**LEADERSHIP, BUSINESS AND HUMAN CAPITAL BRANCH**

**PARTICIPANT GUIDE**

**FOR**

**EMERGING LEADER 2023 PROGRAM**

**ART & SCIENCE OF BUDGET COURSE – PART I: THE SCIENCE**

**DOI TALENT BLM-TC-1420-03**

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# CHANGE RECORD

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# SECURITY AWARENESS NOTICE

This course does not contain any classified material.

# SAFETY/HAZARD AWARENESS NOTICE

Briefed as needed outside of this presentation.

# TERMINAL OBJECTIVES

1.0 Understand the complexity of BLM’s budget and manage its execution.

# UNIT/PART 1 OVERVIEW & THE SCIENCE

| **PRESENTED INFORMATION** | **REFLECTIONS** |
| --- | --- |
| ENABLING OBJECTIVES1. Equip you with definitions and common names.2. Describe where the BLM’s money comes from.3. Describe the overall structure of the budget. 4. Meet with local budget officer to discuss your office’s budget structure and funds availability. 5. Apply your role as a supervisor in executing the budget. 6. Equip you to handle changes and challenges. 7. Develop a budget to plan and implement a project. |  |
| PARTICIPANT PREPARATION1. Part 1 – 5 June, 2023 - Review the Part 1 Participant Guide
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| TOPIC 1: Introduction1. Instructor Staff
2. Participants
3. Classroom Policies & Safety
4. Relevance
5. Participant Guides
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| TOPIC 2: Target Audience1. The 1910-01 course provides some very good general information about how the budget is built and executed. The target audience is managers, supervisors, and budget staff members.
2. However, as we have developed this course, we realize that many financial decisions are left to first line supervisors, and so it’s in your best interest to not only know the rules of the budget, but also to know where there is flexibility in your planning and spending. So, this training has a particular emphasis on budget as it relates to the leadership principles you’re discussing as Emerging Leaders. We will go beyond basic training, and also give you a chance to work with each other, to strategize on common problems.
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| TOPIC 3: Everything you ever wanted to know about Budget but were afraid to ask….1. Post on the whiteboard any questions about budget that you have had or currently have. Use the Annotate feature in Zoom, select the TEXT tool, and start typing!
2. We will do a screen capture and make sure we cover all of your questions in these next two sessions.
3. And if you think something was missing in the pre-work DOI Talent course, 1910-01 (Planning and Executing the BLM Budget), please note it here!
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| TOPIC 4: About this presentation1. This session incorporates the elements of this DOI Training course: Planning and Executing the BLM Budget, (1910-01). So good news, you get credit for this as part of your professional development. Later, we will direct you to where you can take the course assessment.
2. Some of the information will be familiar to you from the DOI Talent 1910-01 Budget course.
3. This presentation will expand on the online course and be more specific to what new supervisors might encounter.
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| TOPIC 5: Pre-Work (Planning and Executing the BLM Budget) Course Goal1. The Budget 1910-01 course taught you these ideas – timelines, roles, and general processes.

Figure 1.5.1 Planning and Executing the BLM Budget – Training Goal |  |
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| TOPIC 6: What we’ll cover1. In this class, we’re going to expand on those topics with the goal of helping you better understand the complexity of BLM’s budget and manage its execution.
2. OVERALL: Understand the complexity of BLM’s budget and manage its execution.
3. SCIENCE: The science of it all. There’s a definite structure to our budget and to the policies that are the foundation.

Objective 1: Equip you with definitions and common names.Objective 2: Describe where the BLM’s money comes from.Objective 3: Describe the overall structure of the budget.Objective 4: Meet with local budget officer to discuss your office’s budget structure and funds availability.1. ART: executing the budget, while responding to changes.

Objective 5: Apply your role as a supervisor in executing the budget.Objective 6: Equip you to handle changes and challenges.Objective 7: Develop a budget to plan and implement a project. |  |

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| TOPIC 7: Common Acronyms1. We are going to use some common acronyms with which you might already be familiar. Let’s review them briefly:
2. **FBMS**: Financial and Business Management System, the current financial management system used in DOI. First designed by IBM as an accounting system, not a budget planning system, it’s really useful for telling us where we are and where we have been, but less useful for telling us where we are going.
3. **EMIS**: Enterprise Management Information System, the system we use to generate financial reports.
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| TOPIC 7: Common Acronyms (Cont.)1. **PMDS**: Performance Management Data System. Most of you may be familiar with PMDS, which is the system we use to track our units of accomplishment. This helps us fulfil our obligations under the Government Performance and Results Act, or GPRA. We report to Congress on where the money is being spent, and how much it costs us, and what they are getting in their District or State as a result of our receiving the funds.
2. **Cost Center**: Represents a funding office’s organizational code.
3. **PE**: Program element. we’ll get into later when we talk about subactivities and functional areas, but basically, these are the tasks that we do – on the ground, in administrative areas, etc.
4. **WBS**: Work Breakdown Structures, codes that help us keep track of project level work.
5. **Subactivity**: The subactivity number represents the specific program within its parent appropriation.
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| TOPIC 8: The Science: Law, Policies and Structure1. Budget 101 is the term we used to introduce new program leads in the Headquarters Office about how the budget works. I think that presentation was valuable for any BLM employee, and especially for our front-line leaders.
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| TOPIC 8: The Science: Law, Policies and Structure (Cont.)1. The editorial cartoon because it shows what many people of every political persuasion think of the federal budget. It’s a very political process.
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| TOPIC 9: What is a budget?1. Give me an answer to the question: “What is a budget?”
2. ANSWER:
3. Documentation: Having a budget is an accountability tool. Over time, it can help you decide where to make incremental changes in your spending relative to what you want – more in savings, save for college, buy a car or a house, more for entertainment, or whatever.
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| TOPIC 10: Authority For Budget1. Just like with our personal income, the Federal Government needs to keep a budget – not just because it’s a useful tool, but for accountability.
2. Constitution: To understand our authority for budget, we need to go back to this document: the Constitution.
3. We know there are two main branches with fiscal responsibilities: the Executive Branch, and the Legislative Branch. Which of these has the primary responsibility for making and setting a budget? Why that Branch?

ANSWER:1. *“All Bills for raising Revenue shall originate in the House of Representatives; but the Senate may propose or concur with amendments as on other Bills.”*

— U.S. Constitution, Article I, section 7, clause 1 |  |

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| TOPIC 10: Authority For Budget (Cont.)1. *“No Money shall be drawn from the Treasury, but in Consequence of Appropriations made by Law; and a regular Statement and Account of the Receipts and Expenditures of all public Money shall be published from time to time.”*

— U.S. Constitution, Article I, section 9, clause 71. Budget Resolution: a top-level limit for what federal spending will be.
2. The President aims to have a proposed Executive Branch budget to Congress each year on the first Monday in February.
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| TOPIC 11: Creating the federal budget – step by step.1. You might recognize this from your pre-work:

Figure 1.11.1 Creating The Federal Budget – Step By StepText  Description automatically generated1. I need to make one minor clarification: points #2 and 3 could be easily switched. Often the budget resolution precedes the President’s budget. That’s not to say Congress’ resolution couldn’t be revised – it’s non-binding after all, and that could happen before they take a final vote. Regardless, this is a pretty good general outline of what happens.
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| TOPIC 12: Who does What?1. The House and Senate Appropriations Committees determine what amounts will go to all the agencies – generally speaking. But there are several other Committees and Subcommittees who have a role in coming up with final numbers. For BLM, the most important are these (in black and underlined in your Participant Guide). Negotiation and Markup by:
2. House Natural Resources Committee
	1. Subcommittee on National Parks, Forests, And Public Lands
	2. Subcommittee on Energy and Mineral Resources
	3. Subcommittee on Water, Oceans and Wildlife (for USBR and USFWS)
3. Senate Energy and Natural Resource Committee
	1. Subcommittee on Public Lands, Forests and Mining
	2. Subcommittee on National Parks (for NPS)
	3. Subcommittee on Energy (for Oil & Gas Regulation)
	4. Subcommittee on Water and Power (for USBR)
4. After a final vote, Congress issues a Conference Report, which specifies what is being allotted not just to the agency, but to each activity and subactivity. Then the President signs, and all of that is done before October 1. Except when it isn’t.
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| TOPIC 13: Question1. What is the document Congress passes when it DOESN’T complete the annual budget process in time for an October 1 start?

ANSWER: |  |
| TOPIC 14: Let’s talk appropriations.1. Congress appropriates to five general FUNDS. Of these (shown below), only four receive active appropriations.
2. Management of Lands and Resources
3. Construction (Discontinued)
4. Land Acquisition (Including LWCF)
5. Oregon and California Grant Lands
6. Range Improvements
7. From these funds, we break down line-item funding into Activities, and then further into “sub activities.”
8. We are also authorized to collect funds from outside entities to spend on public lands, and we are also authorized to hold funds in trust for other entities. A good example of this last is that we hold funds in trust for numerous Native American Tribes for activities on reservation and ceded lands.
9. Prior to 2019, all of our funds were considered to be “no year” funds, which meant that there was no deadline to spend them. However, that all changed in 2019 when Congress decided to rescind unspent funds that were two years old or older. So now, when you hear about “two year funds,” you’ll know why – we only have two years to spend them.
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| TOPIC 15: Question1. What’s the principal appropriated funding source for BLM? Use the CHAT feature to give me your answer.

ANSWER: is the Bureau’s principal funding source. It provides the majority of regular operating funds for such programs as energy and minerals management, lands and realty management, renewable resources management, planning and data management, cadastral survey, technical services, and general administration. |  |

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| TOPIC 16: Current Fiscal Year Appropriation1. You might recognize this from the pre-work presentation. Let’s talk about this year’s appropriation…
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| TOPIC 17: Next Fiscal Year Appropriation1. This is an interesting topic, let’s talk about how the next Fiscal Year appropriation is looking.
2. If you are really interested, the Department of the Interior has a Budget page that includes an informative document called the Budget in Brief, which includes not only the numbers, but the priorities for each agency in the coming year. Click the link below and select the year you are interested in reading.

[Appropriations | U.S. Department of the Interior (doi.gov)](https://www.doi.gov/budget/appropriations) |  |
| TOPIC 18: Funding Sources1. You might remember this slide from your prework. One key message here is that BLM is not limited to a single authority for its funding, and some of them are listed above. While we are going to concentrate largely on direct appropriations for now, later on we will talk about other funding sources like reimbursements, transfers from other agencies, permanent funds, and others.
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| TOPIC 19: Break Time! |  |
| TOPIC 20: SCIENCE, Part 21. We’ve dipped our toe into the structure of the budget, and we’re going to spend the next little while rounding out this discussion on three major areas: TIMELINES, ROLES and PROCESSES. And they are all interconnected.
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| TOPIC 21: Budget Timeline Key Terms1. Let's review some Budget Timeline Key Terms from the prerequisite training.
	1. **Period of Availability**: The period of time for which appropriations are available for obligation.
	2. **Expired Funds**: Appropriations are not available for new obligation. You can continue to spend these if the funds have been obligated.
	3. **Closed Funds**: Appropriations are not available for any purpose. Money in these accounts is sent back to the source, whether that’s the Treasury or other contributor.
	4. **Bona Fide Need (BFN)**: This rule requires appropriated funds be used only for goods and services for which a need arises during the period of that appropriation’s availability for obligation.
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| TOPIC 22: The Anti-Deficiency Act1. This act prohibits federal agencies from obligating or expending federal funds in advance or in excess of an appropriation, and from accepting voluntary services.
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| 1. The Anti-Deficiency Act has its roots in post-Civil War Reconstruction. For about 20 years after the war, as the country was rebuilding its infrastructure, in many cases the Federal Government spent money it didn’t have with the rationale that “Well, we’ll keep spending, and Congress will be obligated to pay for it anyway, because we don’t want to be in breach of contract to those companies that provide services.” Congress started debating this in the 1870s, and finally in 1884, it passed the first of several laws that comprise the Anti-Deficiency Act.
2. This law basically says that agencies have to have money in the bank before they can spend it. And it’s as true for managers and supervisors as it is for the agency in general.
3. There are penalties for violating this law. Administrative penalties can include things like a Reprimand, Suspension – all the way to Removal. The law states that this could also be considered a Class 2 felony – though to be honest: in over 140 years of existence, no one has ever been convicted under the criminal statute.
4. That said – the government takes this law very seriously, and so: follow the general rule that if you don’t have the money, you can’t spend it. It’s that simple.
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| TOPIC 23: Budget Timeline Review1. What are “expired” appropriations?

ANSWER:1. When must two-year funding be obligated?

ANSWER |  |
| TOPIC 24: Let’s talk about timelines and processes.1. If you did the pre-work, you might recognize these slides. These are one way to try and describe the various processes across multiple years. Planning, Execution, and reporting out Performance.
2. There are a lot of ways to show how these years stack up, and I’m going to show you on the next slide how I visualize it.
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| TOPIC 25: Multi-Year Process1. Here’s another way to look at Budget planning. The categories on the left show that we operate our budget across multiple years. When I was in DC, there was a joke that when someone would come in and say, Hey I want to talk to you about this subactivity, our first question would be “What year are we talking, here?” But it’s a serious question. We might be talking about the current year’s spending, or next year’s planned allocation, or even last year’s close out figures. The budget process is really about a three to three-and-a-half year process.
2. The dots and boxes were covered in the prework, and represent distinct events like strategic planning in the big box in the top, Passbacks to OMB and to the Department (which is when we review our budget with those oversight agencies), release of the President’s Budget, the PTA and AWP (which we will talk about in a few minutes).
3. One of the important things to remember about the budget process is that once we get to October 1 of the CURRENT YEAR, the year we execute the budget, nearly TWO YEARS of Planning has already gone into it. So whenever possible, I try to tell people that you can have an influence in the budget, but you need to get in on the conversation at the right time. And the right time is EARLY ON. That star represents where we are in the process today, as of June 2022 for this fiscal year. 2023 (the next Budget year) is just around the corner, and you can see that we are already starting to think about what 2024 is going to look like.
4. If you want to exercise influential leadership in the BLM’s organization, or really in any organization, you need to learn to think strategically. A multiple year plan is essential for successfully planning your budget, and communicate needs to state and national program leads so that we can have an influence on the discussions.
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| TOPIC 26: PTA and AWP1. Let’s speak specifically about the two documents that may be most important for a supervisor or program lead: The AWP and the PTA. The annual work plan (AWP) is the complete budget for BLM and provides two important elements: the Congressional or Administrative guidance that is important in a given program. This includes changes in policy, instructions for how you can or cannot expend funds, etc. The AWP also includes any identified “earmarks” – specific allocations of funds to specific offices or for specific projects. Any remaining financial information is also relayed.
2. Because Congress rarely completes the budget process on time, we generally don’t start a year with a full budget; we have to start with an interim budget document. In the early 2000s, the Budget office created the Planning Target Allocation (PTA). As the name implies, it provides a target – interim guidance from the national office with assumptions of what we can expect in the upcoming full budget. Is a more detailed explanation of how the BLM would spend the President’s Budget proposed to Congress. As a general rule under a PTA, often “last year’s rules apply” because we can’t change some policy or guidance without formal permission from Congress.
3. For a supervisor, it’s important to remember that these documents come at the end of a long process – many decisions have already been made along the way before these documents are formalized.
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| TOPIC 27: Timelines & Processes Bottom-Line1. Budgets take multiple years to develop.
2. For you to have an influence on what you will receive, you need to think ahead! (Three to five years ahead!).
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| TOPIC 28: Structure1. When we talked about appropriations, we mentioned there are five primary authorizations BLM:
	1. Management of Lands and Resources
	2. Construction
	3. Land Acquisition (Including LWCF)
	4. Oregon and California Grant Lands
	5. Range Improvements
2. Remember, Construction of capital improvements is no longer funded separately; Congress disperses funds capital improvements through WHERE? (Post in the comments…)

ANSWER: 1. Using MLR as an example, we then further divide this Authorization into Activities, and the further to Sub-activities.
2. I didn’t include all of the MLR subactivities – there are just too many for one screen. Besides, you have enough experience in subactivity management, you probably know a whole bunch of them as they pertain to your local office. We’ll check that knowledge with a fun quiz in a minute!
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| TOPIC 29: Cost Codes1. So this brings us to Cost codes. I know this causes eyes to glaze over, especially if it’s not a program that you normally administer. That number you see at the bottom might be Greek to a lot of you, but to someone in the financial world of BLM, it tells a story. So let’s break it down:
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| * 1. Fund: The fund is a number you may not be familiar with. It is a 10 digit code telling how the money comes to us from Treasury. The two letters at the end tell us that it’s an appropriated fund.
	2. The Cost Center or the Fund Center tells us where the money is assigned – to which part of the organization (is a 10 character code).
	3. Subactivity: Which is defined as the principle operational program the Bureau is responsible for managing. The subactivity number represents the specific program within its parent appropriation. The subactivity code that contains two aspects a letter representing the agency, e.g. L= BLM, and a series of four numbers to identify the appropriation, e.g. L1020 = "1" appropriation for MLR, the "0" represents an activity, e.g. Land Resources, the "20" represents a subactivity within the activity, e.g. Rangeland. In the distant past, subactivities were assigned a four digit code, and people still use that code as a shorthand. Since FBMS was created, the subactivity is buried in a 47-digit cost code (line of accounting) that includes a fund center, functional area, WBS, fund code, which of itself gives us a ton of information. But for today’s presentation, we will use just the four numbers in the subactivity code as a shorthand. On all occasions these shorthand codes would be listed with an upper case “L” (for BLM) in front of the four numbers of the code. For example, “1020” would be listed in the Fund Code Handbook as “L1020” and represents the subactivity code for Rangeland Management.
	4. Program Element: We have been using program elements for nearly 20 years. They are a two-letter code that tracks certain kinds of tasks. These are important for how we account for the work we do (as accomplishments in PMDS), and for finance people it shows how much it costs us to complete the work.
	5. Together the Program Element and the Subactivity comprise the Functional Area, an FBMS term.
	6. Finally, the Work Breakdown Structure is a specific project code. This can be created at any level of the organization. And to the extent possible, you should always include a WBS code for coding time or other expenditures if one has been assigned. It helps us report out how much we are spending, particularly if it’s an earmark from Congress, the Department, or the Bureau.
1. So as I said, this long string of numbers and letters tells me a story. In this case, it’s telling me that Max (in this case) is authorized to use MLR-appropriated funds, at NTC, using the Bureau Fixed Costs account, to administer Employee Development and Training Services for the Emerging Leaders program.
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| TOPIC 30: PE Code Job Aid1. This is a screen shot that Doug will discuss in his presentation.

Figure 1.29.1 Screen Shot of PE Code Job AidTable  Description automatically generated1. Program Elements are our tasks, which we developed to comply with the Government Performance and Results Act. This helps us report back to Congress on how we are using the money they gave us.
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| TOPIC 31: Pop Quiz!1. Name the Subactivity or Program Area:
2. If you are unfamiliar with subactivity codes click the link below and use Ctrl F or the Table of Contents to look them up in the PDF document as they appear on the screen:

[2023 Fund Code Handbook](https://ntc.wwwed.blm.gov/krc/system/files/2024-01/2023%20Fund%20Code%20Handbook.pdf) (Use the Chat feature in Zoom to shout out answers.) |  |
| TOPIC 32: Break Time |  |

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| TOPIC 33: EXERCISE #11. Scenario: You are an Assistant Field Manager in an office that is in the process of implementing a Travel Management Plan. Yours is a typical BLM office, complete with all the issues. What kind of funding would you need to implement a TMP in your office?
2. Group Assignment:
3. Brainstorm several key issues that would be typical of your office.
4. Write/Type in three to five “Key Planning Issue”(s) in the first column below and the subactivity code for potential funding source(s).
5. Use the 2023 Fund Code Handbook to find the subactivity codes and titles to list on the worksheet.
 |  |
| TOPIC 34: Breakout:1. You will be randomly assigned!
2. Pick a note taker/someone to report out.
3. You will have 20 minutes to discuss the Exercise.
4. You will be given a five-minute warning before we come back in.
5. Prepare to talk about one or two of the possible issues and solutions.
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# EXERCISE #1 TRAVEL MANAGEMENT PLAN SCENARIO WORKSHEET

1. SCENARIO: You are an Assistant Field Manager in an office that is in the process of implementing a Travel Management Plan. Yours is a typical BLM office, complete with all the issues. What kind of funding would you need to implement a TMP in your office?
2. GROUP ASSIGNMENT:
	1. Brainstorm several key issues that would be typical of your office.
	2. Write/Type in three to five “Key Planning Issue”(s) in the first column below and the subactivity code for potential funding source(s).
	3. Click this link to open the [2023 Fund Code Handbook](https://ntc.wwwed.blm.gov/krc/system/files/2024-01/2023%20Fund%20Code%20Handbook.pdf) to find the subactivity codes and titles to list in the worksheet below:
3. RESULTS

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| **Key Planning Issue** | **List the Subactivity Code(s) and Title(s) of the potential funding sources used to address the issue.** |
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| TOPIC 35: EXERCISE #1 REPORTS |  |
| TOPIC 36: Summary1. Review Enabling Objectives for Part I – The SCIENCE.

Objective 1: Equip you with definitions and common names.Objective 2: Describe where the BLM’s money comes from.Objective 3: Describe the overall structure of the budget.Objective 4: Meet with local budget officer to discuss your office’s budget structure and funds availability. |  |
| TOPIC 37: Homework Assignment1. Between now and our next session:
2. Make an appointment to sit down with your local Budget Officer.
3. Get a copy of any summary report to shows how your budget is summarized/tracked.
4. Be prepared to share with your group.
5. Questions to ask or ponder:
6. Where does your office spend most of its time and dollars?
7. What are we paying for?
8. Besides the appropriated subactivities, what are our other sources of money?
 |  |