Financial Management

- Directives and Paperwork Management

- Evaluation

- Personnel Systems

In both the Study questionnaire and interviews with the Study Team members, field employees expressed strong opinions as to the workability of each system and the effects it has on the organization. This Chapter examines the relationship between the BLM organization and the design and function of its principal systems. Appendix 3 includes an analysis of employee opinion regarding the specific systems.

FINDING NO. 11

BLM's Internal Operating Systems have had and are Continuing to have a Direct and Often Unintended Effect on the Field Organization.

A system can affect an organization in several ways. They are:

- Establishing formal processes and techniques for accomplishing work.

- Specifying the flow of information within the organization.

- Changing workload requirements of individual units.

- Influencing on the way individuals at different organizational levels communicate with each other.

The questionnaire examined the effects of the ten BLM systems listed above on workload, staffing, and organization structure. Respondents were asked to pick the system which they knew best and answer the following four questions about that system. The questions were presented as multiple choice. The possible responses were: yes, no, no change, don't know.

- Over the past two years, has this system resulted in a changed workload in your office?

- Over the past two years, has this system resulted in more personnel or new skills being added to your office?

- Over the past two years, has this system caused a need for an organizational change in your office?

- Do you anticipate that there will be an organizational change needed in your office in the next two years because of this system?

The respondents answers were examined to determine which systems they felt were having an effect on the organization ("yes") and further to identify whether there were any systems which were shown as having a greater effect than others. These following four systems were rated as having the most impact on the organization:

- Planning (rated highest every time)

- AWP (rated second, three out of four times)

- Environmental Assessment (rated third, three out of four times)

- Inventory (rated fourth, three out of four times)

The following chart shows how the respondents ranked the four systems which they rated as having the most impact. As shown below for question number one (shown on page VI-3) 23 percent of the respondents listed the Planning and AWP Systems as causing an increase in the workload while 19 percent listed Environmental Assessments, and so on.

	PLAN	AWP	ENV	INVENTORY	ALL OTHER SYSTEMS
1. Increase workload	23%	23%	19%	15%	20%
2. Increased personnel & staffing	24%	20%	19%	19%	18%
3. Needed organizational change in past 2 years	26%	26%	15%	14%	19%
4. Will need organizational change in next 2 years	27%	22%	14%	14%	23%

The field interviews also revealed a great deal of information about the systems and their impacts. In general, field personnel interviewed felt that the systems were having a major effect on the organization. However, this effect did not appear to have been analyzed when the systems were initially developed or subsequently changed.

A summary of the perceived effects that systems are having on the organization includes:

- Recurring change in the planning system has lead many employees and managers to conclude that a full time professional planning staff is required to understand and use this system.

- The Annual Work Plan system fails to reflect field needs. It is seen as a "top-down" document with no flexibility for responding to ongoing local needs. The system is seen as robbing field managers of their authority and centralizing it. The Annual Work Plan and program and budget development systems were lumped together in discussing this issue.

- The timeliness and accuracy of AWP reports is poor, requiring maintenance of extensive "cuff" records by field managers. Lack of information and feedback inhibits managerial control and effectiveness.

- Consolidating Annual Work Plans and financial management accounting at the District level in lieu of providing a Resource Area breakout, reduces accountability of the Area Manager.

- It is increasingly difficult to operate the Resource Inventory
  System at the Resource Area level because of rapidly expanding
  manpower requirements and the introduction of new techniques.

- The Environmental Assessment System has the third largest effect
  on workload, staffing, and organization. It ranks number one,
  however, as the most workable system in BLM. The likely
  interpretation of these results are that the questionnaire
  respondents are rating the increasing amount of time spent using
  the system, as a result of the greater number of environmental
  assessments written, rather than whether the nature of the system
  itself is increasing the workload.

- The ADP System was seen as a major source of frustration; it
  ranked as the number one "system" in need of improvement. The
  inaccurate and untimely flow of information in literally dozens of
  ADP applications, has a substantial deleterious effect on quality
  of decisions, mutual employee trust, and the roles of individual
  employees and organization units. The resulting lack of access to
  essential information is probably the single greatest cause of the
  breakdown in communications and the duplication of work
  (particularly in resource information gathering) in the
  organization.

- Most systems appear to be designed for a limited objective. In
  many cases information can only be used for one specific purpose.
  An example is the many independent procedures used in accounting
  for the acreage of public lands for a wide variety of purposes in
  BLM field offices. Procedural requirements of different systems
  also cause duplication and confusion. An example is the
  overlapping public involvement requirements of the planning
  system, ORV designation regulations, wilderness inventory
  procedures, and coal unsuitability procedures.

RECOMMENDATION NO. 11

Analyze Direct and Indirect Effects of Systems on Organization and
Workload Before New Systems are Approved by Management.

With the current and future requirements becoming more complicated, and
workload increasing, BLM systems are going to become more and more
important, and the adverse impacts more serious. In addition, it is
likely that more systems will be developed to aid us in day-to-day
management activities, so that the organization may become more
streamlined and its workforce committed to more on-the-ground type of
work. In order to minimize the adverse effects of the new and revised

systems on the organization and workload, a careful analytical process must be followed before management approves the adoption of any system. Users as well as designers will have to be involved in the development of systems procedures and the identification of positive and negative impacts. Each existing and proposed system should be examined for the following factors:

- Work required by each level of the organization to collect the data for the system.

- Manpower required to operate and maintain the system.

- Products or information produced, or potentially available from the system for each level in the organization.

- Whether the information required is avaiable within an existing system.

- Integration of information or procedure with other systems to reduce overlap or duplication of effort.

This will allow managers to evaluate all the merits of a proposed system against the full costs of implementing it. With careful analysis changes to the workforce, the organization or the system could be identified in advance and made while allowing the Bureau to continue functioning with minimal disruption to field organizations.

- It is increasingly difficult to operate the Resource Inventory System at the Resource Area level because of rapidly expanding manpower requirements and the introduction of new techniques.

- The Environmental Assessment System has the third largest effect on workload, staffing, and organization. It ranks number one, however, as the most workable system in BLM. The likely interpretation of these results are that the questionnaire respondents are rating the increasing amount of time spent using the system, as a result of the greater number of environmental assessments written, rather than whether the nature of the system itself is increasing the workload.

- The ADP System was seen as a major source of frustration; it ranked as the number one "system" in need of improvement. The inaccurate and untimely flow of information in literally dozens of ADP applications, has a substantial deleterious effect on quality of decisions, mutual employee trust, and the roles of individual employees and organization units. The resulting lack of access to essential information is probably the single greatest cause of the breakdown in communications and the duplication of work (particularly in resource information gathering) in the organization.

- Most systems appear to be designed for a limited objective. In many cases information can only be used for one specific purpose. An example is the many independent procedures used in accounting for the acreage of public lands for a wide variety of purposes in BLM field offices. Procedural requirements of different systems also cause duplication and confusion. An example is the overlapping public involvement requirements of the planning system, ORV designation regulations, wilderness inventory procedures, and coal unsuitability procedures.

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The present BLM District and Resource Area organization is fourteen years old. During this time, the use of public lands has increased, public land policy has been extensively revised and updated and the number of Bureau personnel has almost tripled. Energy and minerals development, the National Environmental Policy Act, the Federal Land Policy and Management Act, and increased public involvement in natural resource administration have dramatically increased the intensity of management needed for the public lands. In response to these pressures differences have developed in field application of present organization and management policy. The effects of these changes on the organization have resulted in many persons having a concern that the present field organization is inflexible and inefficient.

In spite of vastly increased external pressures and updated resource management processes, no comprehensive internal review has been made in the last ten years of the Bureau's field organization. In these past ten years the Bureau field organization has undergone many small adjustments to its different parts. The variances and permutations which have developed in response to public, legislative and resource demand pressures have necessitated this Study.

CONCLUSIONS AND RECOMMENDATIONS

The Study Team's basic conclusion is that the District and Resource Area should still be the basic organizational components of the BLM field structure. However, the team has also concluded that in order to meet public service and resource management needs, clearer roles must be assigned to Districts and Resource Areas. The primary thrusts of the team's recommendations are to clarify these roles and responsibilities, to reduce overlap; to eliminate duplication of work; and, to establish a smoothly functioning decentralized organization.

In addition to recommending that Districts and Resource Areas be retained, the Study Team makes ten specific recommendations (Discussed in Chapters III, IV, and V) which focus on providing role definitions, management systems and structures, and flexibility. These recommendations will provide sufficient latitude in the organization to adapt to local situations. They will also aid in creating an organization with an environment conducive to employee growth and development. They will further enable the Bureau to more fully utilize the professional, technical, and support skills needed to carry out its public service and resource management mandates. The ten recommendations will provide for the following:

● The endorsement of a management philosophy for administering field units which builds upon:

- A participative management approach.

- An interdisciplinary approach to resource management.

- The use of project teams and a project management approach at the field level for sensitive or major resource projects.

- Emphasis on decentralization and delegation of authority and responsibility to the lowest level.

- An information flow network through both the formal and informal organization.

- The use of systems designed to support field organizations and operations.

- Assigning staffing and budgetary resources according to workload as determined through a systematic process.

- The clear assignment of functions between all organizational components in Districts and Areas to reduce ambiguity, overlap, and duplication.

  - Role of Resource Area

    o The Resource Area is responsible for all local resource management activities which take place within its boundaries. This includes responsibility and supervision of data collection for and preparation of all Environmental Impact Statement/Environmental Assessment Reports (EIS/EAR's) as well as other resource management related documents which are limited to that specific Resource Area and are not highly sensitive issues. This includes supervisory responsibility for teams formed to prepare Resource Management Plans (RMPs). It also includes; functioning as the Bureau's primary field location for public contact and information, decisons on resource allocation, and day-to-day management of resource activities which are exclusively within the Resource Area.

    A minority opinion has also been expressed. This opinion would establish the role of the Resource Area as follows:

The Resource Area is responsible for functioning primarily as the Bureau's public contact point and providing resource management use information. It prepares routine EAR's and the recommendation portion of Resource Management Plans (RMP's). It is also responsible for all day-to-day management of resource activities which are exclusively within the Resource Area including monitoring RMP's.

- Role of District Offices

   o The District Office provides strong leadership and consistent managerial direction to Resource Areas through integration of resource, social and economic concerns, and program needs into comprehensive sets of program actions. The District ensures that the technical and professional components of the decisionmaking process are integrated to meet the various multiple demands. The District provides policy guidance, budget direction, and establishes priorities for the Resource Areas. It is also responsible for management of major resource projects which include more than one Resource Area.

● The establishment of a stronger management and supervisory structure for:

- Resource Areas

   o Providing criteria for establishing a formal organizational substructure based upon staffing and span-of-control and/or analyzing those Resource Areas in which the establishment of the recommended substructure does not resolve span-of-control problems.

- District Offices

   o Establishing a structure consisting of the following:

      District Manager/Associate District Manager
      Division of Administration
      Division of Operations
      Division of Planning and Environmental Assistance
      Division of Resource Management

   o Providing criteria for establishing a formal organizational substructure based upon staffing and span-of-control in the Divisions of Administration, Operations and Resource Management.

● Establishing detached Resource Areas when possible and when economies of operations will result.

MPACTS OF RECOMMENDATIONS

The implementation of the recommendations of this study will have a
variety of impacts upon the field organization. In some Districts and
Resource Areas there will be little change other than the possible
establishment of a few staffs in Resource Areas. In other offices,
major changes will be needed. These changes could involve shifts of
personnel, realignment of roles and responsibilities, changing in office
locations, and some changes in organizational behavior. Successful
implementation will require strong involvement and commitment from
management at all levels in BLM.

The effect of the recommended organization will be twofold in nature.
First is that of personnel shifts and average grade changes which will
occur. Second is the change in behavioral, attitudinal and
organizational climate which the recommendations are designed to foster.

Personnel Shifts and Average Grade

An analysis of the Bureau's Table of Organization for the State Office
level and below shows nearly the same number of employees in State
Offices as in Districts and a substantially smaller number than either
of these in Resource Areas. On October 1, 1980, the distribution of
full-time employees (permanent full-time and WAE) was as follows:

Office	Number of PFT & WAE Positions	Percent of Total PFT & WAE Positions (SO, DO, & RA)	Percent of Total PFT & WAE Positions (DO/RA)
States	3,148	36.6 %	
Districts	3,206	37.3 %	58.7%
Resource Areas	2,252	26.1 %	41.3%
TOTAL	8,606	100.0 %	100.0%

Of the 5,458 positions in Districts and Resource Areas 58.7 percent are
in the District and 41.3 percent in Resource Areas. The current
staffing ratio of an almost 60 to 40 split of District to Resource Area
does not reflect a truly decentralized field organization.

Full implementation of the recommendations of this report will result in
greater decentralization and a corresponding shift of personnel from
District staffs to Resource Areas.

Excluding Eastern States and Alaska which are special situtations, States show varying degrees of decentralization of activities with one State having 55 percent of its District Office/Resource Area personnel in Resource Areas and another State 27 percent. In all only two States have more than 50 percent of their District Office/Resource Area staffing in the Resource Areas. No clear organizational based pattern for greater or lesser numbers of employees in Resource Areas was evident. Types of workload, number of Resource Areas per District and total number of personnel in the District Office and Resource Areas do not show any correlation to staffing patterns. Therefore, it appears that assignment of work by the manager, delegation of authority and degree of District staff involvement in review procedures are greater determinants of staffing ratios.

Several organizational proposals have been developed recently which have adopted a strong decentralization concept. These proposals indicate Resource Area staffing levels of approximately 55 percent to 70 percent of the DO/RA total staff. Certain functions as identified in this study report must be carried out by District Office staff personnel. A certain minimum level of staffing or critical mass must be kept at the District in order to carry out these functions. It is difficult to say precisely the number of employees needed to maintain these functions but an estimate is in the range of 35 to 45 people for a large District. The average size of a BLM District/Resource Area organization is currently about 100 employees. Thus, a staffing level of 55 percent to 60 percent in Resource Areas as a Bureauwide average appears reasonable. As more positions are added to the District Office/Resource Area organization an even greater level of Resource Area staffing can be attained. This is possible because as the District Office staffing level reaches a critical mass point, new staffing can be almost wholly assigned to Resource Areas.

If a minimum target of 60 percent of District Office/Resource Area staffing for Resource Areas is established, this means that approximately 1,023 positions would need to be transferred from Districts to Resource Areas. The number of position transfers to achieve different levels is:

Levels of Resource Staffing as a Percent of DO/RA Staffing	Number of Position Transfers
41% (Current level)	0
45%	204
50%	477
55%	750
60% (Recommended minimum level)	1,023
65%	1,296
70%	1,569

Undoubtedly, the implementation of the Study recommendations would result in grade impacts. These are difficult to assess at present but it is estimated that the overall effect will be to raise the total District Office/Resource Area average grade. This estimate is given because District grade levels are not expected to decrease while Resource Area grade levels will rise. The shift of personnel to Resource Areas will most likely be lower graded personnel, but the addition of more journeyman grade level positions and full supervisory positions at the Resource Area will cause higher overall grades.

Organizational Behavior, Attitudes and Climate

This Study articulates both a need and a reality. The need is to design an organization which is responsive to both its environment and its people. The reality is that a viable model already exists which needs some adjustments. Yet in the 1980s both external and internal pressures are sure to increase. Externally, the '80s will demand that bureaucracies respond to turbulent environments of high uncertainty, rapid change, and shifting priorities. Internally, the '80s will demand that bureaucracies meet the rising expectations of its workforce and be sufficiently adaptable to changing external pressures. Employee expectations will include a demand for more career opportunities and career development from a more diverse range of employees. Although these pressures are not entirely new, they will affect more people, more managers and will receive more emphasis in the 1980's.

One of the major themes of this study is to supplement the existing organization with minor structural modifications and a set of internally responsive, participatory, and problem solving methods which form the basis for a consistent and comprehensive approach to the management of field offices.

The use of a participative management approach, matrix teams, project teams, and interdisciplinary teams is not an attempt to usurp management's power and authority rather it is a recommendation that recognizes a need for providing an organizational environment which encourages and rewards employee's attitudes and performance. A potential net effect will be to develop an organization which externally is more responsive to users and internally less bureaucratic to employees.

The philosophy articulated by the Study recommendations is an approach which reflects a proactive rather than a reactive way of managing. The emphasis is on trying to anticipate and influence the future rather than respond and react on an exception basis. The philosophy is also a results oriented approach which emphasizes accomplishments and service to the public. The focus is on managing change and on improving both individual and organizational effectiveness. The basic philosophical premise is to encourage increased participative management which is consistent with the needs and demands of the future. A final operational premise of the Study is that a line manager is responsible for activities which take place within her/his geographic area unless responsibility for an action is elevated by a management decision.

PHASE I

Concept and Philosophy

Task	Responsibility
1. Director/Associate Director briefing and decisions	Director/ Assoc. Director/ Management Research
2. Assistant Secretary - Land and Water Resources Briefing	Director/ Associate Director/Management Research
3. Prepare public relations plan and internal information plan. Items to be included:	Management Research lead

    - Marketing strategy for both external and internal environments.

    - Summarized description of concepts and decisions.

    - Identify implementation leader for each State.

4. Area Manager Training	Management Research
5. State Briefings	
a. State Director/District Manager/State Office Division Chief Briefings	State Directors/ State implementation leads
b. District Manager/Area Manager/District Office Division Chief Briefings	
c. Employee Briefings	

PHASE II

Internal Approval

Task	Responsibility
1. Revise BLM Manual Sections 1213, 1214	Management Research
2. States identify timeframe for implementation.	Timeframe identified by end of FY 81
3. States prepare plan to meet time frame	State Director with Washington Office or Denver Service Center assistance
a. Revised functional statements	
b. Organizational structure of each District (Include change in Resource Area boundaries).	
c. Substructures of District Office Divisions and Resource Areas.	
d. Personnel reassignment plans.	
e. Office needs within existing location.	
Space	
Facilities	
Cost benefit analysis	
f. Equipment or special budgetary needs.	
g. Employee involvement in changes and implementation.	
h. Monitoring and follow-up (Includes identification of Washington Office assistance)	
4. Approval of Plan	Associate Director/State Director
5. Replace B.O. 701 with BLM Manual 1203 - Delegation of Authority	Management Research - Final Draft in April

Task	Responsibility

6. State Office and District Office Supplements — State Directors
   for 1203 – Delegation of Authority

7. After initial implementation, delegate — Associate
   organizational change authority to State — Director/Management Research
   Director for changes below District Office
   Divisions and Resource Area level.

PHASE III

Items Which Require Higher Level Approval or Other Specific Needs

Task	Responsibility

1. As part of plan prepared under Phase III — State Director

   a. Identify change in office status and new
      geographic locations.

      Space

      Facilities

      Cost benefit analysis

   b. Overall equipment or other special
      bugdetary needs

2. Approval of offices in geographic — Director/
   locations — Assistant Secretary – Land and Water Resources

3. Integration, modification or revision of — Deputy Directors,
   existing systems — Assistant Directors, State Directors

   a. Fee collections

   b. Application filings

    c. Personnel - (classification and staffing)

    d. Annual Work Plan

    e. Automatic Data Processing

    f. Ongoing implementation of other systems.

       Examples:

       Environmental assessments
       Planning
       Inventory
       Resource, technical and
        administrative systems

DISTRICT OFFICE/RESOURCE AREA STUDY TEAM

CORE TEAM

Ed Pittman; Management Analyst, Division of Management Research
Headquarters (Team Leader)

Sandra Sacher; Management Analyst, Division of Management Research
Headquarters (Team Leader)

Michael Dole; Assistant Chief, Office of Program Evaluation,
Headquarters

Bill Lamb; Assistant District Manager, Bakersfield District

Gary McVicker; Assistant District Manager, Yuma District

Sally Hoeck; Chief, Division of Administration, Eugene District

Don Schramm; Chief, Division of Operations, Rock Springs District

ADVISORS

John Moeller; Chief, Division of Management Research, Headquarters

Dean Bibles; Assistant Director, Lands and Rights-of-Way, Headquarters

Kannon Richards; Associate State Director, Montana

Dean Stepanek; Associate State Director, Utah

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Denver Service Center

Ron Fox; Personnel Management Specialist, Headquarters

Bob Riley; Classification Specialist, Headquarters

Lily Burnham; EEO Officer, Denver Service Center

United States Department of the Interior

1213 (840)

BUREAU OF LAND MANAGEMENT
WASHINGTON, D.C.   20240

Memorandum

JUN 6 1980

To: BLM Employee

From: Director

Subject: District Office/Resource Area Study

As you know the Division of Management Research is conducting a District Office/Resource Area Study which is to be completed by the end of the fiscal year (see Instruction Memorandum No. 8-395 and WO No. 80-551). As part of this effort the Study Team has developed a questionnaire to collect information and data from field employees. Your name has been selected through random statistical sampling from all full-time permanent and WAE State Office, District Office, and Resource Area personnel. You and approximately 650 other Bureau employees are the sample population for the questionnaire.

While you are free to discuss the questions in this questionnaire with whomever you choose, please treat your final answers as private and return them promptly for keypunching so that they may be compiled for analysis by the Study Team. Information from the questionnaire will be analyzed through use of a computer and will only reflect the answers of groups of individuals rather than data from a particular individual. In addition, the Study Team will be conducting a large number of interviews with field personnel and will be doing extensive research and literature review.

In this statistical approach your answers represent a number of other BLM employees, so it is very important that each questionnaire be returned. A preliminary test of the questionnaire indicated that it takes approximately 40 minutes to complete. You are urged to fill out and return the completed questionnaire within one day. In order to be included in the Study your questionnaire must be received by the Division of Management Research no later than June 18, 1980. A return addressed blue envelope has been included for your convenience.

This Study is a personal priority for me, and I hope that you will give this questionnaire your complete attention and effort. Thank you for your attention to this important Study.

E. I. Hawley
Associate

Enclosure

Page 1,

DISTRICT OFFICE/RESOURCE AREA STUDY
FIELD QUESTIONNAIRE

I. VITAL STATISTICS

1. Organizational Title:

2. Position Title:

,

3. Years in Current Position:

   a. ☐ Less than 1 year c. ☐ 4-10 years

   b. ☐ 1-3 years   d. ☐ 11 years or
                            more ,

4. Years with BLM: (Total)

   a. ☐ Less than 1 year c. ☐ 4-10 years

   b. ☐ 1-3 years   d. ☐ 11 years or
                            more   ,

5. Organizational Unit: (Check One)

STATE OFFICE:

   a. ☐ State Director's Immediate Staff

   b. ☐ Division of Resources

   c. ☐ Division of Technical Services

   d. ☐ Division of Management Services

   e. ☐ Division of P&EC (or Plan Coord Staff)

   f. ☐ Other _____
            (Specify)

OR: DISTRICT OFFICE:

   g. ☐ District Manager's Immediate Staff

   h. ☐ Division of Resource Management

   i. ☐ Division of Operations

   j. ☐ Division of Adminstration

   k. ☐ Division of P&EC (or Plan Coord Staff)

   l. ☐ Resource Area

   m. ☐ Other _____,
          , (Specify)

6. If you are in a Resource Area, is it:

   a. ☐ Colocated in the District Office

   b. ☐ Located in separate facilities, but in the same town as the District Office

   c. ☐ Detached in a different town than the District Office   ,

7. Are you a Supervisor?

   ☐ Yes   ☐ No If no go to
                 question # 10 ,

8. Type of Supervisory Position:

   ☐ Line   ☐ Staff ,

9. Extent of Supervisory responsibility:

   How many employees were within your
   authority as of June 1, 1980?

   _____ , # Permanent

   _____ , # WAE

   _____ , # Temporary

   _____ , # TOTAL

10. What is the Title of Your Immediate
    Supervisor? (Check One)

   a. ☐ State Dir./District or Area Mgr

   b. ☐ Associate State Director/
       Assistant District or Area Mgr.

   c. ☐ Division Chief

   d. ☐ Administrative or Clerical Leader

   e. ☐ Branch Chief

   f. ☐ Section Chief

   g. ☐ Team Leader

   h. ☐ Other _____
       ,   (Specify)   ,

Page <u>2</u>,

II. PRINCIPAL BUREAU SYSTEMS

<u>General Instructions</u>: This Section is divided into Parts A and B. Please complete
both Parts.

PART A

<u>Instructions</u>: This Part addresses two basic questions:

1. From your perspective, which systems work best? (Left Column.)
2. From your perspective, which systems are in the most need of improvement? (Right Column.)

Read the list of ten major Bureau systems. Pick the five (5) which you feel work the best and
rank them in the Left Column. Use a number one (1) for the best, a number two (2) for
second best and so on. Do the same in the Right Column for systems improvement, again
ranking only five (5) of the systems, starting with number one (1) for the system most needs
improvement, etc. *If you are not familiar with any of these systems, proceed to Section III.*

11. WORKABILITY	CATEGORY	13. NEEDS IMPROVEMENT
,	Automated Data Management Systems	,
,	Inventory Systems (Resource Inventory Data Collection)	,
,	Planning System	,
,	Environmental Assessment	,
,	Program and Budget Development	,
,	Annual Work Plan (Current Year Budget Operations)	,
,	Financial Management (Coding and Accounting for Receipts and Expenditures of Work Months and Dollars)	,
,	Directives and Paperwork Management (Manuals, IMs, Control Files, Libr.)	,
,	Evaluations (General Management, Functional, Program, etc.)	,
,	Personnel Systems (Merit Promotion, Recruitment, Classification, Suggestions and Awards)	,

12. For the system you rated
as number one (1) in
Workability, what is
the one single thing which
makes it work well?

_____

_____ ,

14. For the system which you rated
as number one (1) in Needs
Improvement, what is the one
single thing which makes it
need improvement?

_____

_____ ,

II. PRINCIPLE BUREAU SYSTEMS - Continued

PART B

Instructions: Answer the following questions about the system which you know best.

15. Check the system which you know best:

a. ☐ Data Management   f. ☐ Annual Work Plan

b. ☐ Inventory Systems   g. ☐ Financial Managment

c. ☐ Planning System   h. ☐ Directives and Paperwork Management

d. ☐ Environmental Assessment   i. ☐ Evaluations

e. ☐ Program & Budget Development   j. ☐ Personnel Systems   ,

16. During the past two years, has this system been:

a. ☐ Used by your office as   c. ☐ Drastically changed or replaced
originally designed.   by your office.

b. ☐ Modified by your office.   d. ☐ Don't know   ,

17. Regardless of the implementation of the system, is the information or service provided
by this system important to your job?

☐ Yes   ☐ No   ☐ Don't Know   ,

18. Have you been trained to work with this system?

☐ Yes   ☐ No   ,

19. If yes, how?

On-the-job training: Formal Bureau training:

a. ☐ Adequate   a. ☐ Adequate

b. ☐ Inadequate   b. ☐ Inadequate

c. ☐ None   ,   c. ☐ None   ,

20. Over the past two years, has this system resulted in a changed workload in your office?

a. ☐ Increased work   c. ☐ No change

b. ☐ Decreased work   d. ☐ Don't Know   ,

21. Over the past two years, has this system resulted in more personnel or new skills
being added to your office?

☐ Yes   ☐ No   ☐ Don't Know   ,

22. Over the past two years, has this system caused a need for an organizational change
in your office?

☐ Yes   ☐ No   ☐ Don't Know   ,

23. Do you anticipate that there will be an organizational change needed in your office
in the next two years because of this system?

☐ Yes   ☐ No   ☐ Don't Know   ,

III. DIRECTION AND GUIDANCE

PART A

Instructions: This Part addresses two basic questions:

1. From your perspective, which form of direction/guidance works best? (Left Column)
2. From your perspective, which form of direction/guidance most needs to be improved? (Right Column)

Read the list of nine forms of direction/guidance. Pick the five (5) which work the best and rank them in the left hand column. Use a number one (1) for best, a number two (2) for second best and so on. Then go to the right hand column and rank the types of direction/guidance which need to be improved. Again, use a number one (1) for needs most improvement, a number two (2) for next and so on.

24. WORKABILITY	CATEGORY	26. NEEDS IMPROVEMENT
,	Day-To-Day Direction/Guidance Received From Immediate Supervisor	,
,	Position Description	,
,	PIPR	,
,	Annual Work Plan	,
,	BLM Manual Sections	,
,	Instruction/Information Memoranda	,
,	Regulations	,
,	Informal Direction/Guidance Received From Staff Specialists Located In A Higher Office	,
,	Formal Correspondence, Other Than Those Previously Listed, (Memos, Letters, etc.) Received From A Higher Office	,

25. For the form of direction/guidance you rated as # 1 in Workability, what is the one single thing which makes it work well?

_____

_____ ,

27. For the form of direction/guidance you rated as # 1 in Needs Improvement, what is the one single thing which makes it need improvement?

_____

_____ ,

III. DIRECTION AND GUIDANCE - Continued

PART B

Instructions: Answer the following questions about direction/guidance.

28. Do you perform any functions (work tasks) that are <u>also</u> performed at the next higher organizational level? For example, both a District and State Office doing quality control reviews for the same document.

☐ <u>Y</u>es   ☐ <u>N</u>o   ☐ <u>D</u>on't Know   ,

29. If yes, could any of these functions (work tasks) be performed better if they were decentralized so that your organizational level was the only one performing them?

☐ <u>Y</u>es   ☐ <u>N</u>o   ☐ <u>D</u>on't Know   ,

30. If yes, list these functions (work tasks).

a. _____ ,

b. _____ ,

c. _____ ,

31. Do you receive specific direction/guidance from the next higher organizational level on functions (work tasks) which you perform? For example, the State Office providing day-to-day guidance on an ES being written in a District Office.

☐ <u>Y</u>es   ☐ <u>N</u>o   ☐ <u>D</u>on't Know   ,

32. If yes, could any of these functions (work tasks) be performed better if your office had total authority to manage this function and received only general review rather than specific direction/guidance from the next higher organizational level?

☐ <u>Y</u>es   ☐ <u>N</u>o   ☐ <u>D</u>on't Know   ,

33. If yes, list these functions (work tasks).

a. _____ ,

b. _____ ,

c. _____ ,

34. Do you perform any functions (work tasks) that are <u>also</u> performed at the next lower organizational level? For example, both a District and State Office doing quality control reviews for the same document.

☐ <u>Y</u>es   ☐ <u>N</u>o   ☐ <u>D</u>on't Know   ,

III. DIRECTION AND GUIDANCE - Continued

PART B - Continued

35. If yes, could any of these functions (work tasks) be performed better if they were
     elevated so that your organizational level performs them?

     ☐ Yes   ☐ No   ☐ Don't Know   ,

36. If yes, list these functions (work tasks).

     a. _____ ,

     b. _____ ,

     c. _____ ,

37. Do you give specific direction/guidance to the next lower organizational level on
     functions (work tasks) which they perform? For example, the State Office providing
     day-to-day guidance on an ES being written in a District Office.

     ☐ Yes   ☐ No   ☐ Don't Know   ,

38. If yes, could any of these functions (work tasks) be performed better if your
     office had total authority to perform these functions?

     ☐ Yes   ☐ No   ☐ Don't Know   ,

39. If yes, list these functions (work tasks).

     a. _____ ,

     b. _____ ,

     c. _____ ,

IV. MANAGEMENT DECISION MAKING

Instructions: The following six situations are common in management of many Districts and
Resource Areas. Read each example and answer the questions about each one, based on
personal experience with the way decisions are actually made in your field office. If
you are not familiar with the typical internal responses of your organization to the type of
situation described, skip to the next question.

40. A controversial decision must be made allocating forage and season of use on Allotment
     "X". List the organizational title of the person who will make this decision.

     a. _____ ,

     In addition to the decision maker, list the titles (in order of influence) of up to
     four key players in making this decision.

     b. _____ ,   d. _____ ,

     c. _____ ,   e. _____ ,

41. A permanent full-time range conservationist position is vacant in the Sage Flat RA.
     It is proposed that the position be used to establish a geologist position in the
     Coal Seam RA. Both RA's are in the same District. List the organizational title
     of the person who will make the decision.

     a. _____ ,

     In addition to the decision maker, list the titles (in order of influence) of up to
     four key players in making this decision.

     b. _____ ,   d. _____ ,

     c. _____ ,   e. _____ ,

42. The SO has called to ask if the District can use an additional $25,000 for water
     development projects as a result of mid-year review adjustments. Three (3)
     alternatives are proposed: (1) Accelerated livestock pipeline and trough development
     in an approved AMP; (2) Initiate guzzler and spring development in a recently
     completed wildlife habitat management plan; (3) Drill a well to provide water to the
     Dry Gulch campground. List the organizational title of the person who will make this
     decision.

     a. _____ ,

     In addition to the decision maker, list the titles (in order of influence) of up to
     four key players in making this decision.

     b. _____ ,   d. _____ ,

     c. _____ ,   e. _____ ,

IV. MANAGEMENT DECISION MAKING - Continued

43. The District AWP has been approved and the various programs for the year identified and
     funded. The a. _____ , has the responsibility to keep
     the District Manager/Management Team advised of progress and/or any problems showing
     up in the various programs; e.g. over run in WM's, etc. The b. _____
     _____ , is responsible to assemble the program year budget packages and
     documents for DM signature and submission to State Director.

     List, in order of influence, the organizational titles of other individuals who have
     major input into the AWP.

     c. _____ ,   e. _____ ,

     d. _____ ,   f. _____ ,

44. The AWP allows for the purchase of a $3,000 piece of equipment for your office. The
     a. _____ , prepares the requisition. The b. _____
     _____ , prepares the bid schedule. The c. _____ ,
     prepares the purchase order which is then signed by d. _____ ,

     List, in order of influence, others involved in the above type of procurement.

     e. _____ ,   g. _____ ,

     f. _____ ,   h. _____ ,

45. What is the most important job related decision that you were involved in recently?

     a. _____ ,

     List the organizational title of the person who made this decision.

     b. _____ ,

     Also list the titles (in order of influence) of up to four key players that were
     involved in making this decision.

     c. _____ ,   e. _____ ,

     d. _____ ,   f. _____ ,

V. JOB SATISFACTION

Instructions: In any job there are a variety of factors, both positive and negative, that add up to your overall feelings about your job situation. In the Left Column rank the five (5) factors that contribute the most to your job satisfaction. Mark one (1) for the factor that is most satisfying about the job, two (2) for the next most, and so on. In the Right Column indicate, in order, the five (5) factors that are the most dissatisfying about your job. Mark one (1) for the factor that provides the most dissatisfaction, two (2) for the second, and so forth. If you feel strongly about a topic that is not listed, write it in at the #·48 and include it in your rating.

46. PROVIDES SATISFACTION	FACTORS	47. PROVIDES DISSATISFACTION
,	Office Space and Facilities	,
,	Commute to the Office	,
,	Commute from Office to Field Worksite	,
,	Time On-the-Ground	,
,	Job Accountability	,
,	Interpersonal and Office Relations	,
,	Opportunity for Advancement	,
,	Involvement in Decisionmaking Process	,
,	Use of Professional Abilities	,
,	Workload	,
,	Budget Restrictions	,
,	Training	,
,	Stability of Policies	,
,	Quality and Degree of Supervision	,
,	Politics Outside the Bureau	,
,	Politics Inside the Bureau	,
,	Demands of the Public	,
,	Regulations from other Agencies	,
,	Regulations by BLM	,
,	Field Input into Policies	,
,	Field Input into Planning	,
,	48. Other (Specify) ,	,

Page <u>10</u>,

VI. OFFICE LOCATION

Instructions: The selection of an office location must satisfy diverse needs. Read the list below and rank your current office location in the Left Column. Use a number one (1) for the category which your current office location meets best, a number two (2) for second best, and so on. Then go to the Right Column and indicate the order in which these needs should be considered in establishing future office locations. Use a number one (1) for the most important consideration in establishing a new office location, a number two (2) for second most important, and so on.

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49. CURRENT OFFICE LOCATION	CATEGORY	50. PRIORITIES THAT AN OFFICE LOCATION SHOULD MEET
,	Access and Service to Public	,
,	Physical Access by/to other Federal/State/local Agency	,
,	Access to Other BLM Offices (i.e., RAH, DO, SO)	,
,	Access to Air Transportation and other Commercial Support Services	,
,	Access to BLM On-the-Ground Work	,
,	Utilization of Government Vehicles and Travel Dollars	,
,	Overall Employee Morale and Well Being	,
,	Quality of Community and Housing	,
,	Colocation or Close location with other Federal Agencies	,

VII. PROGRAM SUPPORT TIME

Instructions: Answer the following questions based on your best estimate of how your average workweek is spent, allowing for the seasonal and programmatic variations over the course of a year. Show your responses in whole workhours. In the column on the right, show how you think your time should be divided.

51. ACTUAL		CATEGORY	52. IDEAL	
	,	Staff meetings, management Team meetings		,
	,	Staff meetings, or meetings to coordinate work		,
	,	Individual discussion with Supervisor		,
	,	Individual discussion with staff specialists		,
	,	Individual discussion with subordinates		,
	,	Reviewing written material of subordinates, writing comments		,
	,	Reviewing written material of other staff specialists which you do not supervise, writing comments		,
	,	Workshops and training		,
	,	Reading assignments made to you or your office		,
	,	Reading directives, manuals, etc.		,
	,	Reading and researching information		,
	,	Working with BLM personnel; written or verbal (non-supervisory work)		,
	,	Working with other governmental personnel; written or verbal		,
	,	Working with public, interest groups, industry; written or verbal		,
	,	Travel to and from other offices		,
	,	Travel to and from work On-the-Ground		,
	,	Writing program findings, reports		,
	,	Writing, administrative support of program work		,
	,	On-the-Ground work (planned)		,
	,	Responding to a crisis (unplanned)		,
40 (HOURS)		TOTAL AVERAGE WORKWEEK	40 (HOURS)	
		Unreported Overtime		
	,	Reading BLM related documents, periodicals, etc.		,
	,	Meeting with the public on BLM matters		,
	,	Travel (Other than from home to office and back)		,
	,	On-the-Ground work (planned)		,
	,	Responding to a crisis (unplanned)		,
	,	Office work (planned)		,
(HOURS) ,		TOTAL UNREPORTED OVERTIME	(HOURS) , *	

COMMENTS

Instructions: This page has been provided for your use, if you wish to make any comments about the questionnaire or the Study. In addition, there is an optional question which you may answer if you wish.

Optional Question: From your perspective, what do you think are the major factors that will impact Bureau field operations and organization in the next four (4) years?

ANALYSIS OF EMPLOYEE OPINION

EXPRESSED IN MAY 1980 QUESTIONNAIRE

District Office/Resource Area Study

SUMMARY

Instruction Memo No. 80-551 set up a task force to study the organizational structure of the first two levels of BLM field offices. The investigation was carried out in two parts: a questionnaire and face-to-face interviews. The findings and recommendations regarding roles, relationships, and organizational structure are reported in the full task force report. In the process of performing this analysis, the task force also found strong indications in the questionnaires that there were problems with the ongoing systems. Although it turned out that these issues did not bear strongly on the organizational issues, they do have important implications for the on-going management of the BLM programs. The Associate Director and the task force decided that these findings regarding the systems should also be reported, but in this separate format. The findings received the same exhaustive review as did the full task force report, but are presented as a summary of field opinion rather than as specific task force recommendations.

This report provides the first comparative evaluation of a statistically valid sample of District Office and Resource Area staff satisfaction with various administrative systems in BLM. Most of the findings are very favorable to BLM. The few that appear to require immediate attention are listed on the following page. There are several notable features of this list:

1) There appears to be general agreement that there is need for immediate, major improvement in administrative systems if the field staff are to be effective.

2) There is a suprisingly unified view in the field about which systems need improvement, and what the improvements should be.

3) The needed improvements appear to be well within the power and resources of BLM to accomplish.

4) Most of the remedial actions are completely dependent on headquarters initiation.

5) The problems have a greater impact in the field than in headquarters, perhaps making it tempting for the responsible Washington Offices to assign a low priority to the corrections. The critical issue, however, is how the headquarters offices manage these systems.

SUMMARY OF EMPLOYEE RECOMMENDATIONS EXPRESSED IN THE QUESTIONNAIRE

SYSTEM	RECOMMENDATION
Automatic Data Processing	Make more accurate and timely. Provide training.
Personnel	Establish perception of merit. Speed up internal processing.
Program and Budget Development	Settle into reliable pattern. Provide consistant guidance. Make less complex. Incorporate field needs better.
Budget Restrictions	Allow more field flexibility.
Annual Work Plan	Change less frequently. Honor field input. Improve validity. Break out data by Resource Area. Streamline.
Inventory	Simplify. Pull together into a useable whole. Use significant samples.
Financial Management Systems	Eliminate inaccuracies. Broaden categories. Hold managers accountable.
BLM Manual Sections	Update, keep timely. Coordinate issuances.
Planning	Simplify.
Staff Specialists	Improve management and coordination.
General operations	Establish perception of merit rather than politics.
Office Space and Facilities	Improve or replace worst offices.
Training	Provide more formal training. Improve quality of on-the-job training.

METHODOLOGY

To properly evaluate the priorities that the field staff have assigned to these recommendations, and to appreciate the size of the mandate to make the recommended improvements in operating systems, it is important to understand how these findings were assembled. The sample size was mathematically computed to provide significant findings given the expected return rate of the questionnaires and the number of ways that the data was to be divided. Questionnaires were sent to a total of 670 BLM field staff, selected in two ways. The first was a random selection of one in fifteen employees drawn from the Resource Areas, District Offices, and State Offices (without regard for permanent or WAE employment status). The second was the addition of all the Resource Area Managers and all the District Office Managers who had not been randomly selected. The intent of this enhancing of the random sample was to make sure that the views were fully reflected of the field staff in the best position to evaluate all the systems and how they impacted on field operations. More than 80% of the questionnaires (548) were returned, a much higher rate than expected and quite sufficient for statistical validity. The responses were grouped by a variety of subpopulations (e.g., by organizational level, division, length of service, and supervisory status) to investigate possible variation within the mean scores. Details of the rating systems and computational procedures will be provided upon request. The general point, however, is that this sample is sufficient to accurately represent the views of the entire field staff.

SOURCES OF JOB SATISFACTION AND DISSATISFACTION

While many of the sources of satisfaction or dissatisfaction in any job are intrinsic to the individual performing the job or outside the power of the employer to change, it occasionally happens that there are specific changes that can be made which will greatly improve the motivation and satisfaction of the staff. To determine how BLM staff view their jobs, respondents were asked to rank a list of 21 possible sources of job satisfaction and dissatisfaction. Because it is doubtful that any such list could be complete, an "other" category was provided. All the "other" responses combined ranked only 13th in importance, so it is assumed that the list of 21 was fairly sufficient.

The largest sources of job satisfaction for the entire sample were (in this order): involvement in the decisionmaking process; use of professional abilities; interpersonal and office relations; job accountability; the quality and degree of supervision; and time on the ground. In many regards, it would be hard to imagine a rank order that would reflect more favorably on the overall situation in the Bureau.

While there was nearly universal agreement in this list, there were some interesting variations between subpopulations. Non-supervisors rated use of professional abilities and interpersonal relations higher

than the norm. The Divisions of Administration and Management rated interpersonal relations first, involvement in the decisionmaking much lower than the norm, and of course gave almost no rating to time on the ground.

Budget restrictions were rated the single largest source of job dissatisfaction by every single subpopulation except the Division of P&EC who rated it second after politics in the Bureau. The results did not specify whether the restriction causing the problem was the lack of money or the limitations of which account it must be applied to, or if it were both.

The second largest source of dissatisfaction was politics inside the Bureau. This rating was given by every subpopulation except P&EC who rated it higher. Some amount of politics is probably inescapable, and perhaps even appropriate, to any large organization. But the strength and unanimity of dissatisfaction expressed in this rating should raise several questions as to whether we have not strayed too far from merit principals. Even if this dissatisfaction were only a misperception, the problem would be worthy of management attention.

Opportunity for advancement was the third largest source of dissatisfaction. Based on the field interviews, there appear to be several factors here. One factor is probably the organizational structure, which will be discussed in more detail in the task force full report. Another appears to be that the personnel system is not perceived to be operated on merit principals, as discussed later. A third is that the classifications of grade level are not perceived to be in keeping with other organizations doing similar work. Another may be that it is simply impossible to provide all the opportunity that everyone wants. But if a majority of people in an organization perceive this to be a problem, management should at least make sure they are doing the best they can and this good faith effort is sufficiently communicated.

Office space and facilities were the fourth largest source of dissatisfaction. This was simultaneously the ninth largest source of satisfaction. There was no clear pattern in variation between the various subpopulations, except that the state offices tended to rate it more favorably than other groups. The not too startling conclusion appears to be that some people have good offices, some people have bad offices, and most people have average offices. If this is true, there are probably a few situations bad enough to merit being immediately exchanged for better locations, and a number of inferior offices that deserve further study before being either improved or exchanged. The fact that the average office is of quite acceptable quality should in no way hinder the efforts to improve the unacceptable ones. A follow-up questionnaire with a larger (or even a complete) sample would be needed to accurately identify the worst offices, although this list may already be available from general knowledge.

The workload was rated as the fifth largest source of dissatisfaction, and also as the eighth largest source of satisfaction. As with the quality of the office space, there is probably quite an acceptable

average with a few people at either extreme where remedial action
should be taken. This is one of the areas that was deemed appropriate
for face to face discussion, and so additional information is available
in the full report of the task force.

Training was rated as the sixth largest source of dissatisfaction,
and only the tenth largest source of satisfaction. Some of this satisfaction
may refer to the general job experience rather than to formal training
presentations. Office space, workload, and training are all areas
that can be directly improved within existing management structures
and authorities. If direction is needed for such an effort, a follow-up
questionnaire could provide considerable precision as to the problems
and the solutions prefered by the staff. It is likely, however, that
most of the required information is already available in WO offices.
From 15% to 20% of the respondents said they had received no training
in the system they knew best, and around 20% of those who had been
trained rated the on-the-job training and the formal training as inadequate.

In summary, it appears that there is direct action that the
BLM management can take to reduce the sources of employee dissatisfaction.
As mentioned above, the techniques for correcting inequity in office
space, workload, and training are fairly straightforward to address.
While the intervention is more complex, it is also possible to take
steps to improve employee satisfaction with the budget, with the politics
inside the Bureau, and with the opportunity for advancement. There
may well be less dissatisfaction if employees see that their approved
plans make up the majority of the workmonths in the AWP that they
receive back from the WO. And it is well within our power to decide
what proportion of the final allocations will be for national priorities,
and what proportion will be priorities set by the field. A principal source
of dissatisfaction regarding politics in the Bureau could be eliminated
by ensuring that the personnel system works by strict merit principles.
Further strides could be made in making sure employees know how decisions
are intended to be made, and then ensuring that they are in fact made
that way. '

PRIORITIES FOR OFFICE LOCATION

One issue that always comes up as organizational structure and
boundaries are discussed is the proper location of the BLM office.
In many of the areas where we work, there are a very limited choice
of towns. One section of the questionnaire inquired as to what the
considerations ought to be in the selection of the town for the office,
and whether BLM had chosen correctly in the past.

There was agreement by every subpopulation that the single largest
consideration in the selection of an office site should be access
and service to the public. There was also agreement by nearly every
subpopulation that this had been the principal issue in the placement
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of their current office. Only the state offices suggested that access

to other Federal, State, and local agencies had been a higher consideration in the placement of the state office. In many regards, this should be seen as reinforcement rather than disagreement in that these other agencies are the major public that deals with BLM at the state level.

The Resource Areas and the Line Supervisors recommended that the next most important consideration should be access to BLM on-the-ground work, and believed that this had in fact been the case in selecting the site for their current office. The other sub-populations, on the other hand, believed that overall BLM employee morale and well-being should be ahead of access to the ground. Quality of housing was generally recommended as the fourth most important consideration. Utilization of government travel dollars was recommend as the fifth most important issue by all but the state offices who rated it ninth. The subpopulations other than the state generally recommended that access to other Federal, state, and local agencies should be the sixth consideration. Access to other BLM offices and access to air transportation and other commercial support services were generally rated seventh and eighth.

It is noteworthy that access to other BLM offices, such as when two offices are co-located, was not recommended as a particularly desirable criteria for office placement.

It appears that the placement of the current offices was generally rated as conforming fairly well to the placement criteria which staff identified as desirable, except that the actual consideration of employee morale and well being was rated lower than recommended. While there was a good deal of variation among the subpopulations, and no clear pattern to this variation, the degree of variation was generally not large. There were, however, a few exceptions to this trend. State offices and people who had been with the Bureau three years and less rated the current quality of community and housing lower than the trend. State offices, predictably, rated access to on-the-ground work as lower than the other subpopulations.

EVALUATION OF BUREAU SYSTEMS

One of the most important factors in the success of an organization is how well its systems work. Respondents were asked to show in rank order which of BLM's principal systems worked best and which systems were most in need of improvement. Their responses are summarized below, starting with the one they rated as most in need of improvement.

The Automatic Data Management Systems ranked lowest in workability for the total sample as well as for nearly every subpopulation. This system was also rated most in need of improvement by the total sample. The comments submitted most frequently stressed the lack of accuracy and lack of timeliness as the principal problems, which is especially disheartening because accuracy and timeliness are among the principal reasons for using computers. A number of comments also stressed the need for training at all levels of the operation: design of programs; data input; data processing; and knowledge of proper

use of the printouts. One intrepretation is that this lack of training contributes to the lack of timeliness and accuracy. Of the respondents who said they knew ADP best of all the systems, approximately a quarter said their on-the-job training was inadequate, and even more said their formal training from BLM was either inadequate or non-existant. It may be that the systems problems identified below contribute to difficulties in programming or data retrieval. Almost half said that they had had to modify or drastically change the ADP system with which they started. Instead of saving time, 80% reported that the ADP system resulted in increased workloads. More than half said that new skills or people would be needed and nearly that number anticipated additional organizational change in the future.

The Personnel System (including merit promotion, recruitment, classification, and awards) was ranked the system second most in need of improvement and third lowest in workability by the total population. Of special note, this system was rated most in need of improvement by the State Offices, non-supervisors, the Divisions of Administration and Management, and the Divisions of Technical Support or Operations. While there were a number of problems identified in the comments, the most prevalent was that promotions were not awarded on merit: "lack of honesty... lack of integrity... much cronyism involved...need to be more fair... no credibility... not consistant...biases of selecting officers..." This is a significant finding because the whole purpose of a merit promotion plan is to prevent just such problems. The second most frequent problem identified in the comments was the length of time required for administrative processing. Only one person commented on the complexities of the OPM procedural requirements, suggenting that the problem is perceived to be in BLM processing rather than in the legally required system. While it is unlikely that any staff will ever be entirely satisfied with any personnel system, the strength of the feelings expressed and the consistency of the comments suggests that there are specific BLM problems to be addressed. The data does not suggest that training is the problem in this area. Of the people who said they knew Personnel best of all the BLM systems, nearly two-thirds reported that their formal and on-the-job training had both been satisfactory. One intrepretation would be that the problems are in the management of Personnel and poor communication of how and why it works.

Program and Budget Development was ranked the system third most in need of improvement and second lowest in workability by a strong majority of the subpopulations. There were three related problems identified in the comments: the system was changed too frequently to settle into a reliable pattern; there was no consistant guidance; and the system was too complex. Both the District Offices and Resource Areas felt strongly on this rating, as did line supervisors and both newcomers to BLM (staff who had been here 3 years or less) and oldtimers (staff with 11 or more years in BLM). In other words, people on the ground do not feel that their needs are appropriately balanced with the direction received from management. On the other hand, there were a few comments on the virtues of the system. These refered to the continuity of the system and its slow development over time, and

the involvement of staff from the bottom up. Of the people who said
they knew this system best, there were very high ratings for the quality
of on-the-job training and high ratings for formal training. The systems
was rated as among the highest for being used as designed, and among
the lowest for needing more people.

The Annual Work Plan was rated as among the most workable systems
by the total sample, and was seen as the very most workable of all
the systems by the District Offices, Divisions of Administration and
Management, the Divisions of Technical Support and Operations, and
by the staff who have been with the Bureau for 11 years or more. There
were a large number of comments identifying the parts of the system
that worked best, but three trends stood out: the system gets high
marks for being well designed, for bringing management and the field
together into a productive team effort, and for getting fast, usable
results to the field offices. At the same time, the AWP was rated
as the system fourth most in need of improvement. In other words,
the system is good but very much needs to get better. The need for
improvement was expressed most strongly by people who had been with
BLM three years or less and by the Divisions of P&EC, however this
general rating was shared by the entire sample. There were a number
of comments that the data should be broken out by Resource Area office,
a capacity that currently exists but is often not used. The most frequent
comment was that the AWP was changed too frequently. There were also
concerns that the system could be streamlined and could more closely
follow the real world on the ground. In this regard, about a third
of the people who said they knew this system best, said that they
had had to modify it to fit the circumstances of their office. About
three quarters of these people said they had been trained. Of those
trained, about two thirds said the on-the-job training was adequate,
but the formal training was rated among the lowest in the Bureau.

Inventory systems are rated right in the middle both for workability
and for need of improvement. It is noteworthy that the Divisions
of Resources find the inventory systems to be much more workable than
do the state and district offices and the people who have been with
BLM for 11 years or more. One intrepretation could be that the Divisions
of Resources work with this system most and know it best. If this
is true, then the problems may not be as severe as the overall rankings
suggest. On the other hand, more than half of the people who said
they knew this system best said they had had to modify the system
to meet the needs of their office. The problems most frequently identified
with the system are that it is too complicated, is not based on a
sufficient sample, and cannot be pulled together into a useable whole.
The comments in praise of the system focus on the "people" aspects,
stressing staff competnecy and dedication.

The Financial Management System (including coding and accounting
for receipts and expenditures of work months and dollars) was rated
sixth in need of improvement, and seventh as far as workability --
both composite scores were close to those of Inventory Systems. It is
noteworthy, however, that the Divisions of Administration and Management
stand well apart from the trend of the other sub populations and believe
that the financial management system is second most in need of improvement,

second only to Personnel Systems. As these Divisions are in the best position to know the workings of these systems, particular weight should be given to their assessment. The principal complaints are that the system cannot be relied on because of its many inaccuracies, and that the categories should be broadened. When these changes are accomplished, many people believed that managers should be held more accountable for not exceeding the allocations.

The first four systems listed above were all rated well above the other systems in need for improvement. Financial management should be added to this group because of the special nature of the comments. Inventory systems could also be added, if the general good feelings of the Divisions of Resources do not outweigh the other comments. Very much less in need of management attention are the systems which received low composite scores: Directives and Paperwork Management, Planning Systems, and Evaluations.

Directives and Paperwork Management (Manuals, Instruction Memos, Control Files, and the Library) were seen as the second most workable systems in BLM, and received these high ratings from nearly every subpopulation. Strong exception to this trend was taken by the State Offices and the Divisions of Administration and Management. Their comments suggest that the principal problems lay in the Washington Office whose issuances are characterized as poorly coordinated and not timely. While not mentioned in the comments, one intrepretation could be that the satisfaction expressed by the other subpopulations is more of a reflection of the work done by the State Offices and Divisions of Administration and Management to "fill in" for the writing and analysis that should have been done at the Washington Office. If this is true, then there is an issue here that is more deserving of attention than the overall ranking would indicate. This would seem to be consistant with the rankings in a later section of the questionnaire which state that of all the sources of guidance and direction to BLM staff, the manual sections are most in need of improvement.

The Planning System was rated as eighth in need of improvement and rated as the third most workable system in BLM. The comments applaud the workability of the system and its usefulness in bringing together a wide variety of perspectives. On the other hand, the system is still seen as unnecessarily complex and needing more harmony in the manner in which the diverse specialties are brought together. The only group to rank this system notably worse than the trend are people who have been with the Bureau three years or less. One intrepretation could be that they do not have enough experience to fully understand the system. A more likely intrepretation is that the system needs to be improved to work more effectively with the new specialists it was specifically intended to bring together.

The Evaluation System (including GMEs, functionals, program evaluations, etc) was rated about in the middle for workability, but as next to last in priority for improvements. There were no notable fluctuations between the subpopulations. The major recommendation was that there be a stronger system of follow-up. There were also

a number of comments suggesting that the evaluations themselves should
be conducted in more depth by more qualified evaluators using specific
evaluation standards, although other comments stated that these qualities
were already being met.

The system that was rated the most workable in BLM and the
least in need of improvement was the Environmental Assessments. Only
District Offices and Divisions not involved in the EAs rated other
systems higher. The comments show a constellation of attributes for
this system that should serve as the model for improving the other
systems listed above: EAs are rated high for having clear requirements,
for being done frequently enough so that staff can get
good at them, for being controlled at the local level, and for being
carried through to completion in a reasonable length of time. There
were only a few comments suggesting improvements, and these focused
on the many changes in the guidance. There was also mention of red
tape and control at higher levels.

While the EAs received the highest overall composite rating for
workability, not every subpopulation rated it highest. One interesting
finding of these rank orders was the variation by subpopulation as to
which system was perceived to work best. The Resource Areas, the Division
of Resources, newcomers, and non-supervisors all selected the EAs
as the most workable system. But the State Offices selected Directives
and Paperwork Management as the most workable system, while the line
supervisors selected the Planning System. One interpretation of this
variation could be that these groups selected the system that they
find most rewarding to be the one that they feel works best. In each
case, the subpopulation appears to have selected a system over which
they have a great deal of personal control. The conclusion could be
that more systems will receive high ratings as more people come to
feel that have have an appropriate amount of control over their system
and their job.

If the means for improving the systems are not evident, perhaps
the next step would be to go back to the field staff with a follow-up
questionnaire to determine in more depth just what should be done
to improve the six systems identified as most in need of improvement
(Automated Data Management, Personnel, Program and Budget Development,
Annual Work Plans, and Inventories, and the Financial Management System).

EVALUATION OF DIRECTION AND GUIDANCE

The principal contact between management and staff is the direction
and guidance provided to employees. One section of the questionnaire
asked respondents to rank order the various sources of the guidance
and direction provided to them in terms of workability and need for
improvement. Their ratings showed little variation between the various
subpopulations. This lack of variation suggests that the strengths
and weaknesses are Bureau-wide issues.

There was nearly universal agreement that the major source of
day to day guidance was the immediate supervisor of the respondent.

The comments were plentiful, and stressed that what was liked about
this contact was that it was direct, frequent, and professional. Since
this source was also rated least in need of improvement, it can be
concluded that BLM staff are generally pleased with the quantity and
quality of contact with their supervisors.

On the other hand, the BLM manual sections were rated as the
least workable source of guidance and the most in need of improvement.
(In the previous section, Directives and Paperwork Management were
rated as being less in need of improvement than many other major Bureau
systems. In other words, manual sections are the flaw in an otherwise
good system of paperwork management, and of critical importance because
of their importance in providing direction and guidance.) The comments
showed that staff appreciated having the information all in one place
and readily accessible. However the single problem identified in dozens
of different ways was that the the manuals were outdated. The quantity
and quality of comments suggest that there are very strongly held
feelings on this point. If there is a desire to improve the quality
of guidance and direction given to the field staff, very high priority
should be given to updating the manual and keeping it current. If
there is uncertainty as to where to start, a follow-up questionnaire
could quickly produce a priority list of what manual sections are
most needed by whom.

The source of direction and guidance second most in need of
improvement was identified as the staff specialists located in the
next higher offices. The many comments are summarized by the person
who wrote that the problem was that their guidance was "disjointed,
inconsistent, and difficult to bring together in the real world."
A number of people stressed the lack of training of the staff specialists.
It was also noted that informal direction received from the staff
specialists frequently conflicted with the Annual Work Plan. The problems
in this area were expanded upon at great length in the face to face
interviews conducted by the task force. Recommendations for role
clarification are made in the full DO/RA report.

The source of guidance rated third most in need of improvement
was the Annual Work Plan. The problem identified in most of the comments
was that the AWP was changed too frequently to be workable. The next
most frequent comment was that the AWP was simply inaccurate: people
did not do what it said. In the face to face interviews it was verified
that it is a fairly common practice to take latitude in how time is
coded. The third most common problem was the lack of meaningful input
from the field.   These findings are consistent with the findings
in the previous section of this report which dealt with the evaluation
of Bureau systems. These findings were also confirmed in considerable
detail in the face to face interviews.

Formal Correspondence received the next rating as the source
of guidance fourth most in need of improvement. People said that they
did not receive the memos, letters, etc., that they needed but were
deluged with ones they did not need. This should prove to be a fairly
straightforward management problem to correct. Position Descriptions
received an approximately equal rating with formal correspondence.

The PDs were described as too general, and lacking the detail necessary
for local circumstances. One conclusion could be that the PDs are
sufficient for classification purposes, but are not appropriately
used as a source of guidance. If, on the other hand, PDs are an
appropriate source of guidance, then additional efforts will have
to be made so that PDs more tightly reference local work situations.

PIPRs were rated the fourth most workable source of direction
(after day to day guidance, instruction memos, and the annual work
plan), and near the bottom of the list in need of improvement. In
this context, there is probably low priority for management intervention
in this system.

Instruction memos and information memos were rated next to the
bottom in need for improvement. There may be speculation that their
high rating for workability is only a product of their role in filling
in the gaps left in the manual sections. However their very low rating
for need of improvement suggests that the field staff generally
believe that the other systems are much more in need of improvement,
and IMs may in fact be doing rather well.

In summary, the field staff appears to be requesting four changes
in the guidance and direction provided by management: updating the
manual sections; improving the management of guidance from staff
specialists; providing more stability to the annual work plan; and
providing more thoughtful management of the distribution of formal
correspondence. These appear to be accomplishable goals.

CONCLUSIONS

This questionnaire was designed to provide a relatively inexpensive
way to assemble composite opinions and priorities which are representative
of the BLM field staff. Enough direct quotations and supporting findings
were available for each of the major findings so that helpful recommendations
could be made. To develop detailed or technical recommendations would
require a follow-up study. Whether the follow-up is conducted by questionnaire
or by other means would be determined by the precise requirements
of the study. The need for prompt and vigerous management follow-up,
however, is well documented in the present study. Fortunately, the
nature of most of the recommendations in this study is such that it
will be an easy matter evaluate whether management actions have been taken,
and if so, whether they have been effective.

LIST OF STATES AND OFFICES VISITED *

STATE	OFFICES VISITED
Alaska	State Office
	Anchorage District
	(Penninsula Resource Area)
	(Glenallen Resource Area)
	(McGrath Resource Area)
	Fairbanks District
	(Artic-Kobuk Resource Area)
	(Fortymile Resource Area)
Arizona	State Office
	Phoenix District
	(Phoenix Resource Area)
	(Lower Gila Resource Area)
	Safford District
	(Gila Resource Area)
	(San Simon Resource Area)
California	Redding District
	(Siskiyou Resource Area)
	(Four Rivers Resource Area)
	Bishop Resource Area Headquarters
	Alturas Resource Area Headquarters
	Cedarville Resource Area Headquarters
	Susanville District (District Manager only)
Colorado	State Office
	Craig District
	(Little Snake Resource Area Headquarters)
	(Kremmling Resource Area Headquarters)
	(White River Resource Area Headquarters)
	Grand Junction District
	(Glenwood Springs Resource Area Headquarters)
Eastern States	State Office

* Normally, this list would include the names of persons interviewed, however, the Study Team interviewed an estimated 1,300 persons during the course of the study and thus found a listing impractical.

() Indicates offices which were colocated, or offices that sent managers or staff to meet the team to discuss the study.

LIST OF STATES AND OFFICES VISITED (CONTINUED)

STATE	OFFICES VISITED

Idaho	State Office (Idaho Organization Study Team)
	Salmon District
	  (Pahsimeroi Resource Area)
	  (Lemhi Resource Area)

Montana	State Office
	  Billings Resource Area Headquarters
	  Miles City District
	    (Powder River Resource Area)
	  (Dickinson District Office)
	  Butte District
	  Dillon Resource Area Headquarters

Nevada	State Office
	Carson City District
	  (Lohontan Resource Area)
	  (Walker Resource Area)
	Elko District
	  (Egan Resource Area)
	  (Schell Resource Area)
	Tonopah Resource Area Headquarters

New Mexico	State Office (Management Analyst only)
	Las Cruces District
	  (Lordsburg Resource Area)
	  (White Sands Resource Area)
	Socorro District
	  (Jornado Resource Area)
	  (San Augustine Resource Area)
	Albuquerque District
	  (Rio Puerco Resource Area)
	  (Taos Resource Area)
	Farmington Resource Area Headquarters

Oregon	State Office
	Medford District
	  (Klamath Resource Area)
	  (Butte Falls Resource Area)
	  (Rogue River Resource Area)
	  (Grants Pass Resource Area)
	  (Glendale Resource Area)
	  (Galice Resource Area)
	Vale District
	  (Northern Malheur Resource Area)
	  (Southern Malheur Resource Area)
	Prineville District
	  (Central Oregon Resource Area)
	Tillamook Resource Area Headquarters

LIST OF STATES AND OFFICES VISITED (CONTINUED)

STATE   OFFICES VISITED

Utah   Moab District
                                 (Grand Resource Area)
                               San Juan Resource Area Headquarters

Wyoming   Casper District (Assistant District Manager
                                 only)
                               Buffalo Resource Area Headquarters
                               Rawlins District
                                 (Big Sandy Resource Area)
                                 (Salt Wells Resource Area)

BLM Headquarters

Washington, D.C.   Deputy Director for Services
                               Assistant Director, Administration
                               Assistant Director, Technical Services
                               Deputy Director for Policy, Program, and
                                 Budget
                               Deputy Director for Lands and Resources
                               Assistant Director, Renewable Resources
                               Assistant Director, Recreation and
                                 Environmental Areas
                               Chief, Division of Recreation and Cultural
                                 Resources
                               Assistant Director, Energy and Minerals
                                 Resources

Outside Agencies

Wyoming   Sheridan National Forest Headquarters, USFS

California   Modoc National Forest Headquarters, USFS

RESPONSIBILITIES OF AN ASSISTANT AREA MANAGER *

The Study Team believes that Assistant Area Managers should only be
established to resolve span-of-control problems which cannot be resolved
through other alternative solutions.

As stated in Chapter IV, page IV-10, other alternatives should be considered
before establishing an Assistant Area Manager. These alternatives are:

● Establish a substructure based on specific work elements within a
  function.

● Divide the Resource Area geographically.

● Establish a substructure based on unique circumstances.

● Establish an Assistant Area Manager position.

● Change the Resource Area into a District.

The Assistant Area Manager should function as the title implies ... assisting
... the Area Manager in carrying out her or his duties. This person should
not function as an "alter ego" of the Area Manager. Authorities for making
resource management decisions, resource trade-offs, or technical decisions
must not be delegated to the Assistant Area Manager or to any person below the
Area Manager.

The Assistant Area Manager would be responsible for the following duties:

● Responsible for providing assistance to the Area Manager in
  carrying out that person's duties to ensure that the Resource Area
  is operating efficiently and effectively.

● Performing in an acting capacity in the event that the Area
  Manager is not available.

● Preparing any personnel management documents, such as PIPRs, or
  other evaluation type of documents for personnel reporting
  directly to the Area Manager, including Staffs if any exist.

● Overseeing the preparation and monitoring of all program
  development, AWP, and budget related documents needed to run the
  Resource Area.

● Preparing responses to written inquiries from the public or the
  Bureau for the signature of the Area Manager.

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* If one is authorized.