PLACEMENT OF PROGRAM ITEMS

IN THE

PROGRAMMATIC BUDGET STRUCTURE

BUREAU OF RECLAMATION

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I. INTRODUCTION

Reclamation's Programmatic Budget Structure (PBS) reflects the major programmatic components of the agency and is responsive to the needs of the Government Performance and Results Act (GPRA) of 1993. The PBS and its activities cut across programs and projects. For purposes of this document, it is assumed that the activity or task has been assigned to a project or program and that the need is to determine where to place the task or activity in the PBS.

Managers and budget personnel must emphasize the importance of consistent placement of similar activities throughout Reclamation and the adherence to the Standard Processing of Costing (SPOC) to limit budget questions and potential audit issues. Questions concerning placement should be resolved with the Denver or Regional Budget Offices.

This document is for internal guidance for the formulation of project and program budgets.

II. OUTCOME BASED PROGRAMMING

The PBS is linked to GPRA goals and provides Reclamation the means to implement an outcome-oriented, program-activity based, budgeting and reporting process. The program activities listed represent Reclamation's major functions and operations and include outcome-related goals and objectives.

It is very important for all managers in Reclamation to understand and utilize the concept of outcome-based, outcome-oriented programming when placing program activities and subactivities into the budget structure to request funding. Some questions that need to be asked are:

- What is the purpose of this activity?
- What is the expected and/or desired outcome wanted from the performance of this activity or subactivity?
- Have the guidelines for the Standard Processes of Costing (SPOC) as issued on September 30, 1999, been followed?

The answers to these questions will lead to the proper placement of the program items in Reclamation's programmatic budget structure.
III. DEFINITIONS OF PBS LEVELS

The first three levels are depicted in the PBS chart following this section. The following definitions are provided as guidance to Reclamation's managers in identifying the placement of program activities, subactivities, and tasks:

LEVEL 1 - An **Appropriation** is an act of Congress that enables Reclamation to incur obligations and to make payments for specific purposes. All Reclamation appropriations are allotted to authorized projects and programs. Reclamation identifies and requests funds from Congress under different appropriations: **Water and Related Resources, Loans, CVP Restoration Fund, California Bay-Delta, Permanent, Working Capital Fund, Trust Funds, Applied Revenue Program, and Policy and Administration.** (Policy and Administration guidelines are not included in this document.)

LEVEL 2 - An **Activity** is a set of related actions or subactivities that contribute to the implementation of a Reclamation project or program.

Funds can be requested under five different Level 2 activities: **Water and Energy Management and Development; Land Management and Development; Fish and Wildlife Management and Development; Facility Operations; and Facility Maintenance and Rehabilitation.** Level 2 is a consolidation of all subactivities performed to accomplish each specific program activity. Delineation of work at levels beyond Level 2 is left to the manager’s discretion to justify the program and measure performance. (Note: Funds appropriated by Congress are divided into 2 categories: Resources Management and Development (RMD) which includes the first three activities listed; and Operation, Maintenance, and Rehabilitation (OM&R) which includes the last two activities.)

LEVEL 3 - A **Subactivity** is performed to fulfill program and project authorizations and purposes. Subactivities can be tracked using either feature codes or item codes within the budget system and cost accounts, not fund codes in the accounting system.

LEVEL 4 - A **Task** is a specific assignment or responsibility in performance of a subactivity. The number of tasks that can be identified are unlimited. Each manager identifies the number of tasks necessary to accomplish a given program subactivity.

Some tasks may have the exact same name throughout Reclamation (such as integrated pest management or recreation management) yet could be placed in different program activities, depending on the purpose and desired outcome of the task. In such cases, the project narratives for the work proposed in the Budget documents should reflect the reasons for the placement of the task in the activity.
Since the inception of FBMS, some annotations in this chart may have changed and need to be updated in the next release of this document.
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IV. PLACEMENT OF ACTIVITIES/SUBACTIVITIES

Reclamation managers will use the descriptions listed below to place activities within specific projects and programs.

This document specifically represents the **Water and Related Resources Appropriation**. The same Level 1, 2, and 3 descriptions could also apply to other Level 1 appropriations - Loans, Permanents, California Bay-Delta, CVP Restoration Fund, Working Capital Fund, Trust, and Applied Revenue Program.

The Level 4 representative tasks included in this document are not comprehensive and do not includes all examples.

(Note: The alpha-numeric designations listed below and to the left of the activity or subactivity corresponds to the fund designations on the PBS chart. The letter "A" is the most commonly used for the first digit, but other letters can be used (see Level 1 in chart).

**LEVEL 1 (Appropriation): WATER AND RELATED RESOURCES**

This appropriation provides funds for Reclamation to economically manage, develop, and protect water and related natural resources within Reclamation's area of responsibility. Appropriations are made to specific projects and programs.

**A10 LEVEL 2 (Activity): Water and Energy Management and Development**

This program activity covers all aspects of the water and energy management and development decision making processes including: water resource management; energy resources management; utilization, development and implementation of water supplies and energy resources; water conservation activities; applied sciences and technology development as related to water supplies and energy; special programs; and administration and legal compliance.

**Bureauwide Programs found in this Level 2 activity**: Drought Emergency Assistance Program, Efficiency Incentives Program, Environmental and Interagency Coordination Activities, General Planning, Native American Affairs Program, Negotiation and Administration of Water Marketing, Power Program Services, Public Access and Safety Program, Reclamation Law Administration, Science and Technology Program, Technical Assistance to States, Water Reclamation and Reuse Program - Title XVI, and Water Management and Conservation.
A10 (A1W)  LEVEL 3 (Subactivity):  Water Resources Management

This subactivity includes tasks necessary for the evaluation of management alternatives and decisions related to water resources that do not directly relate to the operation and maintenance of a specific project. Included are studies, investigations, development of water models, and evaluating, assessing and improving management which lead to improved management and enhancement of Reclamation water projects. This also includes plans, procedures, criterium and data collection for the safe and effective management of Reclamation facilities to meet contemporary needs on a long-term basis.

**LEVEL 4 (Representative Tasks):**
- Water Quality Investigations
- Water Contracting Alternative Studies
- Water Measurement & Accounting
- Weather Monitoring
- Water Resource Modeling
- Annual River Plans
- Water Allocations/Reallocations
- Reservoir and River Evaluation
- Water Use Studies
- Design and Development of Structural and Nonstructural Tools for Water Management (Control Systems, Forecasting Techniques, Remote Monitoring Systems)
- Hydrologic Studies and Investigations
- Depletion Studies
- Basin and Ecosystem Water Related Planning
- Conjunctive Use Investigations

A10 (A1E)  LEVEL 3 (Subactivity):  Energy Resources Management

This subactivity includes tasks necessary for the formulation of management alternatives and decisions related to hydropower production and development provided by Reclamation projects. Included are energy studies and investigations, development of power system models, analysis of power generation efficiencies, and evaluating, assessing and improving water management activities which lead to the improved management and enhancement of Reclamation power facilities. This also includes plans, developing procedures, criterium and data collection for the safe and effective management of Reclamation facilities to meet contemporary energy needs.

**LEVEL 4 (Representative Tasks):**
- Power Resource Planning
- Power Scheduling Automation
- Electrical Engineering Studies
- Energy Conservation Planning
A10 (A1U)  LEVEL 3 (Subactivity): Utilization/Development/Implementation

This subactivity includes tasks for the planning and development of new water delivery and conveyance projects and new or improved energy production projects. Water and energy utilization and development subactivities provide for planning, investigating, and undertaking studies for: development and construction of additional tools and infrastructure necessary for improving operations; to meet changes in water and energy needs, environmental conditions and institutional (legal, compacts, decrees) requirements; and development of new water supplies and new and/or increased power production facilities.

LEVEL 4 (Representative Tasks):
- Energy (Power) Improvement and New Development Projects
- Native American and other Rural Water Systems
- M&I Improvement and Development
- Water Quality Facility Development or Improvement
- Groundwater Recharge
- Irrigation Supply Development
- Multiple Purpose Facility Development
- Water Supplies for Small Urbanizing Areas
- Cultural Resources associated with Ongoing Development
- Environmental Mitigation associated with Ongoing Development
- Operation and Maintenance during Construction

A10 (A1C)  LEVEL 3 (Subactivity): Conservation

This subactivity includes tasks to improve the use of water to more effectively meet present and future needs and to foster improvements in efficiency of use, conservation, and management of water resources. This includes measures other than construction that will reduce the use, loss, and waste of water and improve efficiency in the use of water. This subactivity provides for evaluation, implementation, oversight, coordination and assistance to water users, other agencies, States, and Native Americans.

LEVEL 4 (Representative Tasks):
- Water Conservation Field Services Program
- Best Management Practices
- Water Education
- Water Conservation Advisory Center
- Water Use Data Base
- RRA Water Conservation Plans
- Irrigation Efficiency Improvements
- Unauthorized Use
A10 (A1S)  LEVEL 3 (Subactivity):  Applied Sciences and Technology Development

Tasks included this subactivity are directed toward developing technologies to extend the service life and the performance of the water resources infrastructure. Reclamation conducts field and laboratory studies and analytical and testing services to develop and support applications of new technologies to support Reclamation's mission. All activities funded from Reclamation’s Science and Technology Program are included in this subactivity. Separate guidelines for the S&T program are coordinated through the Denver Office.

**LEVEL 4 (Representative Tasks):**
- Hydroelectric Infrastructure Protection and Enhancement
- Watershed and River Systems Management
- Advanced Water Treatment
- Desalination and Water Purification
- Technology Advancement

A10 (A1X)  LEVEL 3 (Subactivity):  Special Programs

Tasks included in this subactivity include Reclamation’s Investigations Program which are formulated with specific planning guidelines. Activities may include preparation, revision, and issuance of technical guidelines for conducting the technical phases of resource investigations and surveys to existing projects to determine the viability for two types of improvements; (1) remedial action to modify, replace or repair features on older projects, and (2) possible operational adjustments of existing projects to increase benefits and purposes.

**LEVEL 4 (Representative Tasks):**
- Feasibility and Special Studies
- Investigation Programs (previously identified as GDP’s)
- Investigation of Existing Projects
- Technical Assistance to Tribes

A10 (A1H)  LEVEL 3 (Subactivity):  Administration and Compliance

This subactivity includes tasks related to complying with and administering laws, regulations, agreements, contracts or other institutional arrangements related to the control, allocation, use and distribution of water and energy resources. Also included are tasks associated with providing technical guidance and assistance in the development of standards, procedures, instructions, and training related to water management issues. Included are necessary legal procedures, documents, contracts and agreements to assure that the Federal investment is protected and Reclamation projects are operated in accordance with both State and Federal laws.

**LEVEL 4 (Representative Tasks):**
- Water Rights Filing Monitoring
- Indian Reserved Rights Administration
- Indian Water Rights Negotiations
Decree Compliance for Water Management Issues
Litigations Related to Water Issues
State Law Coordination and Compliance
Water Contract Activities
Water Marketing, Pricing, and Economic Studies
Prepayment Studies
Repayment Capacity
FERC Compliance and Coordination
Reclamation Reform Act Compliance (RRA)
Water Transfers
Title Transfer Activities
Area Manager Funds

A20   LEVEL 2 (Activity): Land Management and Development

Bureauwide Programs found in this Level 2 activity: Environmental Program Administration, Land Resources Management, Operation and Maintenance Program Management, Reclamation Recreation Management Act - Title XXVIII, Recreation and Fish and Wildlife Program Administration, and Soil and Moisture Conservation.

This program activity covers land management and development processes related to land resource administration, recreation management, and legal compliance performed mainly on withdrawn lands. Activities on lands around Reclamation facilities in an “operational status” are programmed under Facility Operations (A40).

A20 (A2L)   LEVEL 3 (Subactivity): Land Resources Management

This subactivity includes tasks for the formulation of management alternatives and decisions related to land resources management. This includes resource management planning, studies, evaluations, and investigations, which lead to improved resource management practices. Also included in this area are continued general liaison activities with managing entities, Native Americans, other cooperating agencies, the public, and special interest groups to ensure that Reclamation administered lands are managed consistent with resource objectives. Tasks involve development and direct management and oversight required to protect resources.

LEVEL 4 (Representative Tasks): (Not lands for Project Operation)
Cultural Resource Management Activities
Resource Management Plans
Land Use Planning and Evaluation
Land Suitability Studies
Land Acquisition/Appraisals
Land Resource Surveys
Hazardous Materials (non-operational activities)
Hazardous Waste Site Evaluation and Cleanup
A20 (A2R) LEVEL 3 (Subactivity): Recreation

This subactivity includes tasks for the oversight and support services required to facilitate proper management and utilization of lands and waters administered by Reclamation and other agencies to provide recreation. Recreation management subactivities include the review of concessionaire operations and management and development of recreation facilities.

LEVEL 4 (Representative Tasks): (Operation of Recreation Facilities is A40)
- Oversight of Managing Entity (Concessionaire)
- Facility Planning and Development
- Field Reviews and Reports
- Recreation Planning
- Recreation Workshops and Conferences
- Recreation Fee Assessments Administration
- Recreation Challenge Grants
- Catch a Special Thrill (C.A.S.T.)

A20 (A2H) LEVEL 3 (Subactivity): Administration and Compliance

This subactivity includes tasks related to complying with and administering laws, regulations, execution of agreements, contracts or other agreements for the management of land and recreation facilities and the protection of land resources. Federal Land Management Policy Act (FLPMA) compliance and Native American Graves Protection and Repatriation Act (NAGPRA) activities are also to be included.

LEVEL 4 (Representative Tasks):
- Inventory requirements
- Trespass Resolution
- Maintaining Land Records
- Maintaining Land Plat Books
- FLPMA Withdrawal Reviews
- Administrative Reports
- Law Enforcement Agreements/Contracts
- NAGPRA activities (unless primary reason for activity is
mitigation of a project under development, then it is charged to the project)

A30 LEVEL 2 (Activity): Fish and Wildlife Management and Development

This program activity covers conservation, enhancement, restoration (not mitigation of construction impacts) and management and development activities that benefit fish and wildlife.

Bureauwide Programs included in this activity are: Departmental Irrigation Drainage Program, Environmental Program Administration, National Fish and Wildlife Foundation, Recreation and Fish and Wildlife Program Administration, and Wetlands.

A30 (A3F) LEVEL 3 (Subactivity): Fish and Wildlife Resources Management

This subactivity includes tasks to plan and investigate fish and wildlife issues and implement actions including development of new facilities and new technologies for the protection of fish and wildlife and their habitats. This subactivity also includes management related to the use of facilities, lands, and instream flows for the purpose of sustaining fish and wildlife. Also covered are cooperative efforts for the protection of fish and wildlife, including the development of agreements and partnerships to cost-share in fish and wildlife projects and support conferences and workshops.

LEVEL 4 (Representative Tasks):
Refuge Water Supply
Studies, Investigations, Inventorying, and Monitoring if not associated with a project development
Fish and Wildlife Research Technology and Development (Other than Science & Technology being performed in Denver)
Public outreach and educational programs
Fish and Wildlife Inventory and Monitoring if not associated with a project development
Conferences and Workshops
Protection and Restoration of Fish and Wildlife
Facilities Development for Fish and Wildlife
Endangered Species Recovery Activities
Participation on Endangered and Threatened Species Recovery Teams if not part of a mitigation program
Development of Water Catchments and Basins if not part of a mitigation program
Title 34 Activities, Public Law 102-575 (Central Valley Project Improvement Act)
**A30 (A3H) LEVEL 3 (Subactivity): Administration and Compliance**

This subactivity includes tasks to facilitate Reclamation's compliance with Federal and State laws pertaining to fish and wildlife, such as the Endangered Species Act, Fish and Wildlife Coordination Act, and Migratory Bird Treaty Act. Other tasks include consultation with other agencies, preparation of studies and reports, and actions taken to mitigate or avoid impacts to fish and wildlife.

**LEVEL 4 (Representative Tasks):**
- Fish and Wildlife Coordination Act
- Endangered Species Act
- North American Waterfowl Management Plan
- Oversight of Fish and Wildlife Agreements

**A40 LEVEL 2 (Activity): Facility Operations**

This activity covers all resources required to operate Reclamation facilities to provide authorized project benefits for the delivery of water, power, flood control, fish and wildlife and recreation activities commensurate with established purposes and legal compliance. The principle resources provided by Reclamation facilities are:
1) hydroelectric power; 2) water supply delivery systems; 3) fish and wildlife facilities; 4) recreation facilities; and 5) flood control.

Facility Operations includes routine maintenance. Routine maintenance is recurring daily, weekly, monthly, etc. activities of such a nature that the operational availability of critical power and water control is not seriously curtailed or inhibited. Most tasks performed by Reclamation maintenance staff will fall here unless it is classified as replacements, additions or extraordinary maintenance items (RAX). Moveable property and equipment, below the capitalized equipment threshold, acquired for routine operation and maintenance are also placed here.

**Bureauwide Programs included in this activity are:** Emergency Planning and Disaster Response Program, Examination of Existing Structures, Miscellaneous Flood Control, Operation and Maintenance Program Management, and Site Security.

**A40 (A4P) LEVEL 3 (Subactivity): Power Operations**

This subactivity includes tasks to operate on-site and remote hydroelectric powerplants, and associated switchyards, transmission/distribution systems, control centers, including support equipment, studies, and technologies. Also included are oversight programs, specialized equipment and training.

**LEVEL 4 (Representative Tasks):**
- Powerplant Operations
- SCADA Systems
- Supervisory Computer Systems
Powerplant Operation Reviews
Automated Data Acquisitions Systems
Operations of Control Centers
Communications Systems
Standing Operating Procedures
Power Transmission
Power Analysis
Power Wheeling
Powerplant Site Security Administration
Project Specific REMMS (Reclamation’s Electronic Maintenance Management System)
Grounds Maintenance around power facility

A40 (A4N) LEVEL 3 (Subactivity): Water Operations

This subactivity includes tasks necessary to operate dams, reservoirs, and water conveyance systems including oversight, and includes facilities operated by others but financed by Reclamation.

LEVEL 4 (Representative Tasks):
Dam Tender Training
Operation of Reclamation Water Facilities, such as: Dams and Reservoirs, Pumping Plants, Water Conveyance Systems, Water Delivery Systems, and Treatment Plants
Emergency Management Action Plans
Early Warning Systems
Flood Control Operations
Instream Flow Operations (for other than F&WL purposes)
Standing Operating Procedures
Water Scheduling
Reservoir and River Operation Evaluation
Salinity Forecasting
Reimbursement to Local Water Users for Operations
Water Supply Forecasting and Monitoring
Hydromet Management & Data Base
Grounds Maintenance for operational facilities and features

A40 (A4J) LEVEL 3 (Subactivity): Land and Recreation Facilities

This subactivity includes tasks to operate Reclamation's land and recreation facilities, and also includes the costs associated with facilities operated by others but financed by Reclamation.

LEVEL 4 (Representative Tasks):
Recreation Facilities Operation
Field Reviews and Reporting
Sanitation Services
Law Enforcement Activities
Grounds Maintenance for Lands and Recreation Facilities

A40 (A4G)  LEVEL 3 (Subactivity): Fish and Wildlife Facilities

This subactivity includes tasks to operate Reclamation's fish and wildlife facilities, and also includes the costs associated with facilities operated by others but financed by Reclamation.

LEVEL 4 (Representative Tasks):
Fish & Wildlife Facilities Operation
Field Reviews and Reporting
O&M associated with Fish and Wildlife Mitigation Commitments
Fish Hatcheries

A50  LEVEL 2 (Activity): Facility Maintenance and Rehabilitation

This program activity covers major and non-routine maintenance, replacement and additions to existing infrastructure and structural facilities, including equipment. This covers all aspects of developing and sustaining the maintenance, safety, reliability, and serviceability of Reclamation's facilities and identifying and scheduling necessary rehabilitation work.

Major maintenance and the Dam Safety Program are included under this activity. Also included under major maintenance are those activities defined as RAX items. (Reference May 2006 “REPLACEMENTS” book)

Bureauwide Programs included in this activity are: Dam Safety Program, Examination of Existing Structures, Federal Building Seismic Safety Program, Operation and Maintenance Program Management, and Site Security.

A50 (A5M)  LEVEL 3 (Subactivity): Facility Maintenance and Rehabilitation

This subactivity includes tasks for the proper non-routine maintenance of all facilities owned or operated by Reclamation. This includes the development and administration of maintenance management techniques and programs to provide evaluation of the adequacy and cost effectiveness of maintenance practices. This also includes minor construction if done for purposes of improving the functional or maintenance abilities of a larger, more complex system. Power upratings are also included in this subactivity.

LEVEL 4 (Representative Tasks): Major nonrecurring replacement of, addition to, extraordinary maintenance of, or rehabilitation of:

Roads
Substations/Switchyards
Canals, laterals, drains
Pollution Control Devices
Recreation Facilities
Fish and Wildlife Facilities
Dams
Powerplants
Levees
Bridges
Buildings
Wells
Dredge Sediment Basins

A50 (A5T)  LEVEL 3 (Subactivity):  Reliability

This subactivity includes tasks, practices, and programs designed to improve or maintain the reliability and integrity of structures, equipment, services, and public health and safety. Included are studies to determine installed equipment service life, safety of dams and structures, protective equipment methods, effectiveness of maintenance practices, formal inspection and analysis of canals, pumping systems, and the physical modification of structures to improve and maintain facilities reliability and integrity.

LEVEL 4 (Representative Tasks):
Emergency Management Activities
Training Aids for Dam Safety Workshops
Inspections (Canals, Bridges, and Structures) (CFR/PFR)
Earthquake Evaluations
Safety Evaluation of Existing Dams (SEED)
Review of Operation and Maintenance Program (reliability)
Site Security Modifications

V.  EXAMPLES OF PLACEMENT OF PROGRAM ACTIVITIES

The following examples are provided to illustrate the placement of funding requests under program activities, subactivities, tasks, and subtasks into the program budget format.

A Reclamation manager is in the Wyoming Area Office and needs to request funding in FY XXXXX for the replacement of a power plant transformer at Alcova Powerplant. It is determined that Federal funds are needed, and the appropriate Level 1 program appropriation is Water and Related Resources (A). Upon reviewing the budget structure, the manager determines that the work proposed is a component of the Level 2 Facility Maintenance and Rehabilitation program activity (A5). After reviewing the Level 3 subactivity choices available under Facility Maintenance and rehabilitation, it is determined that the proper place to fund the work is under the Level 3 subactivity, Facility Maintenance and Rehabilitation (A5M). The manager then identifies the Level 4 task to be the need for power substation maintenance on the Kendrick Project. The Level 5 subtask is then identified to be the specific transformer replacement at the power substation at Alcova Powerplant of the
Kendrick Project. Any further delineation by levels are up to the decision of the local manager.

! A Reclamation manager is located in the Dakota Area Office and needs to request funding in FY XXXX for the development of fish and wildlife facilities as a requirement of the rehabilitation and betterment work authorized on the Belle Fourche Unit, Pick-Sloan Missouri Basin Project. It is determined that Federal funds are needed, and the appropriate Level 1 appropriation is Water and Related Resources (A). Upon reviewing the budget structure, the manager determines that the work proposed is a component of the Level 2 Fish and Wildlife Management and Development activity (A3). After reviewing the Level 3 subactivity choices available under fish and wildlife management and development, it is determined that the proper place to fund the work is under the Level 3 subactivity, Fish and Wildlife Resource Management (A3F). The manager then identifies the Level 4 task needed for the development of specific fish and wildlife facilities on the Belle Fourche Project. The Level 5 subtask is then identified as the development of two fish screens on the project's main water supply delivery canal. Any further delineations by levels are subject to the decision of the local manager.

! A manager at Phoenix Area Office needs to request funding in FY1998 for routine maintenance of the newly acquired Black River Pumping Facilities. Upon reviewing the budget structure, the manager determines that the work could be assigned to either Facility Maintenance (A5) or Facility Operations (A4). After clarifying the work with his employees, he determines that there are at least 4 components of work: day-to-day operations of a pumping plant, switchyard and control center; routine maintenance of a flood control dike, a pipeline, other structures, pumps, and motors; major overhaul and rehabilitation of a pump; and replacement of a 50-year-old transformer. He further determines that the correct Level 2 Activity for the day-to-day operations and routine maintenance tasks is Facility Operations (A4) with day-to-day operations and routine maintenance tasks assigned to the Level 3 Water Operations subactivity (A4N). The major overhaul and rehabilitation of a pump and the transformer replacement are assigned to the Level 2 Facility Maintenance Activity (A5) and the Level 3 subactivity, Facility Maintenance and Rehabilitation (A5M).

Using these examples, the local manager is responsible for identifying the Level 4 tasks for his or her program and for providing consolidated information to the regional office for the Level 3 subactivity as requested.