Department of the Interior Lifecycle Investment Planning Guidance

Table of Contents

Overview (Revised May 2022)

This guidance replaces the annually issued deferred maintenance and capital improvement planning guidelines for the Department of the Interior (DOI). It defines DOI's department-wide approach to planning and budgeting for infrastructure investment, and provides direction to Bureaus and Offices (collectively, "Bureaus") required to develop five-year lifecycle investment plans, which identify deliberate investments across multiple activities over an asset's life. It is executed through a process where Bureaus evaluate, prioritize, and select lifecycle investments that support the Bureau mission and the Administration's priorities, emphasis areas, and initiatives.

Bureaus must coordinate and integrate the five-year lifecycle investment plans, transportation plans, Legacy Restoration Fund plans, and five-year space management plans to develop a comprehensive capital investment strategy that meets mission requirements. The plans must align with funding levels in budget requests to the Department, OMB, and the Congress (President's budget). The five-year plan is an integral part of the Bureau's budget request and serves as the primary justification for requests in these programs.

The five-year plan developed under this guidance typically has three major sources of funding:

- The construction portion of the plan is funded through the Bureaus' construction budget activities and generally consists of modernization and renewal investments, including new construction, alterations, replacements, and recapitalization activities as well as related divestiture activities.
- The maintenance portion of the plan generally consists of projects directed toward predominantly lower cost maintenance and repair work and is funded through the maintenance activity at each Bureau, where one exists.
- The transportation portion of the plan consists of projects funded through the highway trust fund at each Bureau that receives this funding through the U.S. Department of Transportation and should be integrated with the transportation planning process required by Title 23, U.S. Code.

A related, but separate plan, The Great American Outdoors Act (GAOA) Public Land Legacy Restoration Fund (LRF) Project List is a key component of the Department's overall lifecycle management strategy. The LRF Project List consists of high priority projects that meet Department-wide and Bureau-specific criteria for project selection, per the requirements of GAOA. Project selection criteria for LRF Projects are provided separately by the GAOA LRF Project Management Office. GAOA submissions should be coordinated with, but are separate from, other five-year investment life cycle plans mentioned above.

Similarly, Bureau Space Management Plans should be coordinated with the above plans, but are developed separate from this guidance, in accordance with the DOI Space Management Handbook.

DOI owns and operates over 120,000 buildings and structures, more than 65,000 miles of public roads, and a wide variety of other constructed assets. These facilities serve millions of visitors annually, provide schooling for tens of thousands of Native American children, and are places of work for DOI employees. The current replacement value (CRV) of these assets exceeds $330 billion, with about $3 billion spent annually on operations, maintenance, rehabilitation, and repair. Many are priceless for their historical significance. As the steward of these assets, DOI is committed to maintaining the condition of existing facilities and making the capital investments in facilities that are critical to its mission. Collectively, the Department's investment in its asset portfolio is not typically sufficient to avoid a growing deferred maintenance backlog. Deferred repairs become more expensive as they continue to deteriorate. However, it is important to balance investments across the asset portfolio to ensure mission requirements are prioritized. The management practices described in this document have been instituted department-wide to ensure responsible investments within the appropriations provided.

Objectives of the Five-Year Lifecycle Investment Plans (Revised May 2022)

The successful stewardship of constructed assets is measured by each Bureau's ability to direct resources to high priority investments, sustain the long-term mission capability of its asset portfolio at the lowest lifecycle cost, achieve goals for accessibility, sustainability and resiliency, and divest of underperforming or excess assets. These planning and performance measurement processes help establish that the program and the projects that comprise the five-year plan are part of a comprehensive investment strategy, are appropriate, and in alignment with Administration direction and DOI goals.

The Bureau's five-year plan is comprised of multiple five-year program plans, and places priority on projects that advance Administration, Departmental, and Bureau priorities. Outside of the five-year plans, Bureau programs for annual and cyclic maintenance are critical to sustaining the health of the asset portfolio. The importance of these programs and related budgets to the overall success of asset management cannot be over-emphasized.

The five-year plan is the foundation for the capital planning and investment control (CPIC) process. Major capital asset investments require special management attention because they have high costs; they are inherently high risk; or they have a significant role in the administration of agency programs, finances, property, or other resources.

Annual Plan Update and Completion Reporting (Revised May 2022)

Bureaus update approved five-year plans annually to ensure the five-year outlook appropriately supports the President's priorities and budget request. This is accomplished through successive reviews and revisions throughout the annual budget formulation process.

Similarly, Bureaus will report completions for those projects over $5 million funded in the five prior fiscal years and any changes to those lists based on the following criteria:

- Work already completed,
- Unfunded emergency work that required immediate attention,
- Changes resulting from unforeseen site conditions, and
- Work that no longer needs to be accomplished.

LRF (GAOA) projects are controlled and communicated through the DOI PMO via quarterly Congressional reporting and will not be included in this annual plan update.

Investment Strategies, Project Selection and Program Funding Considerations (Revised May 2022)

It is incumbent upon Bureau Investment Review Boards (BIRB) to develop and maintain a comprehensive investment strategy, which articulates a desired state and how each of the related programs and activities assist in achieving that desired state. Each of the Bureau programs plays a unique and complementary role in implementing the investment strategy.

Bureau asset management staffs manage project selection criteria, project lists, and project justifications to ensure that each component of the plan has a distinct purpose and outcome and programs are complementary, but not interchangeable. While some overlap across programs is expected each program itself shall have a core goal in support of the investment strategy; projects funded in that program should clearly further that goal.

This guidance shifts project scoring methodology from a primary focus on asset condition and asset priority to a broader focus on Administration, Departmental, and Bureau priorities. Asset condition remains a scoring criterion, but this shift allows for Bureaus to address projects that have traditionally not competed well due to the asset prioritization process, such as accessibility, space consolidations, housing modernization, and sustainability/climate adaptation projects.

Projects listed in the first two years of the five-year plans should remain stable and have been provided sufficient planning and design funding to enable the Bureau to execute the plan. Some reprioritizing may occur, particularly when Bureaus have been impacted by natural disasters and other emergent needs but reprioritizing the entire plan each year defeats the purpose and benefits of this capital planning effort.

The five-year plans are collaborative efforts between Bureau asset management and budget teams. Bureaus should develop five-year plans based on existing and requested appropriations directed toward asset lifecycle management. Broadly, these plans are:

- **Permanent Appropriations** such as the Great America Outdoors Act Legacy Restoration Fund, the Federal Lands Recreation Enhancement Act, and the Federal Lands Transportation Program.
- **Current Appropriations** such as maintenance programs in Bureau operating accounts and construction accounts.

Program Administration and Related Activities – Bureaus should remain mindful of the percentage of the overall program budget for administration, engineering services, and overhead activities and take necessary actions to ensure these costs remain an appropriate component of the overall program.

Project Scoring – Bureaus must use the project scoring methodology provided in Appendix G of this document (DOI scoring) to guide the prioritization of projects. Alternative scoring methods must be approved by Office of Acquisition and Property Management (PAM) and the Office of Budget (POB) and must match or exceed the rigor of the DOI scoring. The DOI scoring categories are flexible, allow various, unrelated project types to compete based upon the relative positive outcomes and impacts associated with each. This flexibility can result in misalignment of priorities if not managed appropriately.

Investment Categories – In 2021, DOI defined investment categories to classify work for infrastructure investment (see Appendix E). Bureaus should be working towards defining how their various asset management programs support these various categories and are differentiated so that each has a unique, defined purpose. For example, a Bureau may indicate that the DMCI program in its operating account is primarily for addressing small (less than $X projects of any type) maintenance, LRF is primarily for addressing maintenance projects over that amount, and the construction account is used to address modernization and renewal.

Each project provided on a project list should identify which investment category the predominant portion of the work is classified under.

Sustainability and Environmental Management – DOI seeks to achieve energy and environmental management requirements identified in the Energy Policy Act of 2005, the Energy Independence and Security Act of 2007, the Energy Act of 2020, Executive Orders, the DOI Sustainability Plan, and other policy direction. Accordingly, Bureaus shall incorporate lifecycle cost-effective energy and water conservation measures, renewable energy, building sustainability criteria, and other related mitigation activities in modernizations, renewals, or other appropriate investments.

Climate Change Resiliency and Adaptation – Bureaus must comply with the requirements of 520 DM1 "Floodplain Management and Wetlands Protection" and DOI-AAAP-0026, "Addressing Natural Hazards Risks for Real Property Assets." Bureaus must consider adaptation to climate change, natural hazard risks and resilience in plan decisions. Examples include determining whether newly built, renovated, or leased facilities and occupants are at significant risk of current or future natural hazards; whether critical systems are located to minimize risk of flooding or damage; and whether facilities have back-up power systems and reliable access to necessary fuels. Additionally, DOI-AAAP-0026 requires Bureaus to assess vulnerability to natural hazards, including impacts on museum collections and other cultural resources. As such, Bureaus should validate that the scope of projects included in the five-year plan appropriately address impacts identified through these vulnerability assessments and that investment decisions consider risks associated with anticipated natural hazards.

Health and Safety – Projects involving health and safety components of work should be coordinated with the Bureaus' safety managers, and management discretion must be used to ensure health and safety issues are addressed in accordance with the DOI Risk Assessment System, outlined in 485 DM 6.[1] Physical security requirements are addressed in 444 DM 2, "Physical Protection, and Building Security."

Capital improvement projects that do not address health and safety or resource protection (e.g., obsolescence) should be reviewed carefully before funding is requested, and any such project requesting funds must demonstrate critical support of a high priority mission need. Projects that are mitigating a Risk Assessment Code (RAC) 1, 2 or 3 should not be included in the five-year plans, as these require mitigation under a more aggressive timeline, unless the project is intended to provide a permanent remediation to a RAC, 1, 2, or 3 project that has been previously mitigated.

Accessibility – Facilities that do not comply with accessibility standards could present health and safety dangers to visitors and employees with disabilities and increase liability for DOI. All Bureaus are subject to the requirements of Section 504 of the Rehabilitation Act and the Architectural Barriers Act. The regulations related to both Acts require that DOI facilities be readily usable to individuals with disabilities by meeting or exceeding accessibility code compliance established by the Architectural Barriers Act Accessibility Standards (ABAAS) and the U.S. Access Board.

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[1] Bureaus are directed to evaluate all health and safety issues in accordance with the Department of the Interior, Risk Assessment System (RAS) and mitigate the hazard or deficiency in the associated timeline according to the Risk Assessment Code (RAC). Departmental Manual 485 Chapter 6 explains the RAS and defines project completion timelines according to the RAC. Since funding requests for projects are developed at least 2 years in advance of appropriations, Bureaus should ensure that interim control measures (ICM) are in place to mitigate risks until funding for permanent repairs is available. Managers must exercise judgment in determining the most effective use of resources when health and safety concerns are at issue.

Disposals – Bureaus must direct no less than three percent of line item construction budgets each year toward disposals and space consolidation activities and identify these projects in Bureau submissions.

Formulating the Five-Year Plans for a Program of Work (Revised May 2022)

The five-year plans are critical to support budget requests and Bureaus must submit the plans and supporting documents indicated in Appendix J – Schedule of Deliverables. The budget formulation technical guidance issued by POB for each stage of the budget formulation process has more information on due dates and submission procedures.

Funding Targets – Bureaus must submit a five-year plan at the highest funding scenario for the program presented as part of the DOI submission or OMB submission and must submit five-year plans for the President's budget that match the funding level for the President's budget.

Phased Projects – While Bureaus may phase projects over multiple fiscal years when appropriate, each phase must be complete and useable for its intended purpose. Bureaus must follow OMB Circular A-11 Capital Programming Guide during project development and execution. OMB Circular A-11 provides the following direction on full funding of projects:

> *Agencies should request budget authority sufficient to complete a useful segment of a capital project (or the entire capital project if it is not divisible into useful segments). Full funding must be appropriated before any obligations for the useful segment (or project) may be incurred.*

For phased projects (i.e., implemented over two or more years), Bureaus must:

- Discuss the scope of each phase and display costs of prior year, budget year, and future phases on the individual PDS in the project description
- Revise the individual PDS for a budget year project to describe the work to be completed in that phase

Capital Planning and Investment Control (CPIC) – Development and maintenance of the five-year plan helps Bureaus identify major capital asset projects early in the project planning process and enable application of the appropriate CPIC elements. While a PDS is required for certain proposed projects, including major capital asset projects, the CPIC process elements are only required for major capital projects as defined in DOI's Capital Planning and Investment Control for Construction and Leased Space guidance. Generally, investments between $5 million and $20 million in total costs require a business case that is reviewed, selected, and managed through the Bureau-level CPIC program, and investments greater than $20 million require Departmental review.

Appendix A – Condition Assessment and Inventory of Constructed Assets (Revised May 2022)

DOI requires the performance of condition assessments on all constructed assets. These condition assessments may be rapid visual assessments with modeled estimates for investment requirements or comprehensive assessments with unit price estimates. Certain asset types, such as public bridges, require more frequent assessments due to statutory requirements protecting public safety. Bureaus should follow the statutory requirements for these assets.

All constructed assets in submitted projects must have a Facility Condition Index (FCI) indicating the overall condition of the asset and an Asset Priority Index (API), which indicates the importance of that asset to the organization's mission. For projects that incorporate multiple assets, Bureaus should calculate the API using a weighted average proportional to estimated work order costs for each of the assets. For project scoring, Bureaus must calculate a single FCI using deferred maintenance and current replacement values for all assets included in the project.

The validity of the five-year plan depends upon complete and accurate real property information. To assure critical needs are addressed, Bureaus must have a complete inventory of constructed assets, and document the comprehensive lifecycle management requirements associated with constructed assets in alignment with the investment categories and work classifications defined in Appendix E.

Appendix B – Project Planning and Completion Goals (Revised May 2022)

DOI's objective is to complete all projects in a timely and efficient manner to utilize available resources to the greatest possible benefit. Bureaus should develop budget requests and project schedules to meet the project completion goals below. These goals do not prescribe or except specific procurement methods (e.g. design-bid-build or design-build) but demonstrate appropriate timelines for projects of certain costs:

Estimated Project Cost	Project Completion Goal – Schedule and Request Funding to:
$10 million or greater (or highly complex projects)	Program one year for site surveys, historic preservation review, project planning, one year for design, NEPA, and permitting, and up to five years for construction
$2 million to $10 million	Program up to one year for planning, site surveys, historic preservation review, one year for design, NEPA, and permitting, and two years for construction.
Under $2 million	Program one year for planning, site surveys, historic preservation review, NEPA, design and permitting and one year for construction.

In general, Bureaus should make funds available for site surveys, historic preservation, NEPA, permitting, planning and design work one or two fiscal years prior to requesting full project funding to implement modernization and renewal activities. In most cases, this requires dividing project requests so that planning and design is requested in one or more budget requests and construction funds are requested in subsequent budget requests, including construction inspection and project administration. This allows for a full definition of project scope and cost, which will minimize the project scope, cost, and schedule variances and ensure funds are employed efficiently. It will also enable Bureaus to meet the minimum estimate class requirements for individual projects contained in this section.

Departmental policy found at 369 DM 1, "Value Engineering" directs Bureaus to complete value analyses (VA) on projects estimated at $1.0 million or more. Further implementation guidance is provided through DOI-AAAP-0004, "Implementing OMB Circular A-131, Value Engineering."

Appendix C – Cost Estimate: Definitions and Minimally Acceptable Class (Revised May 2022)

Projects in the first year of the five-year plan should achieve the minimally acceptable cost estimate class in the table below prior to requesting funds to construct the project. This will result in more thorough project planning and design and will limit cost and schedule variance. Performance in this area is targeted for improvement to ensure that the greatest possible benefit is realized within available funds. Redirecting funds to address additional costs imposed by poor estimating processes is inefficient and does not support DOI's mission or Congressional intent. Class D cost estimating may not be used for projects within the first year of the funding request.

Estimated Project Cost	Minimum Estimate Class When Requesting Construction Funding
$2 million or more	Class B[2]
Less than $2 million	Class C

Bureaus should make funding available to complete project planning and design to achieve the estimate classes above prior to requesting project funds. Project development schedules must include time to receive planning and design funds and achieve the specified estimate prior to requesting project funding. Bureaus should plan to achieve the more rigorous estimate class for more complicated or unusual projects to minimize the risk of overruns after the budget request is final.

Cost estimate classes are defined as:

> **Class A** – Working Drawings and Specifications Complete: This estimate is based on complete quantity take-off from completed construction drawings and on specifications ready for a competitive bid. It reflects the best available estimate of construction costs based on a competitive bid situation.

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[2] Exceptions to this include contract vehicles such as design-build or others where construction documents are not fully prepared prior to soliciting proposals. Additionally, these classes may not be appropriate for emergency and disaster response projects given the necessary speed required.

Class B – 40-60% Design Complete: This estimate is based on the development of the selected alternative and tentative bid schedule items, either lump sum or unit price. It often uses quantities based on design drawings. This is the generally the time in the planning and design process where a project construction cost estimate is accurate enough to support a budget request. Projects with estimated cost of $2 million or greater must have at least a Class B estimate completed prior to requesting funding in the President's budget. Exceptions to this include contract vehicles such as design-build or others where construction documents are not fully prepared prior to soliciting proposals.

Class C – Planning Complete: This estimate is a conceptual cost estimate based on square footage or other unit cost of similar construction. The project identification/feasibility process should result in a description of facility goals, objectives, needs, and the information required to evaluate the feasibility of the project and to provide a preliminary project cost range and initial project schedule. This description is generally used to request future planning and engineering design funds. The estimate is considered within -15 to +25 percent of project cost. At the end of project planning, the project should be developed in sufficient detail to demonstrate that the design will fulfill the functional and technical requirements of the project. Projects with estimated cost of $500,000 up to $2 million must have at least a Class C estimate completed prior to requesting funding in the President's budget.

Class D – Pre-Planning: This estimate is based on a tentative project design, with project size and complexity that is still experiencing significant development. This class of estimate should only be used for projects with estimated costs of $500,000 or less that are constrained such that insufficient time is available to achieve more precise estimates.

Appendix D – Requirements for Specific Types of Projects (Revised May 2022)

Government Furnished Housing (GFH)

The space and housing management program directives and guidance identify specific requirements governing the construction or replacement of GFH for employees, contractors, and volunteers. Before a housing project is placed in the first year of the five-year plan that proposes construction of new or replacement of existing GFH, Bureaus must develop a Housing Requirements Analysis and have an approved Justification for New or Replacement Quarters (Form DI 1871 or similar), which is submitted with the project, as required in the DOI Housing Management Handbook.

Dam Safety

For dam safety projects, the Bureaus with dam safety responsibilities are moving toward risk-based management to prioritize major projects. The purpose of a risk-based approach will:

1) Identify potential failure modes that warrant action to reduce the associated risk;
2) Provide a systematic method of ranking potential failure events considering both likelihood and consequences of failure (risk); and
3) Mitigate risks in the order of their relative magnitude.

Bureaus are to cite the DOI dam safety rank and hazard classification when a dam is included in the five-year plans. Similarly, the Bureau of Reclamation should continue progress on the DOI dam safety priority list.

Transportation Projects

For transportation projects, the Bureaus with transportation-related assets are moving toward a performance-based management approach for prioritization of projects. A performance-based approach will drive efficient program funding decisions by emphasizing the maintenance of assets in acceptable condition (lower relative cost) over reconstruction of assets in failed condition (extremely high relative cost).[3] This allows the Bureaus to use the limited funding available to reduce the frequency of asset deterioration—while still improving a few key assets in poor or failed condition—to slowly increase the overall condition of the entire transportation network over time.

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[3] "Maintenance" includes all recurring, preventive, deferred, and unplanned maintenance. It does not include operational maintenance, e.g. custodial services, landscaping, mowing, debris/storm cleanup.

Bureaus that have successfully transitioned to a performance-based management model for transportation assets are not required to use the DOI scoring methodology presented in Appendix G.

Appendix E – Investment Categories (Revised May 2022)

Investment Category	Work Classification	Definition
Maintenance	Maintenance	Routine and preventive activities performed on capital assets such as buildings, roads, and fixed equipment, or unplanned repairs, to help achieve the asset's originally anticipated life. This includes all maintenance – recurring, preventive, deferred, and unplanned. It does not include operational activities such as custodial services, landscaping, debris removal, and storm cleanup.
Modernization and Renewal	Recapitalization	Replacement of critical component/system that extends the useful life of a capital asset, and major renovations without a significant change in function or capacity.
Modernization and Renewal	Alteration	Expansion, extension, or update of an existing asset to accommodate new technology or a change of function or unmet programmatic needs.
Modernization and Renewal	Replacement	The substitution or exchange of one existing asset for another having the capacity to perform the same function.
Modernization and Renewal	New Construction	Construction or assembly of a new asset.
Divestiture	Divestiture	Demolition, dismantling and removal, title transfer, or surplus of a deteriorated or otherwise unneeded asset, including associated site remediation.

Appendix F – Components of a Five-Year Plan (Revised May 2022)

Each Bureau's five-year plan(s) submission consists of these components:

- Bureau-issued guidance implementing the DOI Scoring Methodology
- Bureau Lifecycle Investment Requirements Exhibit – a single exhibit for the Bureau
- Summary Project Data Sheet (Summary PDS)
- Individual Project Data Sheets (Individual PDS) for each project listed on the summary PDS[4]
- Project Status Report (Status Reports)

The **Bureau-issued Guidance** consists of all guidance provided by the Bureau to programs, offices, centers, and units to formulate the five-year plan(s).

The Bureau Lifecycle Investment Requirements Exhibit presents the result of the Bureau Asset Management Program's analysis of the requirements to address asset lifecycle management, including restoring assets to desired condition and maintaining assets in a desired condition, as well as addressing modernization and renewal requirements for mission delivery, and divestiture. The estimates provided should represent comprehensive lifecycle requirements irrespective of budgetary limitations. The goal of this exhibit, which will not be included in Greenbook submissions, is to illustrate the total annualized needs/requirements of the Bureau in managing constructed assets. Bureaus should provide the information at the most detailed category/classification available at the submission points described in

[4] Only projects included in the first year of the Construction Plans are required to be provided as referenced in Appendix J – Schedule of Deliverables (Revised May 2022), but Bureaus should be prepared to present out-year PDS if required.

Appendix J – Schedule of Deliverables (Revised May 2022). The Department recognizes this is a new requirement and anticipates this will be an iterative process focused on continual improvement of the information (see separate file: *Attachment 1 - Lifecycle Investment Requirements Exhibit*).

The **Summary PDS** must present each year separately, with projects listed in priority order on a Microsoft Excel Spreadsheet in the required format (see separate file: *Attachment 2 - Summary PDS Template*).

The **Individual PDS** must present each project line on the five-year plan separately and must be submitted in Microsoft Word using the required format (see *Attachment 3 - Individual PDS Template*). Typically, only Individual PDS from the first year of a construction plan are provided outside of a Bureau, but each project on a five-year plan should have a PDS associated with it.

Status Reports update and report on the progress of the enacted portions of prior five-year plans to PAM and POB. Bureaus must report project completions to PAM and POB for projects over $5 million funded in the previous four years and the current year (e.g., in fiscal year 2022, report on 2017 through FY 2021) and any changes, including:

- Work already completed
- Unfunded emergency work that required immediate attention
- Changes resulting from unforeseen site conditions
- Work that no longer needs to be accomplished

Status Reports must present a project line covering all funding for the program in previous appropriations bills, including reprogrammed funds (see *Attachment 3 – Status Report Template*). Bureaus have primary responsibility to monitor projects below $5 million.

Formatting Requirements – Bureaus must use consistent presentation in their five-year plans. Each plan must:

- Present the DOI region/area/district consistently across its plans and the line items within those plans (i.e., all PDS and summary PDS must consistently append, the organization level such as "field office," "region," or "district," but not use abbreviations such as "FO," Distr.," or "Reg."; Bureaus may choose not to append the descriptive organizational level (e.g., "Field Office" if they apply this consistently).
- Use the proper two-letter state abbreviation and a two-digit Congressional District identifier (e.g., CO-01, CA-14 and "AL" for at-large districts, such as AK-AL).
- Spell out all acronyms the first time they appear in an individual PDS and the first time they appear in each year's project list in the summary PDS, and consistently use that acronym thereafter.
- Be free of spelling, grammatical and computational errors.
- Be consistent in use of punctuation.
- Identify the phase of multiphase projects in the project's title on the summary PDS.

Appendix G – DOI Scoring Methodology (Revised May 2022)

Bureaus must use the project scoring methodology in this document to prioritize projects. DOI will consider alternative scoring methods; however, these methods must improve upon the rigor of the DOI methodology while still meeting the strategic emphasis of the listed element. Bureaus must receive approval from DOI to use alternative methods and provide a crosswalk that illustrates how the proposed method aligns with the DOI standard.

Bureaus should strengthen internal guidance for implementation and emphasize reviews of project submittals to ensure projects accurately portray and adequately support the priorities and scores identified. Furthermore, Bureaus should review the overarching themes developed and focus areas created, whether intentional or not, through the five-year plan and validate these align with those defined by Bureau leadership. For example, if a Bureau's five-year plan allocates an inordinate amount of funds towards a certain asset type or activity, the perceived emphasis may not align with Bureau goals and objectives.

Replacement of existing facilities must include the disposal of the original asset in the scope and budget of the project.

The total project score consists of summing the weighted scores of four elements:

Scope of Benefits (SB);

Asset Priority Index versus Facility Condition Index (API/FCI);

Investment Strategy (IS); and

Consequences of Failure to Act (CFA).

Where:

Total Project Score	=	**(0.4 * SB) + (0.2 * API/FCI) + (0.2 * IS) + (0.2 * CFA)**

Bureaus are required to use the DOI element weights and the criteria scores within each element unless the Bureau has a DOI-approved corporate data structure and scoring model. Bureaus that have successfully transitioned to a performance-based management model for transportation assets are not required to use the DOI scoring methodology.

Scope of Benefits (SB) emphasizes projects clearly aligned with Administration, DOI, Bureau, office and program missions, initiatives, and strategic goals. This element measures the degree to which the project (not the asset) contributes to mission and strategic goals. Projects may incorporate modernization and renewal activities that are driven by factors other than condition (e.g., renewable energy installation, housing modernization, or electric vehicle charging infrastructure). Bureaus should provide a narrative that clearly describes how the investment supports established goals and objectives of the Department and the Bureau in the PDS. Bureaus are to develop specific scoring guidance for regions and field offices. The element's weight in the overall DOI score is 40 percent and scored with the following criteria:

Scope of Benefit	Raw Score	Weighted Value in Total Project
The project demonstrates a major and measurable contribution to established goals and objectives of the Department and the Bureau.	100	40
The project demonstrates a moderate contribution to established goals and objectives of the Department and the Bureau.	50	20
The project contribution to established goals and objectives of the Department and Bureau is minimal or not demonstrated.	0	0

Asset Priority Index versus Facility Condition Index (API/FCI) emphasizes projects that involve mission critical assets in unacceptable condition with less emphasis on non-mission critical assets. The element measures the relative priority of the project based on the combination of the assets' importance to the mission (API) and the amount of needed repair/deferred maintenance relative to replacement value (FCI). The element's weight in the overall DOI score is 20 percent and scored with the following criteria:

API and FCI	Raw Score	Weighted Value in Total Project
API>80; FCI≥0.15*	100	20
API>80; FCI<0.15*	75	15
API 50-80; FCI≥0.15*	40	8
API 50-80; FCI<0.15*	30	6
API <50; FCI<0.15*	5	1
API<50; FCI≥0.15*	0	0

**BIA to use 0.10 for school assets*

Investment Strategy (IS) emphasizes projects that can clearly define a positive return on investment, leverage outside interests, or reduce operations and maintenance costs. This element is structured to deemphasize projects that increase DOI operations and maintenance costs. The element measures the project's strategic business investment by decreasing operations and maintenance requirements (including demolition/disposal), economizing current mission processes, or is supported by significant partner contributions which reduce the Federal cost. Bureaus are to develop specific scoring guidance for regions and field offices. The element's weight in the overall DOI score is 20 percent and scored with the following criteria:

Investment Strategy	Raw Score	Weighted Value in Total Project
The project demonstrates a major and measurable net savings for the Government, strongly supports financial sustainability efforts, or leverages significant non-DOI resources.	100	20
The project demonstrates a minor reduction in operation and maintenance costs or a moderate leveraging of non-DOI resources.	50	10

The project does not reduce operation and maintenance and does not have any matching contributions.	0	0
The project demonstrates a significant increase in operation and maintenance costs for the organization.	-25	-5

Consequences of Failure to Act (CFA) emphasizes projects with unacceptable risk if the project is not being completed. This includes projects that resolve risks to public or employee health and safety as well as natural or cultural resource damage for the long-term (versus immediate remediation to reduce life/safety risk and loss of property which is not appropriate for a five-year plan project). Bureaus are to develop specific scoring guidance for regions and field offices. The element's weight in the overall DOI score is 20 percent and scored with the following criteria:

Consequence of Failure to Act (CFA)	Raw Score	Weighted Value in Total Project
Failure to complete this project would have major direct impacts on public or employee health and safety.	100	20
Failure to complete this project would have major direct impacts on natural or cultural resources.	50	10
Failure to complete this project would not have major direct impact on health and safety or natural/cultural resources.	0	0

Appendix H – Sustainability Requirements (Revised May 2022)

Building projects, regardless of type, must follow all applicable energy and high-performance sustainable building requirements within the scope of the project.

All new construction and modernization projects for Bureau buildings 10,000 gross square feet (GSF) or greater shall comply with all of the applicable 2020 Guiding Principles for Sustainable Federal Buildings (2016 GPs), or utilize an approved third-party building certification system[5]. New construction and modernization projects 10,000 GSF or greater must be benchmarked to meet the 2020 GPs, and all buildings are encouraged to be benchmarked to accurately understand portfolio performance.

Executive Order 14030 requires agencies to minimize the risk of climate change and take into account the social cost of greenhouse gas emissions in major procurement decisions, including construction and modernization projects.

Executive Order 14057 requires all new construction and modernization projects greater than 25,000 GSF entering the design phase in FY 2022 and beyond to be designed to be net-zero emissions by 2030, and where feasible, net-zero water and waste buildings. Bureaus must consider building electrification and replacement of fossil-fuel consuming equipment with technologies that use carbon pollution-free energy in capital planning and retrofit projects. Bureaus must also conduct climate adaptation analysis and planning to make climate-informed financial and management decisions, including developing or enhancing tools that assess climate change impacts and support climate adaptation planning and implementation.

The Energy Act of 2020 requires that Energy Managers at Covered Facilities implement ECMs within two years of identification through required site evaluations, when cost effective. The Energy Act of 2020 also requires the installation of building level meters for all utilities – electricity, natural gas, steam, and/or water – at all new buildings and facilities identified in the Bureau's metering implementation plan.

Bureaus are encouraged to investigate the use of energy savings performance contracts (ESPC), utility energy service contracts (UESC)[6], and available energy incentive programs when energy and water

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[5] https://energy.gov/eere/femp/guiding-principles-sustainable-federal-buildings

[6] http://energy.gov/eere/femp/federal-energy-and-water-efficiency-project-financing

conservation measures are planned, to leverage use of available funding[7]. The Energy Act of 2020 mandates that 50 percent of all ECM projects be executed through performance contracting activities, such as ESPCs or UESCs.

For any development or redevelopment project involving a Federal facility with a footprint that exceeds 5,000 GSF, Bureaus must use site planning, design construction, and maintenance strategies for the property to maintain or restore, to the maximum extent technically feasible, the predevelopment hydrology of the property with regard to the temperature, rate, volume, and duration of flow.

[7] http://energy.gov/eere/femp/energy-incentive-programs

Appendix I – Asset Design Standards (Revised May 2022)

In order to maximize the value of available budgets and appropriations, the Department of the Interior is encouraging Bureaus to develop standard or prototypical designs or design standards for classes of assets (e.g., visitor centers, recreation facilities, schools, administrative buildings, and housing) that can be implemented across multiple sites with minimal design changes. Bureaus are also encouraged to continue utilizing streamlined acquisition methods that expedite the design/construction timelines and frequently result in cost savings. Such approaches result in the best value to the government.

When proposing new or replacement facilities in a deferred maintenance/capital improvement or construction project list, Bureaus must determine where use of these standard designs for a class of asset can be successfully employed to meet the mission needs of the asset. This determination may best align as with the conceptual value engineering study.

Appendix J – Schedule of Deliverables (Revised May 2022)[8]

Bureau and Five-Year Plan	Bureau Request to DOI	DOI Request to OMB	End of FY Status Reporting	President's Budget (Greenbook)	Pres Bud Supplemental Materials
Typical Due Date to POB and PAM for Review (in Fiscal Year)	**Late 3rd Qtr**	**Mid 4th Qtr**	**Nov 1**	**Early 2nd Qtr**	**Early 2nd Qtr**
Bureau of Indian Affairs					
Bureau-Issued Guidance	Yes	No	No	No	No
Lifecycle Investment Requirement Exhibit	Yes	Yes	No	No	Yes
PS& J Construction – Facilities Replacement/New Construction; Employee Housing; Facilities Improvement and Repair	Summary PDS	Summary PDS	Yes	Summary PDS; Individual PDS[9]	No
Resource Management – Irrigation Project Construction and Dam Projects	Summary PDS	Summary PDS	Yes	Summary PDS; Individual PDS	No

[8] Legacy Restoration Fund (LRF) submission schedule is developed by by the LRF Project Management Office and is not included on this table.

[9] Submit individual PDS for projects over $1 million.

Other Construction – Facilities & Quarters Improvement & Repair	No	No	Yes	Summary PDS; Individual PDS[10]	No
Bureau of Indian Education					
Bureau-Issued Guidance	Yes	No	No	No	No
Lifecycle Investment Requirement Exhibit	Yes	Yes	No	No	Yes
Education Construction -Replacement School; Replacement Facility	Summary PDS	Summary PDS	Yes	Summary PDS; Individual PDS	No
Facilities Improvement and Repair	No	No	Yes	Summary PDS; Individual PDS[11]	No
Bureau of Land Management					
Bureau-Issued Guidance	Yes	No		No	No
Lifecycle Investment Requirement Exhibit	Yes	Yes		No	Yes
Deferred Maintenance and Capital Improvements Program	Summary PDS	Summary PDS	Yes	No	Summary PDS
FHWA-Approved Transportation Improvement Program (FLTP)	Summary PDS	No	Yes	No	No

[10] Submit individual PDS for projects over $1 million.

[11] Submit individual PDS for FI&R when projects at a campus collectively exceed $2 million (use a single PDS per campus).

Bureau of Reclamation					
Bureau-Issued Guidance	Yes	No	No	No	No
Lifecycle Investment Requirement Exhibit	Yes	Yes	No	No	Yes
Project Construction, Dam Safety Construction, and Water Rights	No	No	Yes	No	Summary PDS
Fish and Wildlife Service					
Bureau-Issued Guidance	Yes	No	No	No	No
Lifecycle Investment Requirement Exhibit	Yes	Yes	No	No	Yes
Refuges Deferred Maintenance	No	No	Yes	No	Yes
Hatcheries Deferred Maintenance	No	No	Yes	No	Yes
FHWA-Approved Transportation Improvement Program (FLTP)	Summary PDS	No	Yes	No	No
Line Item Construction	Summary PDS	Summary PDS	Yes	Summary PDS; Individual PDS	No
National Park Service					
Bureau-Issued Guidance	Yes	No	No	No	No
Lifecycle Investment Requirement Exhibit	Yes	Yes	No	No	Yes
Repair and Rehabilitation	No	No	Yes	No	Summary PDS

FHWA-Approved Transportation Improvement Program (FLTP)	Summary PDS	No	Yes	No	No
Line Item Construction	Summary PDS	Summary PDS	Yes	Summary PDS; Individual PDS	No
Recreation Fee Program[12]	No	No	Yes	Summary PDS; Individual PDS	No
Office of Wildland Fire					
Bureau-Issued Guidance	Yes	No	No	No	No
Fire Facilities	No	No	Yes	No	Yes
U.S. Geological Survey					
Bureau-Issued Guidance	Yes	No	No	No	No
Lifecycle Investment Requirement Exhibit	Yes	Yes	No	No	Yes
Deferred Maintenance and Capital Improvements	Summary PDS	Summary PDS	Yes	None	Summary PDS

[12] NPS submits a Two-Year Plan covering the current fiscal year (CY) and the budget year (BY) in relationship to the President's Budget. The plan includes Summary PDS (OMB Submission and President's budget) and an Individual PDS for each project on the Summary PDS (President's budget) for projects exceeding $500,000 that are either real property repair/rehab, in-kind replacements, or exceed ten percent capital improvement.