



United States Department of the Interior

OFFICE OF THE SECRETARY
Washington, DC 20240



SEP 19 2006

Memorandum

To: Solicitor
Inspector General
Assistant Secretaries
Heads of Bureaus and Offices

From: R. Thomas Weimer *R. Thomas Weimer*
Assistant Secretary – Policy, Management and Budget

Subject: Departmental Policy on Human Capital Accountability

The Office of the Assistant Secretary for Policy, Management and Budget is issuing a new Personnel Bulletin to all Departmental Offices, establishing guidelines on Human Capital Accountability. This new guidance provides for systematic practices and procedures across the entire Department for personnel management evaluation. The new guidance is intended to clarify program changes implemented by the Office of Personnel Management in 5 U. S. Code 305; Civil Service Rule X, as codified in 5 CFR 10.2; 5 CFR 250, and the Homeland Security Act of 2002 (P.L. 107-296). The new accountability program will also incorporate the evaluation requirements found in the delegated examining agreement between the Department and the Office of Personnel Management dated September 20, 2002.

The Personnel Bulletin, along with the attached guides, forms, and templates, offers bureaus and executive offices an important human resource flexibility to establish and maintain a highly effective human resources program. The accountability program will be administered by the Deputy Assistant Secretary for Performance, Accountability and Human Resources, Office of Human Resources with the bureaus and equivalent offices executing the evaluations. Reporting requirements will be completed by the Department from data and other information furnished by the bureaus and equivalent offices. All Department of the Interior Human Resource Offices will now use this guidance when executing their part of the evaluations. This Personnel Bulletin will be posted on the internet.

If you have any questions please contact Michael Ballew on (202) 513-0755 or via e-mail at Michael_Ballew@ios.doi.gov.

Attachment

cc:
Deputy Secretary
Chief of Staff
Bureau/Equivalent Office Human Resources Officers



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PERSONNEL BULLETIN NO. 06-10

SUBJECT: Department Policy on Human Capital Accountability

1. **Introduction:** The Department of the Interior (DOI) is committed to planning its future workforce needs, developing and using competencies of its workforce in effective and productive ways, and ensuring sound management through a rigorous Human Capital (HC) accountability system that demonstrates results, promotes continuous improvement, and ensures adherence to the merit system principles and other laws and regulations.
2. **Purpose and Scope:** This bulletin establishes DOI's policy on HC accountability and program evaluation. It supersedes previous guidance issued under Personnel Management Bulletin No. 03-12, dated July 9, 2003. It establishes the Department's policy to ensure effective HC management in support of DOI's Strategic Plan and its Strategic Human Capital Management (HCM) Plan. The DOI HC accountability system provides a systematic approach to assess Department-wide progress toward achieving the goals outlined in the HC plan and to ensure that the use of Human Resources (HR) authorities comply with the merit system principles, laws and regulations.
3. **Authorities:**
 - a. 5 U.S. Code 305;
 - b. Civil Service Rule X, as codified in 5 CFR 10.2;
 - c. 5 CFR 250;
 - d. Homeland Security Act of 2002 (P.L. 107-296) Chief Human Capital Officer (CHCO) Act; and
 - e. Delegated Examining Agreement between the United States Office of Personnel Management (OPM) and DOI dated September 20, 2000
4. **Covered Organizations and Employees:** All DOI bureaus and equivalent offices are covered by the Department's policy on HC accountability. The Assistant Secretary for Policy, Management and Budget (PMB), Office of Human Resources (OHR) will act as the executive agent for the Department and will be the liaison with OPM and other Federal agencies on the reporting of all findings and corrective actions required by this plan. PMB OHR will also certify the overall quality of the accountability plan by providing all updates and corrections as required.

5. Policy: Top Departmental management, line managers, and HR officials will ensure DOI employees are managed efficiently and effectively in support of mission accomplishment and the merit system principles. The Department's leadership will establish HC goals and objectives, determine measures for assessing results, establish budgets, identify resources for accountability system operation, and modify initiatives based on the results. The continuous process of monitoring and adjusting goals, measures, budgets and initiatives ensures a systemic approach to accountability. Top leadership support and accountability are assured through DOI's Senior Executive Service (SES) Performance Management System which links individual performance to organizational performance goals and strategic management initiatives. In this way, standards for effective, results-oriented HC management are cascaded through all levels of management.

DOI's Strategic HCM Plan, published in September 2002, links to DOI's Strategic Plan, articulates the Department's strategic direction, and identifies the major organizational HC initiatives and actions necessary to achieve DOI's performance goals. The Strategic HCM Plan identifies the actions DOI and bureaus will take to ensure the people who carry out DOI's mission have the right competencies in the right place at the right time.

The Strategic Plan and the HCM Plan were developed collaboratively by DOI and the senior leadership of the bureaus and equivalent offices. The Human Capital Accountability Plan operationalizes the Department's human capital accountability system. The HC Accountability Plan describes in significant detail the process for ensuring HC accountability at DOI.

6. Roles and Responsibilities for Accountability throughout DOI:

Responsible Official or Group	Main Functions	Human Capital Accountability Tools
Secretary and Deputy Secretary	<ul style="list-style-type: none"> • Establishes overall policies for DOI's program and operations • Chairs the Management Excellence Council (MEC), which provides leadership and direction to implement the Administration's goals and provides overall direction and oversight of the Department's management reform activities, including those related to Human Capital 	<ul style="list-style-type: none"> • Internal and Office of Management and Budget (OMB) Human Capital Scorecards • Weekly Human Capital meeting with the Chief Human Capital Officer (CHCO)

<p>Assistant Secretary – Policy, Management and Budget, Chief Human Capital Officer (CHCO)</p>	<ul style="list-style-type: none"> • Oversees, directs and executes all authorities related to human resources that are otherwise vested in the Secretary by statute • Oversees, directs and executes all authorities included in the Chief Human Capital Officers Act • Represents DOI in its relationship with OMB, OPM, and the Merit Systems Protection Board for human resources matters • Ensures that DOI Human Capital initiatives support the Secretary’s and administrations policies • Approves and signs the Annual Human Capital Accountability Report. 	<ul style="list-style-type: none"> • OMB Human Capital Scorecards • Annual Human Capital Accountability Report
<p>Deputy Assistant Secretary for Performance, Accountability and Human Resources</p>	<ul style="list-style-type: none"> • Oversees and monitors progress on internal DOI and OMB Scorecards and keeps the MEC and MIT informed on Scorecard ratings. • Ensures that DOI’s Government Performance and Results Act (GPRA) Strategic Plan incorporates DOI’s Strategic Human Capital Management Plan. • Reviews bureau and office budget requests to ensure that they include resources to implement DOI’s Strategic Human Capital Management Plan and that initiatives are consistent and coordinated DOI-wide and support the Administration’s and Secretary’s priorities • Organizes and sets the agenda with the Deputy Secretary for 	<ul style="list-style-type: none"> • Internal and OMB Human Capital Scorecards • Quarterly scorecard reviews with the assistant secretaries and the directors of the bureaus and equivalent offices • Bureau and equivalent office budget requests

	<p>the Management Excellence Council (MEC)</p> <ul style="list-style-type: none"> • Chairs DOI's Management Initiatives Team (MIT), which oversees implementation of the President's Management Agenda (PMA) government-wide initiatives and the Secretary's management improvement initiatives. The MIT also oversees cross-DOI teams responsible for each of the five areas of the PMA, Cooperative Conservation, Partnerships and Collaborative Actions Team and the Facilities and Asset Management Team. 	
<p>Deputy Chief Human Capital Officer (DCHCO)</p>	<ul style="list-style-type: none"> • Advises and assists the Secretary, Assistant Secretary and other DOI officials in carrying out the agency's responsibilities for selecting, developing, training and managing a high-quality, productive workforce in accordance with merit systems principles. • Implements the rules and regulations of the President and OPM and the laws governing the Federal Service within the agency. • Sets DOI strategic human capital development strategy. • Assesses workforce characteristics and future needs based on DOI's strategic plan and mission. • Aligns DOI's human resources policies and programs with organization mission, strategic goals and performance outcomes. 	<ul style="list-style-type: none"> • Monthly Human Capital meeting with the CHCO • Performance standards • Annual Human Capital Accountability Report • Co-chairs the Human Capital Team

	<ul style="list-style-type: none"> • Develops and advocates a culture of continuous learning to attract and retain employees with superior abilities. • Enhances DOI's capabilities to compete for a fair share of the nation's diverse workforce. • Identifies best practices and benchmarking studies. 	
Director, Office of Human Resources	<ul style="list-style-type: none"> • Develops and implements policies, procedures, standards and systems for effective utilization and management of the human resources to accomplish the overall DOI mission, with particular focus on achieving DOI's diversity goals. • Oversees development of policy, coordination and administration of the DOI Executive Resources Management Program. • Develops and conducts human resources strategic planning, tactical planning, workforce and succession planning. • Plans, coordinates and monitors major personnel policies and programs for DOI. • Develops and monitors DOI's Human Resources Accountability System and evaluates the effectiveness and efficiency of human resources management in DOI. • Assigns the Chair of the Accountability Human Resources Board. • Establishes and monitors the work of the Accountability Human Resources Board. • Ensures submission of the annual accountability report to OPM. 	<ul style="list-style-type: none"> • Internal and OMB Human Capital Scorecards • Performance standards • PMA Tracking System • Annual Human Capital Accountability Report

	<ul style="list-style-type: none"> Follow-up on all issues or problems resulting from OPM and DOI audits or when problems are discovered by other means. 	
Assistant Secretaries	<ul style="list-style-type: none"> Exercise Secretarial direction and supervision over the bureaus and equivalent offices. Oversee assigned bureau's or equivalent offices selection, development, training and management of a high-quality, productive workforce in accordance with merit systems principles. Serve as members of the MEC 	<ul style="list-style-type: none"> Internal and OMB Human Capital Scorecard Quarterly meetings to review scorecard results with CHCO Human Capital Status Report
Deputy Assistant Secretaries	<ul style="list-style-type: none"> Share responsibilities for Secretarial direction and supervision for bureaus and equivalent offices with Assistant Secretaries (see above for specific bureau and equivalent office responsibilities). Shares oversight of assigned bureau's and equivalent office's selection, development, training and management of a high-quality, productive workforce in accordance with merit systems principles. Participates as members of the MIT. May act as co-chairs for the MIT Teams and participate as members of the Co-Chairs Integration Group, ensuring that efforts are coordinated and integrated across the MIT Teams. 	<ul style="list-style-type: none"> Internal and OMB Human Capital Scorecards Quarterly meetings to review scorecard results with CHCO Human Capital Status Report
Bureau and Equivalent Office Directors	<ul style="list-style-type: none"> Responsible for ensuring that bureau's and equivalent office's have human resources needed to accomplish the mission. 	<ul style="list-style-type: none"> Internal and OMB Human Capital Scorecards Quarterly meetings to review

	<ul style="list-style-type: none"> • Oversee bureau's and equivalent office's selection, development, training and management of a high-quality, productive workforce in accordance with merit systems principles. • Responsible for ensuring that human capital needs are integrated into the bureau's or equivalent office's budget requests and GPRA operational plans. • Serve as members of the MEC. 	<p>scorecard results with CHCO</p> <ul style="list-style-type: none"> • Bureau's and equivalent office's budget requests • Bureau's and equivalent office's GPRA operational plans
Deputy Directors for the Bureaus and Equivalent Offices	<ul style="list-style-type: none"> • Share responsibility for ensuring that bureau or equivalent office has human resources needed to carry out the mission. • Oversee bureau's or equivalent office's selection, development, training and management of a high-quality, productive workforce in accordance with merit systems principles. • Shares responsibility for ensuring that human capital needs are integrated into the bureau's or equivalent office's budget requests and GPRA operational plans. • Participates as members of the MIT. May act as co-chairs for MIT Teams and participate as members of the Co-Chairs Integration Group, ensuring that efforts are coordinated and integrated across MIT Teams. 	<ul style="list-style-type: none"> • Internal and OMB Human Capital Scorecards • Quarterly meetings to review scorecard results with CHCO • Performance Standards • Bureau or equivalent office budget requests • Bureau or equivalent office GPRA operational plans
Bureau or Equivalent Office Human Resources Officer	<ul style="list-style-type: none"> • Ensure bureau's or equivalent office's selection, development, training and personnel practices are in accordance with merit systems principles. 	<ul style="list-style-type: none"> • Internal and OMB Human Capital Scorecards • Performance Standards

	<ul style="list-style-type: none"> • Designate staff member(s) to participate on the Accountability Human Resources Board. • Designate team members for the accountability reviews. • Follow-up on all issues or problems resulting from OPM and DOI audits or when problems are discovered by other means. 	
Bureau or Equivalent Office Budget Officer	<ul style="list-style-type: none"> • Ensure that bureau's or equivalent office's budget request includes resources to implement DOI's Strategic Human Capital Management Plan consistent with the Administration's and the Secretary's priorities. 	<ul style="list-style-type: none"> • Bureau or equivalent budget request • Performance Standards
Managers and Supervisors	<ul style="list-style-type: none"> • Select, develop, and train employees in accordance with merit systems principles. • Follow-up on all issues or problems resulting from OPM and DOI audits or when problems are discovered by other means. 	<ul style="list-style-type: none"> • Performance Standards
Management Excellence Council (MEC)	<ul style="list-style-type: none"> • The MEC provides leadership, direction and is accountable for implementing the Administration's goals and providing overall executive direction and oversight of DOI's management reform activities, including those related to the strategic management of human capital. • Oversees activities of the MIT. 	<ul style="list-style-type: none"> • Internal and OMB Human Capital Scorecards • PMA Tracking System

<p>Management Initiatives Team (MIT)</p>	<ul style="list-style-type: none"> • The MIT is chaired by the Deputy Assistant Secretary for Performance, Accountability and Human Resources, and is comprised of assistant secretaries, deputy assistant secretaries and bureau and equivalent office deputy directors • The MIT supports the MEC and oversees implementation of the PMA government-wide and the Secretary's management improvement initiatives, including implementation of the DOI's Strategic Human Capital Management Plan. • Provides advice on proposed actions related to Human Capital and ensures implementation of the President's and Secretary's management initiatives in an integrated manner across the bureaus and equivalent offices. • Reviews and recommends approval of provisions of the internal DOI Human Capital Scorecard. • Monitors internal and external scorecards results; and results from the reviews. 	<ul style="list-style-type: none"> • Internal and OMB Human Capital Scorecards • Quarterly updates on Strategic Human Capital Management Plan actions • Human Capital issues presented by assistant secretaries, and deputy assistant secretaries
<p>Human Capital Team (HCT)</p>	<ul style="list-style-type: none"> • The HCT is a subteam of the MIT and is composed of executive level managers of the Bureaus/Offices who are responsible for the broad range of human capital issues. Co-chairs include an MIT member, the Deputy Chief Human Capital Officer, and one Bureau/Office Associate Director. • Work to transform the Strategic Human Capital Management Plan into action. 	<ul style="list-style-type: none"> • Internal and OMB Human Capital Scorecards

	<ul style="list-style-type: none"> • Coordinates and monitors implementation of cross-DOI human capital actions. • Develops and recommends for approval the Human Capital Scorecard that measures the progress and impact of actions. • Reports progress to the MIT. • Collaborates across DOI with senior managers, human resources managers and program managers. 	
<p>Accountability Human Resources Board</p>	<ul style="list-style-type: none"> • Chaired by a staff member from the Office of the Deputy Assistant Secretary for Performance, Accountability and Human Resources, Office of Human Resources • Composed of staff members designated by each of the bureaus and equivalent offices. • Establishes DOI's Accountability audit activity requirements, as delineated by DOI, OPM. • Develops or edits all documents and plans related to HC Accountability audits, including metrics and review tools, such as surveys, questionnaires, and compliance checklists. • Establishes and monitors the annual HC Accountability audit schedule for all bureaus and equivalent offices. • Monitors the compliance of corrective actions reported by HC Accountability audit teams. 	<ul style="list-style-type: none"> • Internal and OMB Human Capital Scorecards • Performance standards • Annual Human Capital Accountability Report • Human Capital Accountability Plan

Accountability Audit Team	<ul style="list-style-type: none"> • Composed of HR staff members from respective bureaus or equivalent offices who work independently, i.e., not in the supervisory chain, from the HR operations under review. • Evaluates and reports on HR performance of bureau or equivalent offices. • Follow-up on all issues or problems resulting from OPM and DOI audits or when problems are discovered by other means. 	<ul style="list-style-type: none"> • Internal and OMB Human Capital Scorecards • Performance standards • Annual Human Capital Accountability Report • Human Capital Accountability Plan
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7. Accountability System. The Department's HC Accountability system ensures coverage across the Human Capital Assessment and Accountability Framework (HCAAF) implementation systems, such as Talent Management, Performance Culture, and Leadership and Knowledge Management. These implementation systems will be reviewed throughout the Department to ensure mission alignment, program effectiveness, process efficiency, and merit system compliance.

The desired outcomes of DOI's HC accountability system are to:

- a. Ensure that HC goals and programs are aligned with and support DOI's mission;
- b. Ensure that HC planning is guided by a data driven, results-oriented process;
- c. Ensure that managers and HR officials are held accountable for their HC decisions and actions;
- d. Document an approach that periodically analyzes HC data to assess results or progress toward goal achievement;
- e. Assess the effectiveness and efficiency of DOI's HR management function;
- f. Ensure agency HC programs and policies adhere to merit system principles and other pertinent laws and regulations;
- g. Provide for periodic evaluation of HC and HR activities throughout DOI, including independent accountability audits of HR transactions;
- h. Address issues or problems identified during accountability audits;

- i. Ensure HC results and merit system compliance are determined and reported to management and OPM; and
 - j. Use assessments to promote continuous improvement as reflected by updates to HC activities and plans.
8. **Agency Accountability Activities and Methodology:** The Department's HR management programs, practices, and procedures will be reviewed annually using two systematic methodologies, i.e., DOI's internal HC Scorecard and independent HC Accountability audits.
- a. **Internal HC Scorecard.** DOI's HC Scorecard is a dynamic document used to establish, track and report the progress of bureaus and offices towards achieving the desired outcomes in the Strategic HCM Plan and the HCAAF. These outcomes have been agreed upon by DOI stakeholders responsible for HC management.
 - 1. Semi-annually, bureaus and equivalent offices will assess themselves against DOI's internal HC Scorecard criteria and provide a proposed rating and documentation on data used to arrive at the rating to the Deputy Assistant Secretary for Performance, Accountability and Human Resources. The Department's OHR will review the proposed ratings, assess the documentation used to arrive at the ratings, and provide feedback to the bureaus and equivalent offices. Based on the feedback, bureaus, equivalent offices, and the OHR will jointly decide the final ratings. If consensus on a joint rating cannot be reached, the Deputy Assistant Secretary for Performance, Accountability and Human Resources will assign and approve the final rating based on consultations with the director of the bureau or equivalent office. If a rating is below the "green" level on the internal HC Scorecard, the bureau or equivalent office will identify the actions it will take to improve the score.
 - 2. DOI's internal HC Scorecard results will be reported to the CHCO semi-annually. The OMB HC Scorecard results will be reported quarterly. The results of both HC scorecards will be reported to the MIT.
 - 3. The Deputy Assistant Secretary for Performance, Accountability and Human Resources will use the results of the internal HC Scorecards to assess progress towards goals and work with assistant secretaries and the directors of the bureaus and equivalent offices to develop performance improvement plans where appropriate for the next rating period; determine DOI-wide trends and assess ways to address performance issues across bureaus and equivalent offices; and adjust the Strategic HCM Plan, as appropriate.
 - 4. Assistant secretaries and the directors of bureaus and equivalent offices will use the results to measure progress towards goals and measure performance for managers with responsibility for individual measures; develop Scorecard Improvement Plans where necessary; and track progress in achieving provisions

of the plans. Finally, the assistant secretaries and directors will develop appropriate plans and seek budgetary resources to support their plans.

b. **HC Accountability Audits.** DOI will conduct periodic Customer Assistance Reviews and reviews of HR programs and functions across bureaus and equivalent offices to assess support of mission accomplishment, effectiveness of HR programs, efficiency of HR processes, and programmatic and transactional compliance with statutory and regulatory requirements. Reports will be prepared following completion of each review. These reports will be provided to the respective bureau or equivalent office director and to DOI's OHR. The results of Department-wide HR programmatic reviews will be reported to the MIT.

1. **Selection of Program Emphasis Areas.** HR program and functional areas under review will be established annually by the Department in coordination with the requirements of the HCAAF, the PMA HC Scorecard deliverables, and DOI's strategic HC goals. At a minimum, coverage will be related to Results-Oriented Performance Culture, Leadership and Knowledge Management, and Talent (including Delegated Examining).

2. **Pre-Review Activities.** The audit team will collect, review, and analyze HR information from: 1) results of the Federal Human Capital Survey (FHCS) or DOI surveys of employees and managers/supervisors; 2) the Federal Personnel and Payroll System (FPPS) database; and 3) results and finding from previous audits and third party surveys.

3 **On site Activities.** The audit team will conduct Accountability Reviews in the areas of Results-Oriented Performance Culture, Leadership and Knowledge Management, and Talent, at a minimum.

a. **Records Reviews.** The audit team will conduct reviews of HR records, e.g., merit staffing files, delegated examining case files, and Employee Performance Folders to determine statutory, regulatory and procedural compliance.

b. **Group Interviews.** The audit team will conduct group interviews with management, employees, and the HR staff to gather information on the status of current HR programs. Questions will be developed to collect additional or clarifying information obtained during the data collection and analysis phase, such as survey data, FPPS data, and findings from previous audits and third party surveys. The team will also capture perceptions and best practices and information on workforce planning.

c. **In and Out Brief.** Each audit team will conduct an in-brief and out-brief at the organization under evaluation. A standard in-brief and out-brief is provided in the DOI's annual Accountability Plan. Participation is at the discretion of the audit team leader and the organization under evaluation.

9. Reporting Corrective and Improvement Actions: Following the on-site accountability review, the accountability team leader will provide a report to the respective Human Resources Officer and the Department's OHR within 30 calendar days. When there are required and/or recommended actions, the HR Officer must develop a plan and submit it to the Department's OHR within 30 calendar day from the receipt of the report. Systemic problems and/or Merit System violations which are not satisfactorily resolved within 60 days following the submission of the corrective plan may result in strong disciplinary action as prescribed by 370 DM Chapter 752, Titled: Discipline and adverse Actions, dated: March 29, 2006 and will be reported to the Director of Human Resources for the Department and the bureaus and equivalent offices for further review. The final report will include evaluation findings; required actions and a description of the steps taken to address any violations of laws, regulations, or policies; and recommendations to strengthen or improve HRM activities. The formal report will be provided to the aforementioned parties. The Department's OHR will maintain records that document what action(s) were taken to address issues that were brought up in the review.

10. Annual Accountability Report to OPM. During the first quarter of the Fiscal Year DOI will prepare a summary report of all HC Accountability activities that occurred during the review year. The report will be developed based on input from senior leadership, the HCT, DOI's internal HC Scorecard, and Accountability Review reports, and other relevant HC activities. The report will be issued Department-wide by the CHCO. The report will contain information required by OPM to include, at a minimum, metrics and results achieved in major HC activities and programs, a synopsis of findings and recommendations of accountability reviews, and results of employee surveys. The report will also contain the CHCO's HC management improvement and action plans that stem from the assessment of the year's HC activities. The CHCO will provide a copy of the annual accountability report to OPM.

11. Evaluation of the Human Capital Accountability System. On an annual basis the Accountability Human Resources Board in conjunction with the Department's OHR will review the Accountability System to enhance its impact upon HC planning, sustain promising practices, and make improvements to HC and HR Programs, procedures and operations.

12. Point-of-Contact: The Department point-of-contact on this policy is Michael Ballew, and his telephone number is (202) 513-0755, or via e-mail at Michael_Ballew@ios.doi.gov.



Marilia A. Matos
Director, Office of Human Resources