

**American Recovery and Reinvestment Act of 2009
Program Plan for**

National Park Service



04/21/09

Table of Contents

<i>Part I: Recovery Act Implementation at the Department of the Interior</i>	4
Background	4
Project Selection	4
Implementation of Recovery Act.....	8
<i>Part II: Recovery Act Implementation at NPS</i>	12
NPS Accountable Official	12
Funding Categories.....	12
Governance at NPS.....	16
Administrative Costs	18
<i>Part III: Facility Construction</i>	20
Program Manager	20
Objectives	20
Activities	20
Selection Criteria	21
Characteristics	28
Performance Measures.....	28
Project Milestones and Completion	30
Mission/Cost Implications.....	31
<i>Part IV: Abandoned Mines</i>	33
Program Manager	33
Objectives	33
Activities	33
Selection Criteria	34
Characteristics	34
Performance Measures.....	35
Project Milestones and Completion	37
Mission/Cost Implications.....	37
<i>Part V: Energy Efficient Equipment</i>	38
Program Manager	38
Objectives	38
Activities	39

Selection Criteria	39
Characteristics	39
Performance Measures.....	40
Project Milestones and Completion	41
Mission/Cost Implications.....	41
<i>Part VI: Roads Rehabilitation</i>	<i>42</i>
Program Manager	42
Objectives	42
Activities	42
Selection Criteria	42
Characteristics	44
Performance Measures.....	44
Project Milestones and Completion	47
Mission/Cost Implications.....	47
<i>Part VII: Deferred Maintenance</i>	<i>49</i>
Program Manager	49
Objectives	49
Activities	50
Selection Criteria	50
Characteristics	57
Performance Measures.....	58
Project Milestones and Completion	59
Mission/Cost Implications.....	59
<i>Part VIII: Deferred Maintenance – Trails.....</i>	<i>62</i>
Program Manager	62
Objectives	62
Activities	62
Selection Criteria	63
Characteristics	64
Performance Measures.....	64
Project Milestones and Completion	67
Mission/Cost Implications.....	67
<i>Part IX: HBCU Preservation Grants</i>	<i>67</i>
Program Manager	67

Objectives	68
Activities	68
Selection Criteria	68
Characteristics	70
Mission/Cost Implications.....	70
<i>Part X. Cross Cutting Initiatives.....</i>	<i>71</i>
Use of Renewable and Efficient Energy Technologies	71
Engage America’s Youth	72
<i>Appendix A. Recovery Act Funds Impact on Existing NPS Programs</i>	<i>73</i>
Major Construction Program.....	73

Part I: Recovery Act Implementation at the Department of the Interior

Background

The American Recovery and Reinvestment Act of 2009 (the Recovery Act) is an unprecedented investment in our country's future. Funding will support job preservation and creation, infrastructure investment, energy efficiency and science, assistance to the unemployed, and State and local fiscal stabilization.

President Obama has set out specific goals in implementing the Recovery Act, including:

- Create or save more than 3.5 million jobs government-wide over the next two years;
- Revive the renewable energy industry and provide the capital over the next three years to eventually double domestic renewable energy capacity;
- Enact the largest increase in funding of our nation's roads, bridges, and mass transit systems since the creation of the national highway system in the 1950s as part of the \$150 billion investment in new infrastructure; and
- Establish unprecedented levels of transparency, oversight, and accountability.

The Department of the Interior will play an important role in this effort. Investments will focus on job creation, infrastructure needs, and creating lasting value. The opportunity provided by the Act will:

- Accelerate a move toward a clean energy economy;
- Provide jobs that build employable skills and develop an appreciation for environmental stewardship in young adults; and
- Preserve and restore the nation's iconic and treasured structures, landscapes, and cultural resources.

Project Selection

Criteria

In recognition of the urgency to select and execute projects expeditiously, the Department established unified priorities and formulated guidance to lead the bureaus in the project selection process. The guidance prescribed that the following framework be used to assess a project's suitability for Recovery Act funding:

- **Expediency of implementation.** The ability to execute a project within the legislated timeframe was an important practical consideration. With a few exceptions, Recovery Act funds are available for obligation through September 30, 2010. In addition, Section 1602 of the Act reads “...recipients shall give preference to activities that can be started and completed expeditiously, including a goal of using at least 50 percent of the funds for activities that can be initiated no later than 120 days after the date of enactment.” The Department’s concern was two-fold: 1) the purpose of the Recovery Act is to get funds out to stimulate the economy quickly; and 2) if funds are committed to a project that experiences a delay beyond September 30, 2010, the funds are no longer available for that project or any other bureau program. This criteria was a limiting factor that impacted other agency priorities considered during the selection process including meritorious projects that were not far enough along with design or permitting, which precludes funds from being obligated by September 30, 2010. Each bureau considered the following factors and questions when selecting projects:
- **Addresses high priority mission needs.** Does the project target the bureau’s highest priorities within the categories specified in the legislation? Has the project been evaluated through established procedures to address high priority needs? Are public lands, parks, refuges and resources renewed as a result of the project? With respect to deferred maintenance and line item construction, is the ranking consistent with existing priorities and processes?
- **Job creation potential.** Pursuant to the primary goal of the Recovery Act, what is the potential of the project to quickly create jobs and stimulate local economies?
- **Merit-based.** Was the project selected using merit-based and transparent criteria? Are competitive awards used to the maximum extent possible? Do the criteria incorporate existing prioritization processes?
- **Long-term value.** To what extent does the project create long-term value for the American public through improved energy independence, restoration of treasured landscapes or other lasting benefits?
- **Energy objectives.** Does proposed construction or deferred maintenance projects incorporate energy efficient and renewable energy technologies? Do they have a component that will further clean energy and independence goals?

- **Opportunities for youth.** Does the project engage young adults and instill knowledge and skills about managing our public lands and cultural resources?
- **Future cost avoidance.** Does the project create new operational requirements in future years? Or, conversely, will the project decrease operating costs through energy improvements or disposal of unneeded and costly assets?

Priorities

Within the Executive Summary of each bureau recovery implementation plan is a discussion of the bureau's process for allocating priorities among the funding categories. The following principles are common among the bureau's initial allocation processes: Response to the direction provided by Congress in the statute and accompanying report, and preliminary assessments of programmatic requirements and capability to effectively use additional funding. Once targets for the funding categories were determined, project selection within the category was accomplished through a combination of considering merit-based criteria – using established processes where possible – and project readiness, and additional benefits – such as operating cost reductions.

The primary established process for prioritizing and allocating resources has been the Department's 5-Year planning process. The Department has a standard capital asset planning process, in which the bureaus develop 5-Year plans identifying deferred maintenance and construction needs. The 5-Year Deferred Maintenance (DM) and Capital Improvement Planning process is the backbone of the asset management plans, which are used to formulate the Department's budget requests. The plans are developed, and updated on an annual basis at the bureau level using uniform criteria to rank both DM and Capital Improvement Projects. Selection factors used to rank projects include Critical Health and Safety, Critical Resource Protection, Energy, Critical Mission, Code Compliance, and Other Deferred Maintenance.

The categories used in the rating process are weighted so that projects that address critical health and safety needs receive the highest score. The final score of a project also takes into account the asset priority for the project. The Department's goal in the 5-year planning process is to focus its limited resources on projects that are both mission critical and in the most need of repair/replacement.

The 5-year planning process is an established Departmental prioritization methodology used only in the development of construction and deferred

maintenance projects. There is no similar process for other program areas receiving ARRA funding such as habitat restoration or energy efficiency. For those program areas, the bureau's specific evaluation process is described within the details of its program plan.

To the extent practicable, Recovery Act projects in deferred maintenance and construction were drawn from the 5-Year lists. Each bureau's detailed Recovery Act plan indicates the extent to which selected projects were derived from existing capital plans and provides the rationale for any exceptions.

There are legitimate reasons why a Recovery Act project might not come from a 5-Year Plan. In many cases the timing of an existing project may preclude it from being selected. The Recovery Act requires the obligation of funds by September 30, 2010. Projects involving complicated procurements, significant environmental considerations, or considerable planning and design components, may not be ideal Recovery Act investments because project funds must be obligated quickly. Additionally, Secretary Salazar has challenged each bureau to select projects that can also be completed within the timeframe of the Recovery Act in order to maximize the beneficial impact to the economy, further refining the list of eligible projects.

The scope of the 5-Year plans is also limited. Each 5-Year Plan assumes a five year funding level consistent with prior appropriations. For some bureaus, the Recovery Act funding exceeds the total amounts assumed in the 5-Year Plans. In addition, two years of the available 5-Year Plans will be addressed through the regular FY 2009 and FY 2010 appropriation processes. In cases where the 5-Year Plan has been exhausted, the bureau has selected Recovery Act projects from other existing capital planning lists.

Contingency Projects

As part of the Department's internal review process, each bureau identified a list of eligible projects for Secretarial approval larger than the amount of available Recovery Act funding. Getting advance approval for a larger universe of eligible projects will expedite the deployment of alternate projects should a Recovery Act project experience delays in execution. These projects are referred to as "contingency" projects and are included in the funding table of each bureau's detailed Recovery Act Plan.

Implementation of Recovery Act

Monitoring and Evaluation

The establishment of meaningful and measurable outcomes is an important component of Interior's Recovery Act reporting. Performance monitoring and oversight efforts are designed to ensure that the Department meets the accountability objectives of the Recovery Act.

These efforts include tracking the progress of key goals. The Department is defining a suite of performance measurements to monitor progress made in accomplishing stated work goals and to ensure financial and procurement practices are executed responsibly. In addition, the Department's Recovery Act Coordinator is collaborating with senior Departmental officials, the Office of Management and Budget, and the Office of Inspector General to ensure oversight of the program from the first phase of project selection, through implementation, execution, and completion. The Coordinator, with the assistance of the Recovery Act Board, will evaluate processes to ensure that adequate mechanisms are in place and identify and share best practices to promote:

- Maximized use of competitive awards
- Timely and transparent award of dollars
- Timely and appropriate expenditure of dollars
- Verification and timely completion of planned work
- Minimized cost overruns
- Minimized improper payments

Measurement and reporting is a crucial component of Interior's oversight strategy. The information received from bureaus and other collaborators will serve as an indicator of progress, enabling the Department's governance entities to manage risk and ensure successful implementation of the Recovery Act. Department-wide, consistent guidance will guide efforts in this regard, including for example, development of a risk management program.

Accountability and Transparency

The President and Congress have made it clear that the Act must be carried out with unparalleled levels of accountability and transparency. The President's commitment to manage these investments transparently will be met through Agency reporting on performance metrics and the execution of the funds on recovery.gov. Reporting requirements related to major contract actions and financial status, including obligations and outlays, are being instituted. Periodic reviews of implementation progress at both the bureau and Departmental levels will determine if resources should be realigned to expedite projects, and

accordingly modify project plans or to select contingency projects to ensure funds are obligated within the time limitation. The selection of contingency projects will be included as part of regular reporting through recovery.gov.

The Recovery Coordinator will oversee bureau implementation to ensure projects address the Department's high priority goals and objectives, while also working to ensure that department-wide performance objectives, including timeliness and cost and risk management are met throughout the process.

The Office of Inspector General will be working closely with the Department from the beginning to review and propose effective processes to manage risks, monitor progress and to improve overall performance and accountability.

As part of routine reporting, the Department is also carefully tracking all projects subject to the National Environmental Policy Act (NEPA). During the project selection phase, the Department identified which projects had already completed NEPA planning, which are in progress, and which ones still need to begin the NEPA review process. The Department will track the status of all NEPA compliance activities associated with projects or activities and report quarterly to the Council on Environmental Quality.

Administration

The Department's oversight and administration is led by the Secretary with leadership by the Recovery Act Coordinator. The Secretary utilizes an Executive Board and Department-wide Task Force to assist. The Executive Board is the entity responsible for ensuring compliance with the Recovery Act execution reporting, and audit requirements. The Board will convene once project decisions are made and bureau plans are finalized. The Board consists of nine members, and is chaired by the Department's Chief of Staff. The other board members are the Recovery Act Coordinator, Solicitor, Inspector General, and the four programmatic Assistant Secretaries within Interior and the Assistant Secretary for Policy, Management and Budget.

The Recovery Act Task Force ensures consistent implementation of the Recovery Act, promotes collaboration and sharing of skills and best practices among bureaus, develops implementation guidance, oversees the process for completion of Recovery Act plans and project lists, and develops the infrastructure needed for on-going monitoring of progress and performance. The Task Force is co-chaired by the Recovery Act Coordinator and the Assistant Secretary for Policy, Management and Budget, and is responsible for implementation of the Recovery Act. It includes representatives from each bureau, as well as all the functional areas across the Department.

Workgroups report to the Task Force and are developing processes and guidance on reporting, performance, communications, project approval, administration, risk management, acquisitions, and youth involvement. As implementation progresses, workgroups will be disbanded and others may be established.

In addition to these Departmental groups, each bureau has established its own governance structure. Bureau task forces and boards will ensure that programs execute projects effectively and meet the accountability and transparency objectives of the Act. A Recovery Act coordinator has been designated for each bureau.

The bureau task forces have responsibilities from the development of project lists through completion. They develop the project lists, establish the necessary controls, and develop tracking mechanisms to ensure they are managing schedules and performance effectively, and meeting the reporting requirements. The task forces meet regularly to ensure proper oversight. Each bureau has developed a leadership structure to manage the Recovery Act implementation. Responsibility for key components, such as reporting and oversight, has been delegated to the bureaus' senior management officials. The bureaus will also use staff in the field to provide direct oversight and leadership and provide reports to their executive leadership.

Barriers to Effective Implementation

The volume of funding provided in the Recovery Act and the contracts that will be awarded to execute these resources will challenge Interior's current procurement processing capacity. Interior's FY 2009 appropriation was \$11.3 billion. The Recovery Act supplements this request by \$3 billion, an increase of 27% over the original request. Interior has taken a holistic approach to best utilize existing resources to implement the Recovery Act. However, the investment required to handle the increase in funding will strain Interior's existing resources. While the Act authorizes the set-aside of monetary resources to alleviate the administrative burden (e.g. hiring additional contracts staff), the real management issue is ensuring that procurement staff, no matter how plentiful, are knowledgeable and responsible. The Department plans to meet these resource challenges by sharing staff and expertise across bureaus, hiring term and temporary staff, and reemploying knowledgeable and experienced annuitants.

In addition to expanding resources to implement the Recovery Act, Interior is also working to streamline business processes to help alleviate resource challenges. The bureaus are encouraged to make use of techniques such as the grouping of like work orders into a single project to reduce acquisition time.

Another example that is currently under consideration is the consolidation of procurement functions related to the Recovery Act. This strategy would redirect seasoned acquisition staff from their routine duties and have them focus on Recovery Act procurements. The regular duties would be assumed by alternative DOI acquisition staff. Concentrating the most experienced staff on Recovery Act procurement will result in processing efficiencies and expedite the use of funds.

External considerations may also pose barriers to the effective implementation of Recovery Act projects. The Department's ability to execute selected projects is dependent on the availability of qualified contractors. The supply of contractors able to meet an aggressive project schedule may decline as more Recovery Act projects are advertised and projects compete for resources. Delays or increased costs could occur in areas with a small indigenous workforce where several projects are proposed and resources are only available outside of the area.

Although the initial project selection process considered potential risks to the timely obligation of funds, projects may experience unforeseen delays in achieving key project milestones such as design or permitting. The Department has developed a contingency list of approved projects to address this situation; however, the process to recognize and terminate a selected project will delay implementation of the contingency project. As implementation moves closer to the September 30, 2010 expiration date for unobligated funds, contingency projects are more likely to be selected for expediency rather than for other considerations.

Another factor in the execution of the Department's Recovery projects will be unforeseen requirements of critical mission activities. One bureau in particular -- the Bureau of Land Management -- has indicated that a high fire season could significantly delay its ability to execute Recovery projects. Most of the BLM's federal regional staff are trained firefighters and when called to manage a fire, non-essential duties become a second priority.

To the extent possible, Interior has taken steps to address these considerations to complete Recovery Act projects. Interior's governance bodies, such as the Recovery Act Task Force and the subsidiary acquisition workgroup, will handle resource issues raised by its members and the bureaus to ensure adequate staffing and contingency planning for the Recovery Act implementation.

Part II: Recovery Act Implementation at NPS

Overview

Funds provided by the American Recovery and Reinvestment Act of 2009 (ARRA) will create jobs and will provide a significant boost to the National Park Service's (NPS) efforts to address high priority restoration and preservation needs and enhance critical facilities. ARRA projects in the Park Service will also encourage the participation of young adults in their national parks, address deferred maintenance needs, expand the use of renewable energy in our parks and improve the energy efficiency of facilities and equipment. The following plan outlines the projects the NPS proposes to implement with ARRA funding.

NPS Accountable Official

Bruce Sheaffer, Comptroller
(202) 208-4566
Bruce_Sheaffer@nps.gov

Funding Categories

The American Recovery and Reinvestment Act provided funding for the NPS in three separate appropriation accounts – Construction, Operation of the National Park System (ONPS) and Historic Preservation Grants to Historically Black Colleges and Universities (HBCUs).

Construction (\$589 million)

Activities authorized under the Construction appropriation include repair and restoration of roads; construction of facilities, including energy efficient retrofits of existing facilities; equipment replacement; preservation and repair of historical resources within the National Park System; cleanup of abandoned mine sites on park lands; and other critical infrastructure projects. The NPS will allocate Construction funds on the following:

- Facility Construction (\$423.2 million): Projects to construct, rehabilitate and replace assets (such as buildings, trails, and wastewater systems) that help preserve natural and cultural sites and provide critical visitor services.

- Abandoned Mines (\$22.4 million): Projects to provide for the safety of park visitors and staff by mitigating safety hazards at abandoned mines.
- Energy Efficient Equipment (\$9.0 million): The primary objective of this program is to replace equipment (such as fleet, heavy equipment, and HVAC equipment) with next generation energy efficient equipment.
- Roads Rehabilitation (\$104.9 million): The primary objective of this program is to improve visitor services through projects that address critical transportation deficiencies. Projects funded through this program will rehabilitate and preserve existing park roads and parkways.
- Administration (\$29.5 million): The NPS is authorized to spend a maximum of \$29.5 million to administer the ARRA Construction program. Administration includes non-project specific functions such as program management, contracting support, and budget and finance services.

Operation of the National Park System (\$146 million)

Activities authorized under the Operation of the National Park System (ONPS) appropriation include deferred maintenance of facilities and trails, and other critical repair and rehabilitation projects. The NPS will allocate ONPS funds on the following:

- Deferred Maintenance (DM) (\$113.1 million): The objective of the ARRA Deferred Maintenance program is to invest in repair, rehabilitation and maintenance projects that will restore or extend the life of critical facilities in parks across the country.
- Deferred Maintenance Trails (Trails) (\$25.6 million): The objective of the ARRA Deferred Maintenance Trails program is to invest in repair, rehabilitation and maintenance projects that will restore or extend the life of popular trails in parks across the country.
- Administration (\$7.3 million): The NPS is authorized to spend a maximum of \$7.3 million to administer the ARRA ONPS program. Administration includes project management, contracting support and budget and finance services.

Historic Preservation Fund (\$15 million)

Activities authorized under the Historic Preservation Fund (HPF) appropriation include historic preservation projects at historically black colleges and universities (HBCUs) as authorized by the Historic Preservation Fund Act of 1996 and the Omnibus Parks and Public Lands Act of 1996. The NPS will allocate historic preservation funds on the following:

- HBCU Grants (\$15.0 million): This program will provide funds for historic preservation projects at historically black colleges and universities.

National Park Service ARRA Program

Table I: Summary of NPS ARRA Funding by Appropriation and Program

Program	In-Target		Contingency	
	Funding Amount (in-target) (in \$000)	# of Projects Per Category (in-target)	Funding Amount (contingency) (in \$000)	# of Projects Per Category (contingency)
<u>Construction</u>				
Facility Construction	\$423,222	68		15
Abandoned Mines	\$22,428	32		19
Energy Efficient Vehicles	\$9,033	6		1
Roads Rehabilitation	\$104,867	17		12
Administration	\$29,450	N/A	N/A	N/A
Construction subtotal	\$589,000	123	\$147,937	47
<u>ONPS</u>				
Deferred Maintenance (DM)	\$113,093	518		123
Deferred Maintenance Trails (Trails)	\$25,624	125		28
Administration	\$7,283	N/A	N/A	N/A
ONPS subtotal	\$146,000	643	\$36,320	151
<u>Historic Preservation Fund</u>				
HBCU grants	\$14,250	N/A	N/A	N/A
Administration	\$750	N/A	N/A	N/A
HBCU subtotal	\$15,000			
TOTAL	\$750,000	766	\$187,257	198

The Recovery Act identified several project categories for the NPS to pursue within three distinct accounts (ONPS, Construction and the Historic Preservation Fund; the latter being an NPS-administered grant program to fund preservation projects at historically black colleges and universities). The NPS used existing plans and processes to determine how ARRA funds could best be utilized to meet the intent of the Act by putting people to work and addressing the critical asset and resource rehabilitation needs of the NPS. Applying a number of evaluative factors, the NPS prepared separate lists of projects for each category identified in the law. NPS staff in the parks, regional offices, and Washington office primarily scored and prioritized projects using merit-based criteria and the Service's ability to obligate funds by September 30, 2010. In addition, NPS staff selected projects that were on existing priority lists and addressed other critical factors, such as current facility needs, emergency needs, opportunities for energy conservation, and existing mission goals.

Once the lists had been culled and ranked using these factors, additional evaluative criteria were applied to determine how best to objectively allocate the available funding among the categories within each account. Within the Construction account, remaining funds were allocated to equipment purchasing projects that could create the most jobs or realize the greatest future energy savings. Funding was also distributed to parks and programs that had the capacity to carry out the projects based on existing and ARRA-related obligations.

A set of projects emerged from this process ranked in priority order that were captured within the "in-target" appropriated funding level. NPS identified a total of \$750 million in projects for each funding category to be executed under the authorization of the Recovery Act including administration amounts ascribed to Construction (\$29.5 million) and ONPS (\$7.3 million). Please see Table I for a summary of funding by appropriation and program and individual project category sections (Parts III through VIII) for further explanation of the NPS project selection processes.

Throughout the execution of the program, NPS will monitor schedules and costs for the projects. If it is determined that a project cannot be completed in a timely fashion, NPS will redeploy funds to contingency projects that have undergone the same priority ranking processes. Generally, contingency projects rank lower in priority and funds cannot be obligated as quickly for them. NPS has developed a list of projects totaling \$187.3 million for this purpose. Some high priority projects remained on the in-target list, even though funds will likely be obligated later in the program. The NPS will closely monitor those projects and will be prepared to shift funds to contingency projects as necessary.

Governance at NPS

Management Oversight Group (MOG)

Membership and Structure

- Chair – NPS Recovery Act Lead (NPS Comptroller)
- NPS Deputy Comptroller
- Recovery Lead for each of the seven regions
- Associate Director, Park Planning, Facilities and Lands
- Assistant Director, Business Services
- Assistant Director, Human Capital

Responsibilities

- Provide leadership and overall management direction for ARRA programs in close coordination with the Director, National Leadership Council and the Department.
- Outline specific objectives for achieving ARRA goals.
- Monitor NPS adherence to the accountability objectives of the law:
 - Funds are awarded and distributed in a prompt, fair and reasonable manner;
 - Recipients and uses of all funds are transparent to the public, and the public benefits of these funds are reported clearly, accurately, and in a timely manner;
 - Funds are used for authorized purposes and instances of fraud, waste, error, and abuse are mitigated and corrected;
 - Projects funded under this Act avoid unnecessary delays and cost overruns; and
 - Program goals are achieved.
- Conduct strategic and business planning for ARRA to ensure that necessary processes and procedures for project monitoring, budget administration, and reporting are in place.
- Coordinate program formulation with regional and program offices.
- Conduct regular progress and performance reviews and identify required corrective actions.
- Report on program status to the Department, OMB and to the Congress.

Meetings

- The MOG began meeting bi-weekly via conference call on March 9th. Bi-weekly meetings will continue until May 1st.
- The MOG will continue meeting monthly, in person until November 1, 2009, and thereafter via conference call. Additional in-person meetings will be scheduled as needed.

Risk Mitigation and Ongoing Monitoring

The NPS has taken important steps to mitigate risk prior to project implementation, and will also implement a robust monitoring system to ensure that projects are being executed as planned.

The Risk Management Committee of the MOG will undertake a complete risk assessment of the ARRA program and determine appropriate risk responses and internal controls on a regular basis. The committee will follow the risk assessment framework provided by the Department of the Interior. In general, the committee will consider the following in its assessment:

- Whether program/project objectives are clear;
- Which programs are receiving (or providing) the most funding;
- Which programs/projects are the most high profile;
- What the potential magnitude and impact of change orders is on project execution and operations;
- Whether existing internal controls are sufficient to mitigate the risk of waste, fraud, and abuse adequately;
- Whether existing resources (systems, staff, etc.) sufficient to achieve program objectives and meet ARRA reporting requirements;
- Whether the ARRA accountability structure (MOG, regional task forces, etc.) is sufficient to achieve program objectives;
- Whether there are performance challenges with funding recipients;
- Whether there are leading indicators or lagging indicators to monitor ongoing program performance.

If NPS internal controls are not sufficient to militate against identified risks, the committee will direct the appropriate NPS program to take corrective action. The NPS will either strengthen current internal controls and/or create new controls to adequately reduce risk.

In addition, the NPS has begun to develop a system to monitor the following information on each ARRA project:

- Project Name
- Park Name
- Accountable Official
- Scope of Work
- Baseline performance measures
- Compliance Status
- Planning Status
- Estimated Obligation Date
- Original cost estimate
- Revised cost estimate (to be updated each time the estimate changes)
- Obligation amount
- Obligation Date
- Estimated Completion Date
- Project Status
- Completion Report
- Resulting change in baseline performance

This information will allow project managers and the Management Oversight Group to monitor the ARRA program implementation. If in-target projects face delays or other problems, the Service will be able to identify the problem quickly and select and begin implementing projects on the contingency list if necessary. This information will also allow the NPS to report on the results of the ARRA program as projects are completed.

Administrative Costs

The NPS has determined that additional staff will be required to ensure proper oversight and accountability and that ARRA project funds can be successfully underway by September 30, 2010. The Service anticipates additional staffing needs in the areas of contracting, project management, budget execution and analysis, and compliance. The budget for ARRA support costs is in development, but consistent with the manager's report accompanying the Recovery Act, no more than 5% of the total funds available will be spent on program support. Of that 5%, no more than 1% will be spent on support needs in the Washington office and no more than 4% will be set aside for regional support costs. The NPS is developing an algorithmic model that will use project costs, project type, and award type variables to determine the number of additional contracting officers, project managers and other temporary personnel required. The Washington office and each regional office will use the results of the algorithmic model as a starting point in developing their ARRA support staffing plan. Staffing plans will outline the number and type of additional temporary

staff needed, the way in which the office plans to bring on additional staff (temporary and term hires, retired annuitants, and contractors), and a budget. The Comptroller's Office will approve spending plans before funding is released.

Contracting Methods

Contracting will be used to acquire the goods and services required to implement the projects proposed. Current contracting methodologies will be used. Open competition using firm, fixed-price contracts will be used to the maximum extent possible. Selection criteria include technical excellence, project effectiveness, support for cross-cutting initiatives, and lowest price. The NPS will adhere to the following contracting methodologies:

- Open market competitive solicitations. These contracts allow all vendors that meet the requirements of the contract to compete.
- Multiple Award. Task orders awarded using fair opportunity (i.e. multiple award) under Indefinite Delivery/Indefinite Quantity (ID/IQ) contracts awarded using competitive procedures.
- Task orders awarded to an established source (i.e. single award) under ID/IQ contracts awarded using competitive procedures. The contract is awarded to a single contractor. Government agencies can award multiple task orders against this contract without further competition.
- GSA schedule orders using fair opportunity. GSA awards the contract to a vendor. Similar to the IDIQ, government agencies can award task orders against the contract that was previously competed.
- Simplified Acquisition: Availability of product or service applies to open market non-competitive transactions less than \$3,000. Generally a purchase by a credit card, issued by the Federal Government to a government employee, for small purchases or services.

Part III: Facility Construction

(Please see Appendix B. for a full list of ARRA NPS Facility Construction projects)

Program	Funding Amount (in-target) (in \$000)	# of Projects Per Category (in-target)
Facility Construction	\$423,222	68

Program Manager

Mike LeBorgne
Chief, Construction Program Division
Mike_LeBorgne@nps.gov

Objectives

The ARRA Facility Construction program will construct, rehabilitate and replace assets needed to accomplish the NPS mission of preserving important natural and cultural resources and providing for visitor enjoyment in the parks. Example projects include rehabilitating the visitor center and exhibits at Mammoth Cave National Park, replacing a critical wastewater facility at Yellowstone National Park, and stabilizing the Ellis Island Seawall at the Statue of Liberty.

Completion of the ARRA deferred maintenance construction projects will modernize assets and infrastructure and dispose of assets that are no longer cost effective to maintain and operate. This effort will improve the overall asset management program in the areas of operating costs, utilization, overall condition of facilities, and the disposition of assets. All of these are key elements of an asset management program as identified by the Federal Real Property Council, which promotes the efficient and economical use of real property assets.

Activities

- Preserve and repair historical resources.
- Repair, rehabilitate and replace utility, wastewater and other critical infrastructure systems.
- Perform health and safety upgrades, such as those that meet building and facility accessibility requirements under the Americans with Disabilities Act (ADA) of 1990.
- Retrofit existing facilities for energy efficiency, such as installing photovoltaic systems.
- Construct new facilities, such as visitor centers, museum facilities, and volunteer lodging.
- Demolish assets that are no longer necessary and cost effective to operate and maintain.

Selection Criteria

The NPS took a structured approach to developing a portfolio of projects to propose for ARRA funding. To the extent possible, the Service drew from existing programs (See Chart 1– Source of ARRA Construction projects) to develop its project list. The NPS first evaluated the activities authorized under ARRA to determine which of its already established programs had projects fitting the criteria outlined in the legislation. The NPS utilized the merit-based plans and prioritization processes from these existing programs to identify the first set of ARRA projects. In consultation with regional and park program managers, who added information about capacity and timing (seasonality), the Service developed a program to address current facility needs, emergency needs, opportunities for energy conservation and existing mission goals.

The NPS determined that the primary source for the ARRA Facility Construction program would be the Service’s Five-Year Deferred Maintenance and Capital Improvement Plan, which outlines priority facility projects the Service intends to execute over the next five years. Changes to the list are made annually to factor in Congressional appropriations and changing situations in the field. The plan incorporates projects that provide for the construction, rehabilitation, and replacement of those assets needed to accomplish the management objectives approved for each park.

The NPS uses a two-tier priority system that maximizes construction investments. The first tier assesses and prioritizes improvements related to health and safety, resource protection, maintenance needs, and visitor services. High priority projects in the first tier are then ranked using a method called Choosing-By-Advantage (CBA) to evaluate the relative benefits provided by individual projects. Projects are then scored according to the Department’s Five-Year Deferred Maintenance and Capital Improvement Plan criteria. The criteria gives the highest scores, and paramount consideration for funding to those projects that will correct critical health and safety

problems, especially if the project involves the repair of a facility for which corrective maintenance has been deferred. The following are the weighted ranking criteria in priority order:

1. Critical Health and Safety Deferred Maintenance – A facility deferred maintenance need that poses a serious threat to public or employee safety or health.
2. Critical Health and Safety Capital Improvement – A condition that poses a serious threat to public or employee safety or health and can only be reasonably abated by the construction of some capital improvement.
3. Renewable Energy Capital Improvement in which there will be an energy savings of >20 kW – Projects installing renewable energy sources, e.g. solar photovoltaic, wind, etc., with a total size of more than 20 kilowatts. This will generate greater than \$4,500 in savings annually per system installed.
4. Energy Efficiency Sustainable Buildings Capital Improvement – Reducing energy needs through efficiency measures reduces the overall park energy usage, thus reducing the operational cost of the capitol improvement.
5. Critical Resource Protection Deferred Maintenance – A facility deferred maintenance need that poses a serious threat to natural or cultural resources.
6. Renewable Energy Capital Improvement, in which there will be an energy savings of 5.1-20 kW – Projects installing renewable energy sources, e.g. solar photovoltaic, wind, etc., with a total size of 5.1 – 20 kilowatts. This will generate between \$1,200 and \$4,500 in savings annually per system installed.
7. Critical Resource Protection Capital Improvement – A condition that poses a serious threat to natural or cultural resources.
8. Renewable Energy Capital Improvement, in which there were an energy savings of 5kW or less - Projects installing renewable energy sources, e.g. solar photovoltaic, wind, etc., with a total size of 5 kilowatts or less. This will generate less than \$1,200 in savings annually per system installed.
9. Critical Mission Deferred Maintenance – A facility deferred maintenance need that poses a serious threat to a bureau’s ability to carry out its assigned mission.
10. Other Deferred Maintenance – A facility deferred maintenance need that will improve public or employee safety, health, or accessibility; complete unmet programmatic needs and mandated programs; protect natural or cultural resources; impede a bureau’s ability to carry out its assigned mission.
11. Code Compliance Capital Improvement – A facility capital improvement need that will meet compliance with codes, standards, and laws.
12. Other Capital Improvements – Other capital improvement is the construction of a new facility or the expansion or rehabilitation of an existing facility to accommodate a change of function or new mission requirements.

Based on the weighting factors accompanying each category listed above, projects are scored with a weighted score not to exceed 1,000 points. This score is referred to as the DOI Score.

Part VIII: Deferred Maintenance – Trails

(Please see Appendix B. for a full list of ARRA NPS Deferred Maintenance-Trails projects)

Program	Funding Amount (in-target) (in \$000)	# of Projects Per Category (in-target)
Deferred Maintenance - Trails	\$25,624	125

Program Manager

Steve Whitesall
Associate Director, Park Planning, Facilities and Lands
Steve_Whitesall@nps.gov

Objectives

The objective of the ARRA Deferred Maintenance Trails program is to invest in repair, rehabilitation and maintenance projects that will restore or extend the life of trail facilities across the NPS. The NPS will undertake major repair and rehabilitation work on trails with significant deferred maintenance needs and will undertake cyclic maintenance work intended to prevent an increase in the Service's deferred maintenance backlog. In addition, trails work across the NPS will provide opportunities for youth and young adults to participate in meaningful work experiences on public lands and to become familiar with the Service's mission.

Completion of the ARRA deferred maintenance trails projects will improve the condition of trails in the National Park System in the areas of operating costs and facilities condition index. These projects will also help restore ecosystems by removing invasive species and improve recreational opportunities for visitors.

Activities

- Clearing vegetation from trails
- Erosion control
- Replace and rehabilitate deteriorated boardwalk
- Repair trail surfaces

Selection Criteria

The seven regional offices of the NPS were responsible for providing an initial list of eligible projects for the ARRA program. The Washington Office instructed regions to draw projects from the following plans/programs:

- Repair and Rehabilitation Plan (FY09 – FY13)
- Repair and Rehabilitation Plan (FY10 – FY14)
- Recreation Fee Plans
- Cyclic Maintenance Program

Each of these fund sources (plans/programs) has their own eligibility criteria and ranking procedures. Projects coming from any of these fund sources were previously vetted according to the established criteria. Please see: *Part VII, Deferred Maintenance, Selection Criteria* for a description of each type of plan and its corresponding project selection criteria.

All projects were then screened using ARRA Primary Selection Criteria.

Primary Selection Criteria

- Project is in a national park unit
- Project creates jobs
- Project funds can be obligated by September 30, 2010

Secondary selection factors were applied at the national level to determine the final list of eligible projects.

Secondary Selection Factors

- Planning is complete or substantially complete.
- Compliance is complete or substantially complete.
- Project will involve the participation of youth and young adults [Section 702, Title VII of the Recovery Act directs the Secretary of the Interior to utilize partnerships with groups that serve young adults].
- Project focuses on a primary or front country trail.

Characteristics

(Types of Financial Awards to be Used – in-target only)

Type of Award	# of projects in this category	\$ Value of projects	Targeted type of recipients	Award Selection Criteria (high-level bullets)
In-House Activity	65	\$13,385		
Contracts	21	\$4,341	Methods available include open market ¹ competition, orders using Indefinite Delivery/Indefinite Quantity ² (ID/IQ); competed GSA schedule orders ³ and other.	Criteria for evaluation will be based on statement of work, successful record of past performance, and indicated ability to meet cost and schedule milestones
Cooperative Agreements	39	\$7,898	Youth organizations such as the Youth Conservation Corps and the Student Conservation Association	Criteria for evaluating proposals for award through cooperative agreements will be based on the proposed statement of work and its ability to meet mission objectives, successful record of past performance, and indicated ability to meet cost and schedule milestones

¹Open market competition – any vendor that fulfills the requirements can compete.

²IDIQ – defines umbrella requirement. Government issues task order or delivery order against the contract as necessary.

³GSA Schedule Order – GSA issues global contracts. The government issues task order under these contract.

Performance Measures

The performance metrics selected for each funding category reflect the primary emphasis of the projects and the intent of the American Recovery and Reinvestment Act. The output oriented metrics will be reported on a project basis where applicable, while the outcomes measures will be primarily used for park unit and service-wide reporting.

Deferred Maintenance - Trails

The priority for the trail funding category is to address deferred maintenance. Accordingly, improvements to trails will be measured through the use of industry standard Facility Condition Index (FCI). The FCI is a measure of a facility's

relative condition at a particular point in time compared to similar facilities. The FCI rating is a ratio of the asset's deferred maintenance (DM), which is cost to correct deficiencies resulting from unaccomplished past maintenance and repairs, to the current replacement value (CRV) which uses standard industry costs of the materials, supplies, and labor required to replace a facility. In addition and associated performance metric related to the number of miles of trail impacted by ARRA funding will also be collected.

National Park Service has developed performance measures to monitor the impact of its Recovery Act investments on mission and programmatic goals and objectives. These performance measures can be found on Recovery.gov.

Project Milestones and Completion

Completion Rate (in-target only)

	AKR	IMR	MWR	NCR	NER	PWR	SER	Other/ Central	TOTAL # OF PROJECTS COMPLETED	Cumulative % of Projects Completed
FY 2010 Q1	1	3	2	1	4	1	8		20	16%
FY 2010 Q2		13	3	2	2	13	3	3	39	47%
FY 2010 Q3		6	2	1	1	5	5		20	63%
FY 2010 Q4	3	3		2	3	2	2		15	75%
FY 2011 Q1	1	1	1			2	1	1	7	81%
FY 2011 Q2		10	3	1		6	2		22	98%
FY 2011 Q3						1			1	99%
FY 2011 Q4						1			1	100%

Mission/Cost Implications

By expanding our trails systems, the NPS will expand safe visitor access to public lands. The Service is charged with providing visitors safe and reliable exploration of our natural resources. In addition, trail construction and rehabilitation protects endangered and threatened species by keeping foot traffic away from fragile natural habitats.

Part IX: HBCU Preservation Grants

Program	Funding Amount (in-target) (in \$000)	# of Projects Per Category (in- target)
HBCU Preservation Grants	\$15,000	N/A

Program Manager

Joe Wallis
Chief of State, Tribal, and Local Governments Program

Objectives

The Historic Preservation Fund (HPF) supports a NPS goal of protecting cultural resources by providing grants to external organizations that preserve heritage assets. One HPF grant program assists Historically Black Colleges and Universities (HBCUs) to facilitate the preservation of threatened historic buildings. Grants are awarded by the NPS to assist HBCUs with the repair of historic buildings on campuses. The goal of this grant program is to make historic properties on the campuses of HBCUs safe and useable.

Activities

- Stabilize structures
- Conduct masonry work
- Abate environmental hazards
- Install or replace heating, ventilating, and cooling systems
- Replace damaged electrical and plumbing systems
- Repair leaky roofs
- Treat termite damage
- Meet building and facility accessibility requirements under the Americans with Disabilities Act (ADA) of 1990.

All work must be performed in accordance with the *Secretary of the Interior's Standards for the Treatment of Historic Properties*.

Selection Criteria

In spring 2009, the NPS will issue a Request for Proposals to HBCU Presidents, who will submit grant applications to the NPS by the announced deadline. To request funding through the HPF program under the American Recovery and Reinvestment Act (ARRA), application packets must include the following items:

- A completed Grant Application Form.
- A concise history of the building and its historic significance.
- High quality photographs that clearly depict the present condition of the building (interior and exterior).
- A copy of the National Register of Historic Places Nomination.
- Any available architectural analysis and /or assessment of the building.

The proposed cost estimates for the preservation of historic properties must be include eligible activities under the HPF, and appear reasonable and necessary for the proposed work.

Selection Factors

The grants will be competitively awarded by a NPS selection panel on the basis of the following selection criteria:

- Properties must be of major historical and architectural significance.
- Properties must retain architectural integrity (the building has not been so altered as to have lost its historic appearance).
- Properties must demonstrate a critical need for immediate intervention to correct structural and safety defects in order to preserve the building.
- Applicants must demonstrate the ability to complete the project successfully within the established timeline.
- The timeline must include the start and completion dates for each activity (planning and design, general conditions, mobilization, site preparation, etc.) and the scope of work for the project.

Timeline Requirements

Application timelines must meet the following requirements:

- The project must begin within six months after the grant agreement has been signed. If activities have not begun in accordance with the approved project timeline, then the grant will be suspended or terminated and the funds recaptured by the National Park Service.
- At least 50% of the total project shall be completed within 18 months after the grant agreement is signed (including planning, design, and construction).
- The project scope of work must be completed within three years of the start date of the grant agreement. Planning and design shall be completed within one year maximum and the construction phase shall be completed within two years maximum.

Characteristics

(Types of Financial Awards to be Used – in-target only)

Type of Award	# of projects in this category	\$ Value of projects	Targeted type of recipients	Award Selection Criteria (high-level bullets)
Grants	TBD	\$15 million (minus administrative costs)	HBCUs	Funds will be awarded using established procedures for announcing and making grants through the HBCU program. Applications will be evaluated on the proposed statement of work, successful record of past performance, and indicated ability to meet cost and schedule milestones.

Mission/Cost Implications

Funding from this program will allow Historical Black Colleges and Universities to correct deficiencies in their infrastructure and avoid more costly future Federal investments resulting from inadequately maintained facilities.

Appendix A. Recovery Act Funds Impact on Existing NPS Programs

Major Construction Program

NPS Portion of ARRA Construction Projects Selected from the Major Construction 5-Year Plan

5-Year Plan		5-Year Plan Projects funded by Recovery Act Funds		Recovery Act Projects Not on 5-Year Plan			
# of projects on 5-Year Plan	\$ value of projects on 5-Year Plan	# of Recovery Act Projects selected from 5-year plan	\$ Value of Recovery Projects Selected from 5-year plan	# of Recovery Act Projects Not on 5-Year Plan	\$ Value of Projects Not on 5-Year Plan	# of Recovery Act Projects that meet criteria for inclusion on 5-Year Plan	\$ Value of Projects
110	\$647,189	51	\$325,759	17	\$97,463	17	\$97,463

The National Park Service Line Item Construction and Maintenance Program provides for the construction, rehabilitation, and replacement of those assets needed to accomplish the management objectives approved for each park using a two-tier priority system that maximizes construction investments. The first tier assesses and prioritizes improvements related to health and safety, resource protection, maintenance needs, and visitor services. High priority projects in the first tier are then ranked using Choosing-By-Advantage methodology to evaluate the relative benefits provided by individual projects, and projects are scored according to the Department's Five-Year Deferred Maintenance and Capital Improvement Plan criteria. The NPS incorporates the facility condition index (FCI) and the asset priority index (API), which measures the facility's importance to the mission of a park to ensure that its capital asset investments are made as efficiently as possible. This allows NPS to benchmark improvements on individual assets, and measure improvements at the individual asset level, park level, and national level. The Service's strategic capital construction investment program is merit based. It uses accepted industry ranking standards and processes, is grounded in the Department of Interior's approved ranking criteria, is supported by the Cost Benefit Analysis measurement analysis,

approved by the National Park Service Investment Review Board, and documented within a comprehensive 5-year priority list.

Facility Repair and Rehabilitation Program

NPS Portion of ARRA ONPS Projects Selected from Five-Year Deferred Maintenance and Capital Improvement Plan

5-Year Plan		5-Year Plan Projects funded by Recovery Act Funds		Recovery Act Projects Not on 5-Year Deferred Maintenance Plan			
# of projects on 5-Year Plan	\$ value of projects on 5-Year Plan	# of Recovery Act Projects selected from 5-year plan	\$ Value of Recovery Projects Selected from 5-year plan	# of Recovery Act Projects Not on 5-Year Plan	\$ Value of Projects Not on 5-Year Plan	# of Recovery Act Projects that meet criteria for inclusion on 5-Year Plan	\$ Value of Projects
2,239	\$497,930	315	\$84,423	328	\$54,293	44	\$11,310

The NPS has developed a Five-Year Deferred Maintenance and Capital Improvement Plan to determine which facility repair and rehabilitation projects should be funded in a given year. The plan lists projects of greatest need in priority order, focusing first on critical health and safety and critical resource protection issues. Changes to the list are made annually to factor in Congressional appropriations and changing situations in the field. This repair and rehabilitation funding is generally applied to facilities in "poor" condition. Projects appearing on the plan are large-scale repair needs that occur on an infrequent or non-recurring basis. The projects are designed to restore or extend the life of a facility. Typical projects may include: campground and trail rehabilitation, roadway overlay, roadway reconditioning, bridge repair, wastewater and water line replacement, and the rewiring of buildings. These projects are usually the result of having deferred regularly scheduled maintenance to the point where scheduled maintenance is no longer sufficient to improve the condition of the facility. Projects are evaluated and prioritized from project lists developed by individual parks. Projects eligible for the five-year plan are critical to the park's mission and are in "fair" or "poor" condition. The intention is to ensure that the Service's most important assets are kept in a functional state, using NPS funds as efficiently and effectively as possible.

The NPS did not draw entirely from the Line Item Construction and Repair and Rehabilitation 5-year plans in compiling the lists for ARRA Construction and ARRA ONPS for the following reasons:

- Projects have planning or compliance needs that preclude obligation by September 30, 2010
- Workload capacity issues at the park. The NPS limited the number of projects at selected parks based on a park's projected workload capacity.
- The NPS had additional priority needs that did not meet the criteria for inclusion in the Line Item Construction or Repair and Rehabilitation program. The guidelines for inclusion in these programs weight health and safety higher than other mission priorities such as resource preservation and protection. To address mission priority projects that met ARRA criteria, the NPS drew from other plans and programs.