



UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANUAL TRANSMITTAL SHEET

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Subject 1202 - Organization Control (Public)

1. Explanation of Material Transmitted: This release reestablishes the BLM Manual Section 1202 which was deleted in accordance with E.O. 12861 of September 11, 1993, Elimination of One Half of Executive Branch Internal Regulations.
2. Reports Required: None.
3. Material Superseded: None.
4. Filing Instructions: File as directed below.

REMOVE:

None

INSERT:

1202

(Total: 12 Sheets)



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.01 Purpose. This section contains the procedures and requirements for controlling and managing the Bureau of Land Management's (BLM's) organizational structure, including, but not limited to, proposing change in organization structure; assignment of functions and relationships; establishment, abolishment, or relocation of offices; and changes in boundaries and in assignment of geographical areas of responsibility.

.02 Objectives. Procedures and requirements of this section are designed to:

A. Organize BLM's workforce in an optimum manner consistent with BLM organizational policies, standards, and concepts.

B. Include management consideration, review, and decisionmaking in organizational change proposals.

C. Take timely action on requests for organizational change.

D. Provide a framework for official organizational documents, specifically organizational charts, functional statements, and tables of organization.

E. Define procedures for establishing or eliminating any interagency office, BLM Office, or Center.

.03 Authority.

A. Source. Departmental Manual: 101 DM, The Government Performance and Results Act: 1997.

B. Delegations. The BLM officials have specific authorities in approving organization changes as delegated in BLM Manual Section 1203.

C. Organizational Change Authorities. In general, authorities occur at three levels-- Departmental, Bureau Directorate, and State Director. Officials to which authority has been delegated may exercise that authority after necessary analysis and review. All changes must be consistent with the criteria of the related BLM Manual Section or other guidance for that organizational entity. The BLM Manual Section 1201 provides overall policies and standards while BLM Manual Section 1211 provides guidance and functions for the different organizational levels.

.04 Responsibility.

A. The Director, Deputy Director (Associate), and Assistant Director for Business and Fiscal sources are responsible for overall BLM organization control.

B. The Assistant Director, Business and Fiscal Resources, through the Group Manager,

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Management Systems, is responsible for review of all organization change proposals that require approval by the BLM Director or the Department and for providing BLM guidance and management for organization matters.

C. State Directors and National Center Directors are responsible for executing any delegated authority for making organizational changes.

D. Assistant Directors, State Directors, and National Center Directors are responsible for submitting all organization change proposals that require approval by the BLM Director or the Department to the Assistant Director for Business and Fiscal Resources and for taking actions for organizational changes as outlined in this section. This includes consulting with the appropriate management analyst in the Assistant Directorate for Business and Fiscal Resources and the servicing Human Resources office to ensure the necessary steps are taken to adhere to the criteria outlined in this document. They are also responsible for ensuring that all the documents necessary for processing the change are included.

E. Servicing Personnel Officers are responsible for providing the necessary position management advice and operational support in conformance with human resources principles, processes, and regulatory requirements in support of the organizational change. The officer is also responsible for the final processing of personnel actions and updating the organization codes into Federal Personnel Payroll System (FPPS).

F. National Business Center Director, through the data control function, is responsible for monitoring all organizational change documents submitted for processing into appropriate systems to ensure that they are in conformance with data administration standards.

G. BLM Managers and Supervisors are responsible for ensuring that the organizational units they supervise are structured in accordance with BLM Manual Sections 1201 and 1211, or for recommending other organizational changes if circumstances warrant. Recommended organizational changes may not be implemented, even on an interim basis, without approval of the official having final approval authority for the recommended action as defined in the BLM Manual Section 1203.

.05 References.

A. Part 101 of the Departmental Manual (101 DM) contains Departmental policy and requirements for organization management and procedures for obtaining approval of changes which require Departmental clearance. This Manual Part also contains a listing of Federal policies related to Field Office changes outside of Headquarters.

B. Part 135 of the Departmental Manual (135 DM) is the official organizational statement for the BLM. It contains the functional statements for Headquarters Office groups and staff .05C a general description of Field Offices outside of Headquarters. Revisions to the material in 135 DM require Departmental approval.

C. Federal Personnel Manual (FPM), Departmental FPM Supplements (370 DM), and the

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1400 Series of the BLM Manual provide information on personnel actions in conjunction with organization changes and on position management. These references to personnel matters must be consulted to ensure that proper personnel procedures are followed in any organization change.

.06 Policy. It is BLM policy to follow a uniform set of procedures to ensure that on a Bureau-wide basis organizational entities are operating within the framework of roles, responsibilities, and organization management criteria established by the BLM Directorate.

.07 File and Records Maintenance. The records created to document organizational change proposals (including maps, decision and approval documents, organization charts, tables of organization, and functional statements) are permanent records that are transferred to the National Archives and Records Administration. Refer to the Vital Records (BLM Manual Section 1273) for proper disposition instructions.

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.1 Organization Change Proposals. This section covers items which must be included in organizational change proposals regardless of the level of approval. The items listed are intended not only as procedures, but also as a means to provide a thorough and thoughtful analysis of change proposals. Proposals requiring approval at the Bureau or Department level should be submitted in memorandum form from the State Director through the Assistant Director, Business and Fiscal Resources to the Group Manager, Management Systems. Before submitting a proposal for an organizational change, the submitting official should review the organizational concepts and standards contained in BLM Manual Section 1201. When developing or analyzing the need for an organizational change, a proposal may be requested from the Washington Office Management Systems Group or the appropriate State Office Management Analyst.

.11 Organizational Changes. Changes that or delete functions which are staffed by permanent government employees or change the organizational structure of National Centers, State, or Field Offices require Washington Office level approval. This approval is needed to ensure that a shift of functions is consistent with Bureauwide objectives. Creation of new interagency units, positions, or realignment of BLM only functions into an interagency effort with one or more additional Federal/State/local government entities requires only State Office level approval. Functions that are added or deleted on a temporary basis through competitive outsourcing do not require Washington Office approval.

When organization changes are considered, employees should be given a thorough explanation of the cause and intended results. Local bargaining units should be contacted as required by the contract to prevent Unfair Labor Practice claims. Employees should be involved whenever possible in the development of these changes. Counseling should be provided to employees, particularly to those adversely affected, or those having difficulty coping with changes in the organization. Copies of all organization changes (approval and documentation) must be submitted to the Group Manager, Management Systems, for information purposes, as they occur. Assistant Directors and State Directors are responsible for notifying the Group Manager, Management Systems of organization changes and the National Business Center (NBC) Director in requesting modification of organizational codes.

.12 Decision or Approval Document. All organization changes regardless of approval level must have the decision documented. This can be in the form of a memorandum or decision document. The document must be specific in order to provide a clear record of approval or disapproval. An analysis in the form of a study or more in-depth analysis and report should be used to cover changes that must be approved at the Washington Office or Departmental level. At a minimum, the document must contain A-D, and a more in-depth analysis and report must include all of the following items:

A. Description of Proposed Change. A concise statement explaining the change and the different parts of the organization which will be affected, brief summary of the cost considerations, and a map should be included for changes involving office locations or boundaries.

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B. Reasons for Change. A description of the reasons for making the proposed change such as those that reflect shifts in program emphasis or improved efficiency or the creation of a National Monument or National Conservation Area.

C. Impact Statement. Brief statement of public and employee involvement and concerns, including potential equal employment opportunity and union implications. Statement should also incorporate customer feedback based on information collected from focus groups or surveys.

D. Authorization. If an interagency proposal includes signature and date line for authorizing official or officials.

E. Workload Considerations. Discuss the current workload and the manner in which the proposed change will affect current and future workloads. Ensure that a concise and complete analysis is conducted of the workload of the office affected.

F. Organizational Charts, Tables of Organization (T/O), and Functional Statements (See .22 - .24) An Organizational Chart shows the proposed organization and the line of authority among individuals and groups. The T/Os show the proposed title, series, and grade for each position, agency of record (if an interagency proposal), and the placement of positions within the organizational structure. Functional statements describe the purpose and responsibility for each organizational unit. The proposal package should include these documents for both the proposed and current organization, as well as a functional statement for organizations impacted by any change. The organizational chart and T/O may be combined into one document for ease of reference. All authorized positions for that part of the organization must be accounted for in its entirety. Each State is required to develop and include, in SO Manual Section 1212 Functional Statements, all the components in its organization.

G. Position Management Considerations.

1. The blending of the skills and assignments of employees with the goal of successfully carrying out the organization's mission or program.

2. The balance between employees needed to carry out the major functions of the organization and those needed to provide adequate support; between professional employees and technicians; between fully trained employees and trainees; and between supervisors and subordinates.

3. Consideration of applicable personnel management and equal employment opportunity.

4. An authorized written justification for an increase in positions.

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5. Consideration of grade levels that commensurate with the work performed to accomplish the organization's mission without exceeding those grades needed to perform the work of the unit.

6. The creation of an associate, deputy, or assistant position (except for an Assistant Field Manager position) must also be justified.

H. Attachments. Include as background information in any organizational analysis or study report.

I. Public and Employee Involvement. List plans. (See .14)

J. Actions to Implement Change. Provide a plan and checklist for the steps necessary to affect the proposed change. This should include items such as revised functional statements, details to aid transition, classification actions, establishing and recruiting positions, office moves, etc.

.13 Organizational Analysis or Study of Office Changes. Organizational changes which involve office recommendations such as establishment, abolishment, or relocation to another town or city must be carefully analyzed. Jurisdictional transfers or changes which are not consistent with the organization structure criteria of BLM Manual Sections 1201 and 1211 must also be fully analyzed. Other changes, which may have an impact large enough to cause managerial or employee concern, should also be fully analyzed through a study process. An organizational analysis or study must be a carefully planned analytical effort. Various analytical models may be used in the study and different data gathering techniques and sources may be followed. (Refer to Illustration number 1, 2, and 3)

A. Specific Factors to Consider in Office Location Analyses. In addition to the items in .12 in a potential office change the following, at a minimum, must also be discussed:

1. Name and Location. Include name and location of all offices in each recommendation.

2. Effects on Public and Other Agencies. Briefly assess and describe the impact that each recommendation would have on the public and other agencies which are contacted on a frequent basis. Items considered should include convenience of reaching the appropriate office, availability and authority of the appropriate managers and staff, and Bureau capability to respond and provide public service.

3. Employee Considerations. Assess the impact on employees if they would be required to transfer due to the location change, and estimate the number and kinds of employees who would transfer to the new location and those who would not. The anticipated impact on employees should be discussed and plans must be developed to manage employee impacts.

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4. Community, Social, and Economic Impacts. Briefly assess and describe what effect the abolishment, establishment, or location change would have on the communities affected.

5. Space Management. Provide an analysis of the availability and estimated cost of office and warehouse space at any new location as well as alternative locations. If BLM construction may be required upon initial relocation or in the foreseeable future, this possibility must be considered and discussed. Estimate the lead time to acquire necessary space, considering General Services Administration (GSA) processing time if appropriate. If temporary space arrangements are planned, then provisions for both temporary and permanent space must be discussed. The NBC Director may be contacted for assistance in developing the analysis and to furnish information on estimated lead times, funding, etc.

6. Housing and Community Facilities. Provide an analysis of the availability of housing and community facilities for employees at any new location, include documentation which addresses the openness of the housing market to minority and women employees. Evaluate how well housing and community facilities would meet employee needs, including minority and women employees.

7. Government Housing. Situations requiring Government-furnished housing will be rare. If a potential need for Government housing is identified, clearance must be obtained from the Assistant Director for Business and Fiscal Resources before proceeding with further analysis.

8. Cost Considerations. One-time as well as continuing cost considerations, must be developed and analyzed for each alternative. All of the costs should be translated into dollars even though data may be collected using other measures (i.e., work-months, miles traveled, etc.). The total cost or benefit for each alternative should be calculated and all alternative items which should be discussed are as follows:

a. One-Time Costs Considerations.

(1) Implementation. The costs of internal BLM administrative processes associated with putting the alternative into action.

(2) Facilities Costs. The costs of constructing, renovating, or leasing office space and other facilities.

(3) Office Equipment. The cost for securing and installing office equipment necessary for effective operation of the facility.

(4) Employee Relocation. The costs associated with moving employees from one duty station to another.

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b. Continuing Cost Considerations.

(1) Travel. The costs and benefits derived from increased or decreased travel due to the change.

(2) Facilities. The costs or benefits associated with the continued operation or leasing of a facility, including the expected maintenance costs.

(3) Office Equipment. The continuing costs or benefits associated with office equipment for each alternative.

(4) Efficiency of Operations. The continuing costs or benefits associated with program operations and management effectiveness for each alternative. This includes both tangible and intangible cost and benefit considerations. Items to be considered include:

i. Time spent on-the-ground in actual program operations rather than travel.

ii. Overhead positions or time reduced or eliminated.

iii. Positions or time available for other priority work due to a more efficient organization.

iv. Positions or time available due to eliminating duplication.

v. Sharing scarce skills between agencies.

vi. Redistribution of work which results in program savings.

vii. Other tangible or intangible program costs or benefits, such as impacts on public service.

viii. A matrix format may be useful to clearly and concisely portray the summary of cost considerations for each alternative, both one-time and continuing.

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	Implement	Facility Costs	Office Equipment	Etc.	Total (+/-)
Alternative A	0	- 10,000	- 8,500		
Alternative B	- 6,000	- 27,000	+ 3,000		
Etc.					

B. Specific Factors to Consider for Boundary Changes. In addition to the items in .12, boundary change proposals must include the following:

1. Other Agency Boundaries. Assess the relationship of the various alternatives to the boundaries of Federal, State, and local agencies. To the greatest extent possible, boundaries must conform to the criteria of BLM Manual Section 1201 and to County or State planning agency boundaries where such are in active use. (See Office of Management & Budget (OMB) Circular 105.)

2. Maps. A map showing each alternative's proposed boundary change and a map showing the current boundaries should be developed.

.14 Public and Employee Involvement. For significant changes such as office locations or where functions will be substantially changed, public and/or employee involvement is necessary. A public involvement plan and/or a plan for employee involvement must be prepared and must be designed to obtain the views and concerns of those potentially affected by the change. Employee involvement will include a diverse cross section of the work force employees. The concerns identified must be considered in developing recommendations and in reaching decisions. Not all changes will necessitate major public or employee involvement. The amount and methods of involvement should be tailored to the situation and community. Offices within bargaining units must adhere to the legal requirement and consult with union officials regarding the changes. As a standard, however, public and/or employee involvement must be obtained and used to the greatest degree possible in decisionmaking.

A. Director Approval for Public Involvement. The Director or Deputy Director (Associate) must approve the involvement of the public in proposed organizational, office location, and boundary changes which require the approval of the Director or Assistant Secretary for Land and Minerals Management. For changes, which do not require Director or Departmental approval, the Assistant Director for Business and Fiscal Resources should be given advance notice of public involvement efforts to avoid surprises and misinformation.

.15 Requests for Assistance. Assistance on organization analyses or studies is available from the Washington Office Management Systems Group and should be identified in .13A. Requests must be submitted to the Group Manager, Management Systems, for scheduling and coordination. (Refer to illustrations 1 and 2 for process.)

.2 Organizational Documents.

.21 Reorganization Package. The reorganization package must include the following documentation:

- A. A memorandum to the BLM Director requesting the change.
- B. The reorganization proposal, that is, a succinct description of the organizational change including:
 - 1. a justification (i.e., the basis for the change);
 - 2. the expected impact, including the current and resulting supervisory-to-employee ratio, average grade levels, and changes in FTE;
 - 3. the management benefits and cost; and
 - 4. expected and potential implementation problems.
- C. Existing and proposed organization charts, including the (a) organization titles and (b) positions (i.e., the name of the incumbent and position title, pay plan, and grade).
- D. Existing and proposed functional statements.
- E. Position descriptions and SF-52's.

.22 Organizational Charts. These are required for the Washington Office, National Centers, and each State and Field Office. The official in charge of each office must ensure that the organizational chart is current and conforms to the approved organizational structure. Organizational charts, as a minimum, must show each organizational unit within the office, the formal title of each unit, and the formal reporting relationship between the units (See .24B for distribution). Additional information such as position numbers, position titles, and employee names may be added for local use. However, individual positions should not be placed in separate boxes.

.23 Functional Statements.

A. Requirements. Functional statements are required for all offices and are used to describe the major functions of each organizational unit. Functional statements for each organizational unit below the level described in the BLM Manual are required and must conform to the approved organizational structure.

B. Format. Functional statements describe the major or significant objectives and work elements of each organizational unit. The following is the format for preparing functional statements.

1. General Responsibilities. A description of the major duties or responsibilities of the organization which will give the reader an understanding of the work performed. This description generally should not exceed one-half page.

2. Program Responsibilities. A listing of major program descriptions which explain more specifically the activities of the organization. Normally, this should be limited to 6 to 12 entries.

.24 Publication of Organizational Charts and Functional Statements.

A. Publication. Functional statements and organizational charts through the division level for State and Field Offices must be published in the State Office Manual Supplement. Functional statements and charts for branch level and below for State Offices and Field Offices may be included in the State Office or Field Manual Supplements or be maintained on file in State and Field Offices. Functional statements for group level and below for the Washington Office and National Centers must be maintained on file by the supervising Assistant Directorate.

B. Distribution. A copy of each current organization chart and functional statement should be maintained by the office described by the organizational chart. A copy of each organizational chart and functional statement, when updated, must be sent to the Group Manager, Management Systems. Wide distribution among employees is recommended so that they have a full understanding of the functions and relationships of their units.

.25 Maps. The Washington Office Management Systems Group maintains maps showing boundaries of each Field Office. State Offices must ensure that maps showing changes to Field boundaries are furnished to the Group Manager, Management Systems. Maps used to display BLM boundaries should include, as a minimum, county boundaries, land status, and major features. Planimetric maps of each State on a scale of 1:1,000,000 or 1:500,000 are preferred.

.26 Report on Part-Time and Seasonal Offices and Field Stations. State Directors must report the establishment of part-time and seasonal offices to the Assistant Director, Business and Fiscal Resources, at the time of establishment. The report should include the purpose of each office, the approximate hours of operation, the approximate dates of operation (if seasonal), and the type of facility (lease, temporary trailer, etc.). If an office is permanently discontinued, this also must be reported prior to or upon discontinuance. Establishment or closure of permanent Field stations require approval by the Director and notification to the Assistant Secretary for Policy, Management and Budget before any public announcement of the proposal.

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.3 Position Changes.

.31 Routine Requests. Except as noted below, Assistant Directors, State Directors, and National Center Directors are authorized to adjust their positions, including outsourcing of commercial functions and establishing interagency positions, consistent with their approved Full-Time Equivalency (FTE) and position ceiling and their approved organizational structure. The exception to this authorization applies during the first fiscal year after new positions are established pursuant to budgeted increases identified in the Annual Work Plan (AWP) Directives. These positions must be established and used as identified in the budget increase. Adjustments during the fiscal year for which the positions are first allocated require submission to the Director for approval.

.32 Requests Inconsistent with Approved Organization. If a position change is inconsistent with the approved organizational structure and functional statements, the Group Manager, Management Systems or their representative first contacts the submitting official and seeks to resolve the problem in an informal manner. If the problem cannot be resolved, it is referred to the Assistant Director, Business and Fiscal Resources, for resolution. Positions cannot be classified or advertised unless they are assigned to organizational units approved under the provisions of this section. Servicing personnel offices should return personnel requests for positions in unapproved or proposed organizational units to the originating offices.

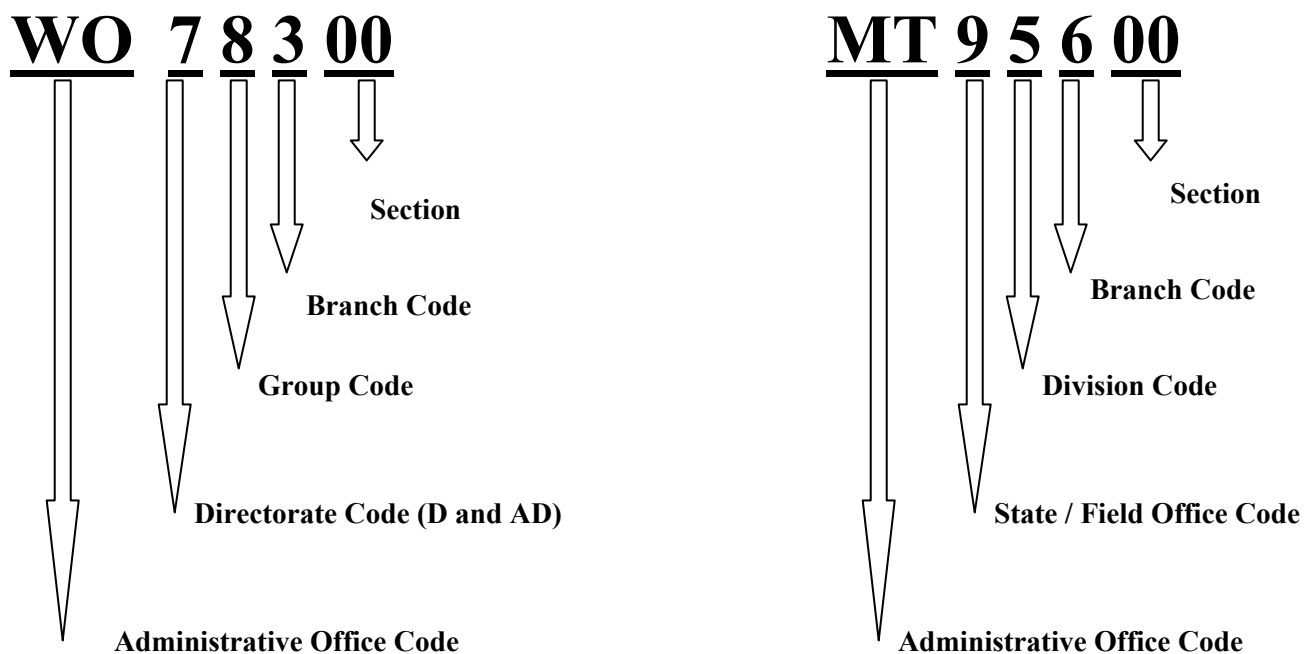
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.4 Organizational Codes - The codes are necessary to provide identification for the locations and levels of individual BLM entities by establishing and maintaining a system of standard organizational codes.

.41 Control Point. The control point for coding organizational changes into the system is the Washington Office, State, and National Center Management Analyst. The control point ensures that approved organizational code changes are processed into the appropriate automated systems. The Washington Office Management Systems Group provides oversight for organizational coding systems.

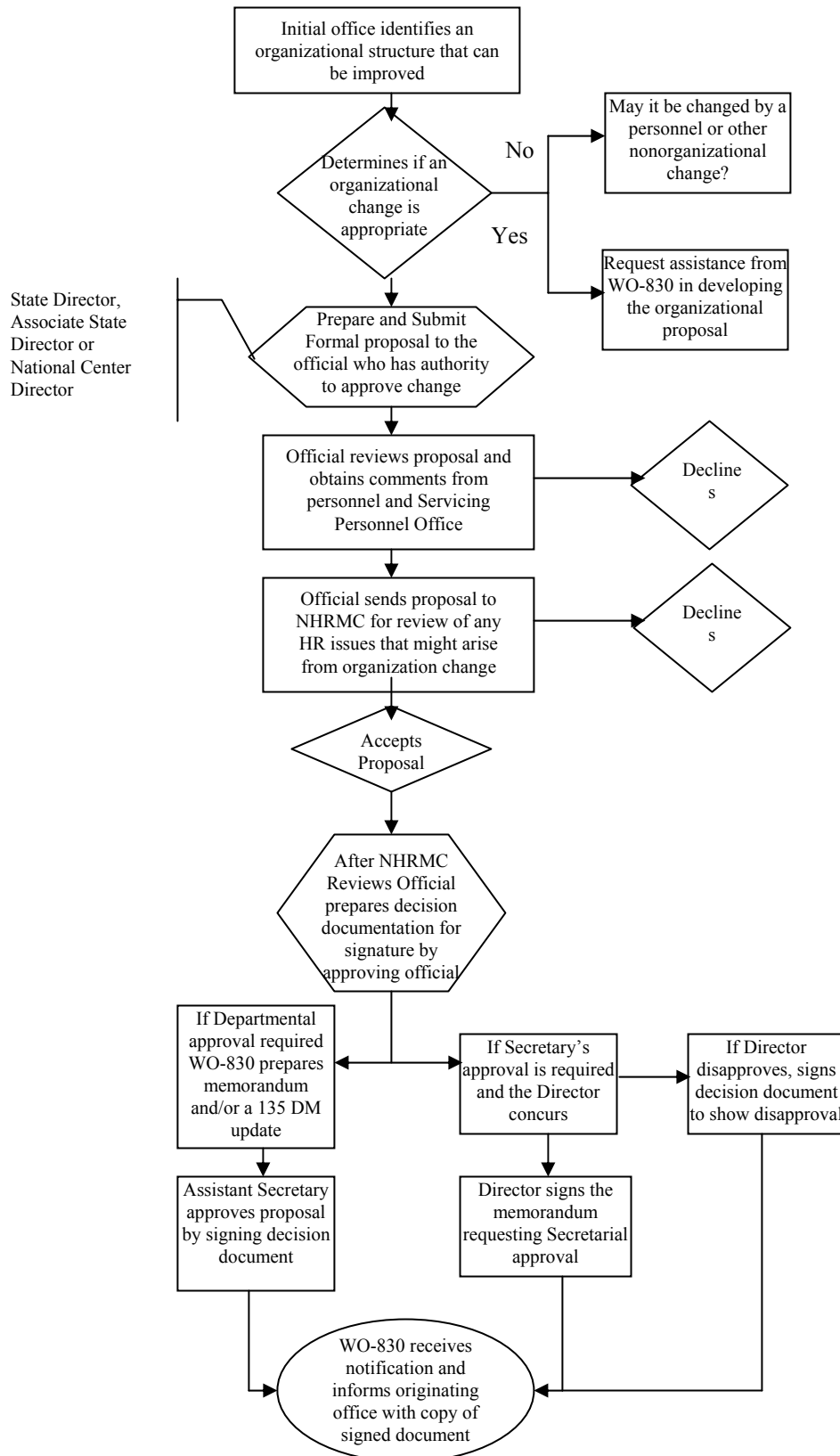
.42 Conformance with Organizational Codes. The control point maintains a list of current organizational codes. All printouts and documents using organizational codes must conform to this list. For an organizational name change, when the structure is not affected, a new organization code is not necessary. The old title should be regarded as inactive.

.43 Organizational Coding Pattern. The organizational coding pattern follows a structured content and format. The level format for organizations may vary depending on Washington, State and Field Office needs. Below is the Organization Code Structure (BLM Washington Office and Montana State Office):



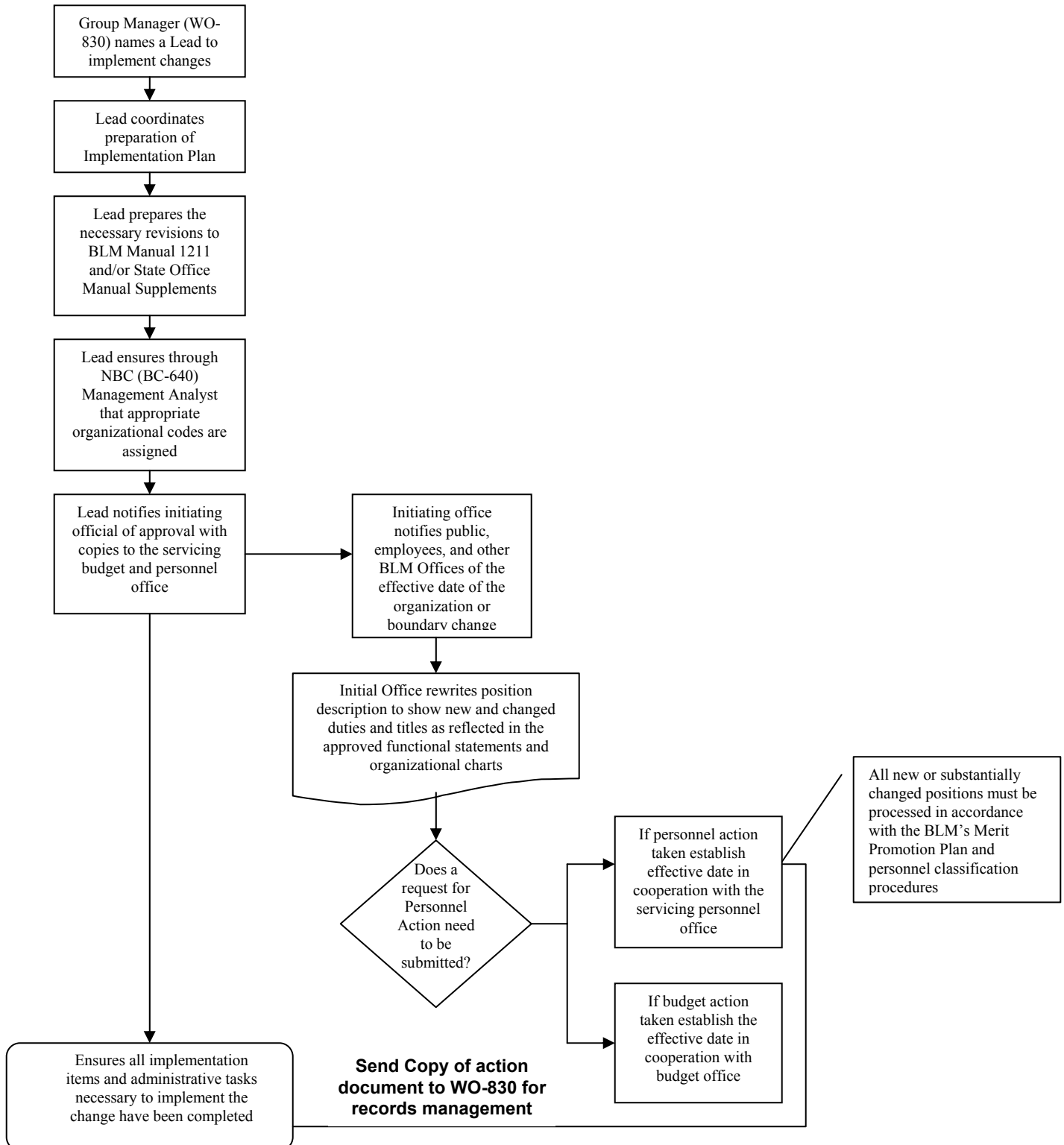
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Request for Assistance for Organizational Analysis or Study: Part 1



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Request for Assistance for Organizational Analysis or Study: Part 2



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Organizational Analysis or Study

