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Strategic Plan

Departmental Overview



DEPARTMENT OF THE INTERIOR



GLOSSARY OF ACRONYMS

BIA	Bureau of Indian Affairs	NRDAR	Natural Resources Damage Assessment and Restoration Program
BLM	Bureau of Land Management		
BOR	Bureau of Reclamation		
CDMG	California Desert Managers Group	NAS	National Academy of Science
CERCLA	Comprehensive Environmental Response, Compensation and Liability Act	NASA	National Aeronautics and Space Administration
		NEPA	National Environmental Policy Act
CFR	Code of Federal Regulations	NGO	Non-governmental organization
CMM	Carnegie Mellon Capability Maturity Model	NMFS	National Marine Fisheries Service
		NOAA	National Oceanic and Atmospheric Administration
DOD	Department of Defense	NPS	National Park Service
DOE	Department of Energy	NRC	National Research Council
DOI	Department of the Interior	NSF	National Science Foundation
DOT	Department of Transportation	OCS	Outer Continental Shelf
EAGLS	Electronic Account Government Ledger System	OEPC	Office of Environmental Policy and Compliance
EIA	Enterprise Information Architecture	OIA	Office of Insular Affairs
EPA	Environmental Protection Agency	OIG	Office of the Inspector General for the Department of the Interior
ESA	Endangered Species Act	OMB	Office of Management and Budget
FASAB	Federal Accounting Standards Advisory Board	OPA	Oil Pollution Act
FEMA	Federal Emergency Management Agency	OPEC	Oil Producing and Exporting Countries
FMFIA	Federal Managers Financial Integrity Act	OSM	Office of Surface Mining Reclamation and Enforcement
FWS	Fish and Wildlife Service	OST	Office of the Special Trustee for American Indians
GAO	General Accounting Office	TAAMS	Trust Asset and Accounting Management System
GPEA	Government Paperwork Elimination Act	T&E	Threatened and Endangered (Species)
GPRA	Government Performance and Results Act	TFAS	Trust Funds Accounting System
HIP	Housing Improvement Program	USAID	United States Agency for International Development
IIA	Interior Information Architecture	USDA	United States Department of Agriculture
IMC	Interior Management Council	USGS	U.S. Geological Survey
IT	Information Technology		
MMS	Minerals Management Service		
NAPA	National Academy of Public Administration		

**Department of the Interior
Departmental Overview
Strategic Plan**

FY 2000 – 2005



DEPARTMENT OF THE INTERIOR
MESSAGE FROM THE SECRETARY

I am pleased to submit to Congress this Departmental Overview Strategic Plan covering fiscal years 2000 to 2005. This Overview Strategic Plan, along with our bureau strategic plans, explains our varied missions, strategies, programs, and describes how we will measure our success.

In this second Departmental Overview Strategic Plan we have revised our ten commitments to five Departmental goals that encompass the full range of programs and accomplishments. We also have integrated our bureau missions and Departmental programs into a number of long-term objectives under Interior's five goals. This alignment brings Interior's themes into sharp focus: restoring landscapes, watersheds, and natural systems; guarding and restoring our Nation's natural and cultural landmarks; providing access to our vast public lands for sustainable economic development, recreation, and renewal of spirit; applying our best scientific information and knowledge; meeting our trust responsibilities to Tribes and Indians, and working in partnerships with governments, industry, non-profit groups, and the public.

The Departmental Overview Strategic Plan is not a static document. Interior will use this plan as a tool to continue our endeavors to show how bureau goals and achievements interrelate and how they link with our Departmental goals.

We are using this Departmental Overview Strategic Plan for reporting our strategic directions and intended accomplishments to Congress, our stakeholders, and the public. It demonstrates that the Nation's resources will continue to be managed wisely, and that we are carrying out the responsibilities with which we have been entrusted.

Bruce Babbitt

Department of the Interior
Leadership Commitment

Bruce Babbitt
Secretary of the Interior

David Hayes
Deputy Secretary

John Berry
Assistant Secretary
Policy, Management and
Budget

Sylvia Baca
Assistant Secretary
Land and Minerals Management

Mary Doyle
Acting Assistant Secretary
Water and Science

Kenneth Smith
Acting Assistant Secretary
Fish and Wildlife and Parks

Kevin Gover
Assistant Secretary
Indian Affairs

Robert Lamb
Deputy Assistant Secretary
Budget and Finance

Norma Campbell
Director
Office of Planning and
Performance Management

Table of Contents
Strategic Plan

Message from Secretary Babbitt

Leadership Commitment

Executive Summary

- I. Introduction to the Department of the Interior: Who We Are and What We Do**.....4
 - The Broad Scope of Interior’s Responsibilities4
 - Interior’s Bureaus.....4
 - Description of the Plan.....6

- II. Mission Statement**7
 - Interior’s Mission and Goals7
 - Relationship Between Long-Term Goals and Annual Performance Goals.....9
 - Linkage of Interior’s Strategic Plan Overview to the Bureau Strategic Plans10

- III. Departmental Goals**13
 - Strategic Goal 1: Protect the Environment and Preserve our Nation’s Natural and Cultural Resources13
 - Strategic Goal 2: Provide Recreation for America26
 - Strategic Goal 3: Manage Natural Resources for a Healthy Environment and a Strong Economy29
 - Strategic Goal 4: Provide Science for a Changing World35
 - Strategic Goal 5: Meet Our Responsibilities to Indian Tribes and Our Commitments to Island Communities40

- IV. Managing for Excellence and Accountability**49
 - Lead People to Succeed51
 - Provide the Services and Technology to Manage54
 - Ensure Financial and Managerial Accountability61
 - Provide Safe and High Quality Places of Work64

- V. Balanced Management**66

- VI. Program Evaluations**70

- VII. Consultations**72

Executive Summary

INTRODUCTION

The Department of the Interior is the Nation's principal conservation agency. Interior serves as steward for approximately 436 million acres of America's public lands, representing about 19 percent of the United States land surface and 66 percent of federally owned land. Interior also manages mineral development activities on 1.48 billion acres of the U.S. outer continental shelf. Combined, these lands produce over a third of the natural gas, a quarter of the oil, and nearly a third of the coal we consume each year. We assist 556 Tribes in managing 56 million acres of Indian trust land, and provide elementary and secondary education to over 50,000 Indian students. Interior provides scientific information and assessments on everything from monitoring water quantity and quality to helping local planners identify and deal with natural hazards, from earthquake monitoring to assessing environmental health and trends. Each year, Interior hosts nearly 290 million visitors to 379 parks, 36 million visitors to 530 wildlife refuges, 75 million visitors to public lands. Dams and reservoirs managed by Interior provide water to over 30 million people a year for municipal, agricultural, and industrial use, and generate enough power to make us the fifth largest electric utility in the 17 western states. Interior protects millions of cultural and historic resources, works to protect and recover imperiled plant and animal species, and helps provide green space and recreation opportunities for urban America.

This is why we say "If you are an American, you are a customer of the Department of the Interior." No matter how the Department touches people, this strategic plan is a guide to our various missions, programs, and strategies, and explains how we will measure our success.

FY 2000 - 2005 STRATEGIC PLAN GOALS

Interior's five goals are the overarching strategic goals which support the Department's core mission of protecting the Nation's natural environmental and cultural heritage and meeting responsibilities to Indian Tribes and island communities. Under the five Departmental goals, we have established long-term goals that connect to the varied programs, missions, and accomplishments of Interior's bureaus and offices. The long-term goals describe a measurable outcome, and each long-term goal has one or more general performance indicators and specific annual performance goals under it. The annual goals are drawn from bureau plans, and from crosscutting programs and projects managed at the Departmental level. The five Departmental goals and the long-term goals under them are:

1. Protect the Environment and Preserve Our Nation's Natural and Cultural Resources
 - Restore the Health of Public Lands
 - Maintain Healthy Natural Systems
 - Protect and Recover Imperiled Species
 - Protect and Restore Cultural Resources
2. Provide Recreation for America
 - Provide Quality Experiences to Visitors on Federal Lands and Facilities
 - Provide for Safe Visits to Public Lands
3. Manage Natural Resources for a Healthy Environment and a Strong Economy
 - Ensure Environmentally Sound Development
 - Manage Resources to Ensure Economic Viability and Sound Management of Mineral Receipts

4. Provide Science for a Changing World
 - Add to the Environmental and Physical Science Knowledge Base
 - Increase Hazard Knowledge and Warning
5. Meet Our Trust Responsibilities to Indian Tribes and Our Commitments to Island Communities.
 - Protect Indian Trust Assets
 - Improve the Indian Quality of Life
 - Improve Management of Island Communities

NEW DIRECTIONS AND OUTCOMES

Interior is a large Department with multiple programs administered by eight separate, distinct bureaus, each of which has its own strategic plan and annual performance plan. In implementing the Government Performance and Results Act (GPRA), we adopted a bureau-based approach that reflects Interior's management and organizational culture. The bureau plans are program-specific, rich in detail, responsive to stakeholders, helpful to managers, and satisfy the needs of particular users. However, the eight bureau plans, one Departmental office plan, and the overview, which together constitute Interior's GPRA documents, result in a voluminous, fragmented view of the Department. Feedback from Congress, GAO, and numerous other sources indicates that our GPRA plans could be more useful by having a single GPRA document for Interior, or by having an overview that provides more of a Departmental perspective.

This 2000 strategic plan, besides including long-term goals for the FY 2000 - 2005 planning period, launches a series of actions that are intended to improve our integration of GPRA measures and how we present them. The steps in this process include:

- Linking more clearly bureau and Departmental goals,
- Showing more clearly Interior-wide results through common outcomes supported by common goals in the bureaus,
- Creating a single Interior revised strategic plan in FY 2003 to more fully meet OMB guidance,
- Presenting a Departmental perspective in future annual performance plans.

As part of these changes, this 2000 strategic plan has been structured to more clearly show how the long-term goals and outcomes of Interior's bureaus relate to the Departmental goals. Also, as part of the description for many of the long-term goals, we include a sidebar illustration of possible new directions and outcomes we will be considering. These and other outcomes may become new goals for bureaus that will be aggregated and reported in Interior's annual performance plans.

MANAGING FOR EXCELLENCE AND ACCOUNTABILITY

In addition to these five strategic goals, the Department has established a number of long-term management outcomes describing how we "Manage for Excellence and Accountability," at Interior.

Long-Term Outcome	DOI Performance Indicator
Lead People to Succeed	<ul style="list-style-type: none"> • Increase in diverse workforce representation • Develop workforce planning process • New training and development programs
Provide the Services and Technology to Manage	<ul style="list-style-type: none"> • Amount of purchase card transactions • Museum objects inventoried • Implementation of information technology architecture strategy • Implementation of E-government strategy
Ensure Financial and Managerial Accountability	<ul style="list-style-type: none"> • Number of unqualified (clean) audit opinions • Resolution of material weaknesses and management risks
Provide Safe and High Quality Places of Work	<ul style="list-style-type: none"> • Facilities maintenance and capital improvements • Completion of environmental audits

BALANCED MEASURES

Interior uses a variety of performance measures and indicators to measure its success in meeting its program, management, and financial obligations. Many of these key program outcome measures have been incorporated into the Department's GPRA documents, and other measures are used for internal management. In addition to program outcomes, which are the primary focus of the GPRA documents, we are including customers, stakeholders, and employees in our performance management efforts to reach some balance between the needs and opinions of these groups and the achievement of the Department's mission. These strategies and performance measures, which constitute a balanced approach to managing Interior's programs, fall into four broad categories: Program Outcomes, Customers, Employees, and Business Management. This strategic plan overview includes a section on balanced measures describing components of managing the Department of the Interior.

Section I

Introduction to the DOI: Who We Are and What We Do

THE BROAD SCOPE OF INTERIOR'S RESPONSIBILITIES

150 Years of Stewardship

"Guardians of the Past, Stewards of the Future"

The year 1999 marked the 150th anniversary of the founding of the Department of the Interior. Since Congress created the Department in 1849, Interior's role has evolved from being a general housekeeper for the Federal government to becoming the steward for its natural and cultural resources and the administrator of its trust responsibilities to American Indians and Alaska Natives.

Interior Lands and Programs

Most of the public lands under the purview of Department of the Interior management were once part of the 1.8 billion acres of "public domain" lands acquired by the Nation between 1781 and 1867. Land now managed by Interior includes approximately 436 million acres of America's public lands, representing about 19 percent of the United States land surface and 66 percent of federally owned land. All of America's 50 states, United States-associated Pacific insular areas, the Virgin Islands, and Puerto Rico contain lands administered by the Department of the Interior.

The Department of the Interior is the Nation's principal conservation agency. It also manages mineral development activities on 1.48 billion acres of the U.S. continental shelf. Combined, these lands produce over a third of the natural gas, a quarter of the oil, and nearly a third of the coal we consume each year. We assist 556 Tribes in managing 56 million acres of Indian trust land,

and provide elementary and secondary education to over 50,000 Indian students. Interior provides scientific information and assessments on everything from monitoring water quantity and quality to helping local planners identify and deal with natural hazards, from earthquake monitoring to assessing environmental health and trends. Each year, Interior hosts nearly 290 million visitors to 379 parks, 36 million visitors to 530 wildlife refuges, 75 million visitors to public lands. Dams and reservoirs managed by Interior provide water to over 30 million people a year for municipal, agricultural, and industrial use, and generate enough power to make us the fifth largest electric utility in the 17 western states. Interior protects millions of cultural and historic resources, works to protect and recover imperiled plant and animal species, and helps provide green space and recreation opportunities for urban America.

INTERIOR'S BUREAUS

Bureau of Land Management (BLM)

Mission: To sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations.

The BLM is guided by the principles of multiple use and sustained yield in managing its public lands. The resources and uses embraced by the multiple-use concept include energy and mineral resources; natural, scenic, scientific, and historical values; outdoor recreation; range; timber; and wildlife and fish habitat.

- The BLM manages 264 million acres of the public land (1/8 of the U.S. land mass) and almost 370 million acres of subsurface mineral estate.

Minerals Management Service (MMS)

Mission: To manage the mineral resources on the Outer Continental Shelf in an environmentally sound and safe manner and to timely collect, verify, and distribute mineral revenues from Federal and Indian lands.

The MMS manages the Nation's oil, natural gas, and other mineral resources on the Outer Continental Shelf, and collects, accounts for, and disburses revenues from offshore Federal mineral leases and onshore mineral leases on Federal and Indian lands to states, tribes, and the Treasury.

- The MMS collects more than \$4 billion annually from oil and gas leasing programs.

Office of Surface Mining Reclamation and Enforcement (OSM)

Mission: To carry out the requirements of the Surface Mining Control and Reclamation Act in cooperation with states and Tribes.

The OSM ensures that surface coal mines are operated in a safe and environmentally sound manner, works to restore lands to beneficial use following mining, and mitigates the effects of past coal mining through the reclamation of abandoned mine lands.

- The OSM regulates coal mining to protect the environment by reclaiming over 10,000 acres of mined lands every year.

Bureau of Reclamation (BOR)

Mission: To manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public.

The BOR manages dams, reservoirs, and irrigation facilities to supply water for agriculture and communities in the west, and is the Nation's second largest producer of hydroelectric power and fifth largest electric utility.

- The BOR is the largest water wholesaler and supplies household, agricultural and industrial water to one-third of the population in the 17 western states.

U.S. Geological Survey (USGS)

Mission: The USGS serves the Nation by providing reliable scientific information to:

- describe and understand the earth
- minimize loss of life and property from natural disasters
- manage water, biological, energy, and mineral resources, and
- enhance and protect our quality of life.

The USGS supplies the scientific information needed to make sound natural resource management decisions and provides information on the effects and risks of natural hazards such as volcanoes and earthquakes. The USGS is also a primary source of data on the status of natural resources, the quality and quantity of the Nation's water resources, and is the Federal government's principal civilian mapping agency.

- The USGS, the largest U.S. natural science and mapping agency, develops the science and information that contributes to public and environmental health and safety.

Fish and Wildlife Service (FWS)

Mission: Working with others to conserve, protect, and enhance fish, wildlife, plants, and their habitats or the continuing benefit of the American people.

The FWS manages the National Wildlife Refuge System lands primarily to conserve and protect fish, wildlife, plants, and their habitats. The FWS administers the Endangered Species Act for all but certain marine species and consults with other agencies to help recover protected species.

- The FWS manages 530 National Wildlife Refuges and 67 National Fish Hatcheries.

National Park Service (NPS)

Mission: To preserve unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generations. The Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

The NPS manages 379 parks to conserve, preserve, protect, and interpret the Nation's natural, cultural, and recreational resources.

- The NPS hosts nearly 290 million visitors every year.

Bureau of Indian Affairs (BIA)

Mission: To fulfill its trust responsibilities and promote self-determination on behalf of Tribal Governments, American Indians, and Alaska Natives.

The BIA carries out the Federal government's trust responsibilities to American Indian and Alaskan Native Tribes. In doing so, the BIA provides a range of services comparable to most of those provided by county and local governments.

- The BIA manages a wide variety of programs for 556 American Indian and Alaska Native Tribal governments, and approximately 1.4 million Indians.

DESCRIPTION OF THE PLAN

The GPRA requires agencies to revise and submit strategic plans to Congress every three years. Interior's first strategic plan was published in 1997 and covered the period of FY 1997 to FY 2002. This is Interior's first revision to the strategic plan and covers the period of FY 2000 to FY 2005. The revised strategic plan will be transmitted to the President, the Speaker of the House, and the President pro tempore of the Senate.

Departmental Overview

Interior's Revised FY 2000 - FY 2005 Strategic Plan consists of this Departmental Overview and the strategic plans for eight bureaus and two Departmental offices. This Departmental Overview strategic plan is intended to:

- Show the strategic direction and intended accomplishments for the Department as a whole;
- Draw together key goals and outcomes department-wide related to Interior's five strategic goals;
- Provide a broad view of the Department of the Interior and some of its programs;
- Serve an audience that does not need the detail contained in the bureau and office strategic plans.

Each of the bureau and office strategic plans contain program-specific, detailed information that is most useful to staff in Congress, the OMB program examiners, the GAO analysts, and Interior's stakeholders. The strategic plans also serve an internal audience, as these strategic plans are used by bureaus and offices to provide information and direction for management and staff.

Budget Assumptions

In formulating the long-term goals in this Overview and in the individual bureau and office strategic plans, no significant funding increases have been assumed. These funding levels are used to estimate the performance targets that are shown in the long-term goal projections for FY 2005. Changes in resources that affect goal achievement will be shown in annual performance plans, and the annual performance plans will be used to periodically modify the long-term goal targets as necessary.

Section II

Mission Statement

DEPARTMENTAL MISSION AND GOALS

The mission of the Department of the Interior is to protect and provide access to our Nation's natural and cultural heritage and honor our trust responsibilities to Indian Tribes and our commitments to island communities.

DEPARTMENTAL GOALS

- Protect the Environment and Preserve Our Nation's Natural and Cultural Resources
- Provide Recreation for America
- Manage Natural Resources for a Healthy Environment and a Strong Economy
- Provide Science for a Changing World
- Meet Our Trust Responsibilities to Indian Tribes and Our Commitments to Island Communities

Changes to Departmental Goals

In our 1997 Strategic Plan, Interior had ten Departmental commitments. In our 1999 Annual Performance Plan, these ten commitments were revised to five Departmental strategic goals, as shown in the table below. The 1997 Strategic Plan Overview had goals for major, crosscutting programs in Interior, but had no goals related to the ten commitments. In this 2000 Strategic Plan Overview there are long-term goals

for each of the five Departmental strategic goals. These long-term goals are representative of bureau and Departmental program accomplishments.

Both Interior's mission statement and goals were further revised, as shown above, in Interior's 2001 Annual Performance Plan by adding "our commitments to island communities." This addition recognizes the Department's responsibilities to the United States trust territories and other insular governments with whom we have a special relationship.

How We Achieve These Goals

This mission and these strategic goals are achieved through the many programs and activities carried out by Interior's eight bureaus and several Departmental offices. Interior's bureaus have separate but often related legislated missions, programs, customers, and stakeholders. Working with the Department, our bureaus and offices establish the outcomes, long-term goals, and performance measures for their programs, and link them to the five Departmental goals. The Department offices provide leadership on GPRA and management oversight, and provide many of the administrative support services used by the bureaus to accomplish their work.

In this Strategic Plan Overview, we incorporate representative outcomes and long-term goals selected from Interior's bureaus and offices that show how we achieve the Department's five strategic goals. The Overview also presents long-term goals for special program offices and long-term goals for managing the Department. We no longer use the Overview to highlight inter-bureau initiatives, although some initiatives, such as Everglades restoration, are now included in this Strategic Plan Overview under Interior's goals.

CHANGE FROM TEN COMMITMENTS TO FIVE STRATEGIC GOALS

1997 Strategic Plan Commitments	Departmental Strategic Goals
We will restore and maintain the health of federally managed lands, waters, and renewable resources.	Protect the environment and preserve our Nation's natural and cultural resources
We will preserve our Nation's natural and cultural heritage for future generations.	
We will encourage the preservation of diverse plant and animal species and protect habitat critical to their survival.	
We will provide recreational opportunities for the public to enjoy natural and cultural resources.	Provide recreation for America
We will provide for appropriate commercial use and development of federally managed natural resources in an environmentally sound manner.	Manage natural resources for a healthy environment and a strong economy
We will apply laws and regulations fairly and effectively, placing priority on compliance and enforcement, prevention, and problem-solving.	
We will advance scientific research and monitoring to improve our understanding of the interaction of natural and human systems and to reduce the impacts of hazards caused by natural processes and human actions.	Provide science for a changing world
We will provide useful scientific information for sound resource decisionmaking.	
We will work to transfer Federal program operations to tribal governments through Indian self-determination and self-governance agreements.	Meet our trust responsibilities to Indian Tribes and our commitments to island communities
We will protect and conserve the trust resources of American Indians and Alaskan Native Tribes and work with these tribes to enhance education, economic opportunities, and the quality of life for their members.	

PRINCIPLES THAT GUIDE OUR SUCCESS

Outstanding Employees

Interior is empowering and developing our employees. At the same time, we are addressing the challenge of workforce replacement with programs to attract, train, and retain a diverse workforce committed to excellence, professionalism, and quality work. To achieve this:

- We recruit a diverse workforce,

- We use the Department of the Interior University to train the workforce that is our future,
- We improve the quality of our workplaces, and
- We measure employee satisfaction to help retain quality employees.

Excellent Service

We appreciate that we are in competition, not for the delivery of our products and services, but for the quality

of our services and the satisfaction of our customers. It is no longer acceptable just to say we intend to provide the best possible service for our customers, clients and partners. Now we measure our success through:

- Visitor satisfaction surveys for parks and public lands,
- Visitor surveys for the quality of the facilities they used, and
- Customer surveys for satisfaction with our science, our products, and our services.

Productive Partnerships

Budget realities, legislative mandates, working efficiently, and our need to be effective make it essential that we collaborate with Federal, state, local and tribal governments, and private organizations and businesses to work toward common goals. Through government-to-government programs, partnerships, and shared objectives, we are working to:

- Clean up and restore public lands and natural environments
- Protect unique natural and historic landscapes and sites, and
- Provide more open space for Americans.

Citizen Involvement

In recognition of how Interior's actions can touch the lives of so many Americans, we are striving to provide opportunities for citizens to work with us — over 150,000 people volunteer with Interior's bureaus — and to participate in our decision making processes. In addition to mandated public hearings, we rely on advisory boards, meetings with stakeholders, and other public forums to dialogue with citizens and take back the key messages from them. Increasingly, our award winning internet web sites are sources of information dissemination and public involvement.

Wise Decisions and Accountability

In addition to taking into account citizen interests, Interior's decision making will integrate scientific, social, economic, and environmental considerations. We will rely on the best quality scientific and other information available. We will identify the managers and leaders who are responsible for delivering the products and services of our programs, and hold these people accountable for their performance.

Fair Return

The enormous resources in our public lands belong to all the American people. Interior is committed to providing fair taxpayer return for the use of public land and resources. To accomplish this we:

- Work to obtain the full value the law allows and for services, land, and resource use,
- Work to improve our mineral and oil and gas royalty collections and disbursements, and
- Promote resource development coupled with sound environmental protection.

Efficient Technologies

We encourage innovation in our products and services by keeping abreast of and applying new technologies and work practices. To facilitate adoption of new technologies, we incorporate information architecture approaches that are flexible, allow systems growth, and logically fit our work needs.

Effective Management

Interior is committed to a management philosophy that fosters creativity, focuses on results, and requires accountability at all levels. Through the Department's Interior Management Council we use performance management to:

- Monitor progress in bureau and Departmental programs,
- Hold Departmental and bureau managers accountable for results, and
- Use GPRA quarterly data reports to track program accomplishments and inform bureau management.

RELATIONSHIP BETWEEN LONG-TERM GOALS AND ANNUAL PERFORMANCE GOALS

Interior has essentially a four-level hierarchy of goals that are used in strategic plans and annual performance plans. The following table describes each goal level and indicates the relationship among them. This Departmental Overview uses the strategic goal and has two or more long-term goals for each strategic goal. Each long-term goal has two or more measurable annual performance goals. The GPRA program activity level is used by the bureaus and is sometimes referred to as the mission goal. This category of goals is used to link budgets to performance.

HIERARCHY OF INTERIOR GOALS

Strategic Goal	This is the top goal level for Interior, with five Departmental strategic goals. All bureau goals correspond to one of the five strategic goals. In this Overview, all goals are organized by strategic goal.
GPRA Program Activity (Mission Goal)	This is the goal level used in bureau and office plans, sometimes referred to as the mission goal level in bureau plans. This level is not directly measurable. Interior crosswalks budget activities to the GPRA program activity level.
Long-Term Goal	The long-term goal expresses a desired result and is measured by one or more performance indicators. This is the 5-year goal level that is used in the strategic plan. Annual performance measures indicate the success in achieving the long-term goal.
Annual Goal	The annual performance goal sets the annual increment of accomplishment toward the FY 2005 long-term goal. Multiple performance measures may be used to quantify the achievement of the annual goal.

LINKAGE OF INTERIOR'S STRATEGIC PLAN OVERVIEW TO THE BUREAU STRATEGIC PLANS

Where We Are Today

The Department of the Interior's complete Revised Strategic Plan for FY 2000- FY 2005 consists of the individual Revised Strategic Plans for the eight bureaus, two program offices, and this Departmental Overview Strategic Plan. The Strategic Plan sets out the results we hope to achieve by the end of FY 2005 expressed as long-term goals. These are essentially the same long-term goals referenced in FY 2001 Departmental Overview and the bureau Annual Performance Plans.

Interior is a large Department with multiple programs administered by separate, distinct bureaus, each of which has its own strategic plan and annual performance plan. In implementing GPRA, we adopted a bureau-based approach that reflects Interior's management and organizational culture. Interior is often considered a holding company with multiple business lines represented by each bureau. Indeed, our initial 1997

Strategic Plan and initial 1999 Annual Performance Plan were both a collection of the individual bureau plans held together by a brief overview. While this is permissible under the OMB GPRA guidance (OMB Circular A-11), Interior has received comments suggesting that our documents have not presented a clear picture of what the Department of the Interior, taken as a whole, is accomplishing. The bureau plans are program-specific, rich in detail, responsive to stakeholders, helpful to managers, and satisfy the needs of particular users. However, taken together, these plans do not have consolidated goals for bureau programs that address common resources — such as the lands we manage, the services we provide, and the resources we protect — or common outcomes we achieve — such as healthy public lands, satisfied visitors, and recovered species.

Starting with the FY 2001 Annual Performance Plan, Interior crafted an Overview that incorporated representative annual goals and measures from the bureaus and the Department, all aligned with the Department's five strategic goals. The FY 2001 Annual Performance Plan

Overview established multiple long-term, outcome-oriented goals for each of the five strategic goals, and included specific annual goals from Departmental and bureau sources.

Where We Are Going

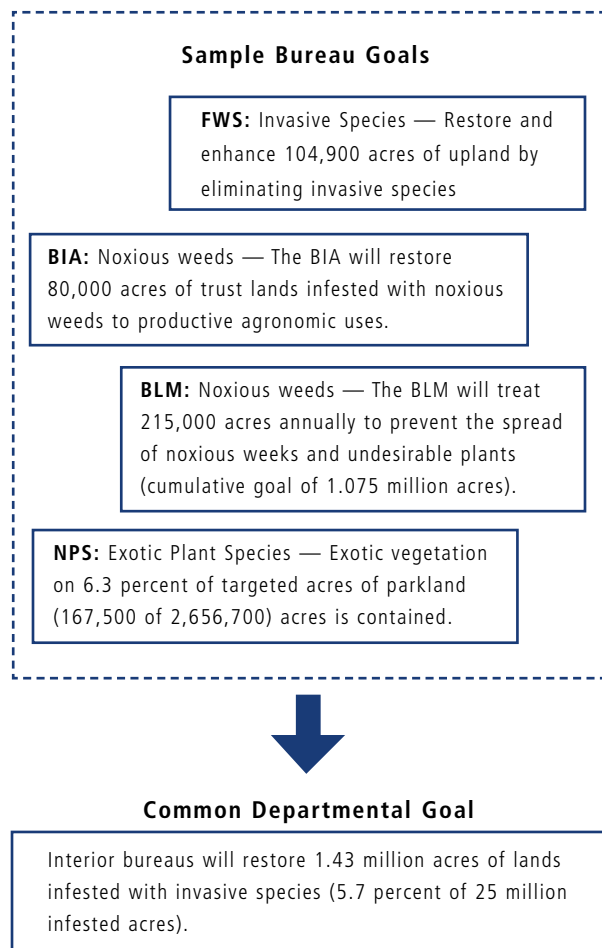
The Department is striving to depict Interior's accomplishments in a consolidated document that provides readers with a better understanding of how the Department's mission and goals are achieved. We are taking a number of steps to transform our GPRA plans that include:

- Link bureau outcomes and goals to Departmental goals.
- Present a framework to create common outcomes among the bureaus to support Interior-wide results
- Present a Departmental perspective in a single Interior Strategic Plan in FY 2003 to more fully meet OMB guidance.

The key to these changes will be having a number bureau outcomes that are measured as unified goals in Interior's plans. Using the long-term goal outcomes as the foundation of Interior's Revised Strategic Plan Overview, we are refining and may eventually replace some long-term goals and/or annual performance measures by developing, where feasible, more outcomes that are achieved through the common efforts and accomplishments of two or more bureaus and offices. Then, the contribution of each bureau/office toward common goals and measures can be aggregated to present a Departmental result in the Overview.

As an example, the Department and bureaus will develop one common goal for eradication and control of invasive plant species. These are non-native, exotic plants that have escaped and spread to natural areas and have altered habitats. At this time, there are four similar goals that are used by four different bureaus. These goals could become a single goal measured in each bureau. Using an acreage measure, each bureau could use the common goal and their portion of the target acreage as an annual plan goal. The actual acreage would be reported by each bureau and the aggregated acreage would be used in the Departmental Overview as one of the measures for achieving one of Interior's strategic goals.

Continuing this example, each bureau would bring its own special mission and purpose to the goal. The FWS works to eradicate invasive species that alter habitat on national wildlife refuges. The NPS works to eradicate invasive species because they want to restore the park landscape and provide park visitors with the natural park environment. For BLM, invasive species like cheat grass limit the value of rangelands for grazing and increase fire hazards. A major task for the South Florida Ecosystem Restoration Task Force is eliminating invasive plant species that have destroyed habitats for native animals. For the BIA, invasive plants on Trust lands reduce agricultural value and grazing potential. These are different reasons and may require different strategies for achieving essentially the same result: fewer acres of invasive species. Graphically, separate goals could be merged into a single goal:



Note: The numbers in this example are not based on actual data.

By developing common goals, the Department can create GPRA documents that:

- present a true Departmental perspective,
- are more succinct and useful to the readers,
- capture the varied missions of the Department, and
- can serve as a single document to comply with GPRA.

Most long-term goal discussions in this Revised Strategic Plan include a side-bar presentation of common goals and outcomes that Interior's bureaus share in achieving. With the participation of Departmental and bureau leadership, Interior will select the measures that are best suited to capturing the accomplishments of the bureaus toward achieving the five Departmental Goals. As these goals are formulated, they will be included in the annual performance plans of the participating bureaus and the Departmental Overview as new goals or revisions to the Strategic Plan.

A discussion of outcomes and goals that Interior bureaus share in achieving.

These common outcomes and goals are under consideration and development.

Section III

Departmental Goals

STRATEGIC GOAL 1

Protect the Environment and Preserve Our Nation's Natural and Cultural Resources

The Importance of This Goal

At the beginning of the 20th century, Theodore Roosevelt articulated a conservation ethic that is still relevant at the beginning of the 21st century. We continue today to address the essential questions regarding the natural treasures that bless America: How do we live on the landscape and what are our obligations to it? What kind of open spaces do we need, and how much? What levels of growth and what kinds of development are acceptable, and what must be preserved for future generations?

We recognize that people and their environment are interdependent, so we must ensure that the lands, waters, and other resources Interior manages remain healthy. That is the challenge of this strategic goal. Our natural and cultural resources are more than just an American heritage, they are an inheritance that we must and can protect to ensure that future generations receive that heritage in as good or better condition than they are today.

LONG-TERM OUTCOMES INTERIOR-WIDE

To meet the goal of protecting the environment and preserving our Nation's natural and cultural resources, the Department has established the following outcomes. Listed below each Departmental outcome are some of the related outcomes and goals that are achieved by Interior's bureaus. Some of the bureau goals and measures are incorporated into this Overview.

Restore the Health of Public Lands — Public lands, whether parklands, rangeland, refuges, or recreation sites need more than protection. Conservation today is more than preservation, it means repairing and healing the land where it has been damaged through prior use and development, including non-public lands affected by coal mining.

- Manage, develop and protect water resources to help meet the needs of current and future generations (BOR)
- Preserve Natural Resources (BLM)
- Repair, reclaim, and restore land and water that was degraded by past mining (OSM)
- Assist American Indians and Alaska Natives in protecting and preserving their natural resources on Trust lands (BIA)
- Restore disturbed Park lands (NPS)

Maintain Healthy Natural Systems — There is a tendency to view the environment as a collection of components, the land, water, and air, inhabited by plants, animals, and people. Even as we understand these components in habitats and ecosystems, we are looking beyond this at broader landscapes to capture the full sense of functioning natural systems. It is at this level that we seek to maintain and restore these systems.

- Understand the condition of public lands (BLM)
- Restore at risk resources and maintain functioning systems (BLM)
- Protect the environment, people, and property during current mining and subsequent reclamation (OSM)
- Preserve Park resources (NPS)
- Restore or enhance refuge lands (FWS)

Protect and Recover Imperiled Species —

Protection and recovery of threatened and endangered fish, wildlife, and plants is a worthwhile outcome in and of itself. It also is important to remember that the condition of individual species is a gauge of the overall health of our environment. The success of restoration efforts associated with this strategic goal is sometimes measured using indicator species.

- Improve fish and wildlife populations (FWS)
- Conserve land and water habitats (FWS)
- Protect and restore populations of threatened and endangered species (NPS)
- Protect and enhance fish and wildlife habitat affected by BOR projects (BOR)

Protect and Restore Cultural Resources — In addition to natural landscapes, our Nation’s treasures include historic and prehistoric properties and sites that link us to past. These resources include landscapes associated with historical events, structures such as historical homes, and sites that provide clues to prehistoric life.

- Preserve and restore cultural landscapes, archaeological sites, and historic structures (NPS)
- Preserve cultural heritage resources (BLM)
- Protect and preserve Trust lands and Trust resources (BIA)

Long-Term Goal 1.1

Restore the Health of Public Lands

The Department of the Interior is responsible for protecting about 436 million acres of public land in the United States, including uplands, riparian areas, and wetlands. Many of these lands have been subject to past mining, agricultural use, and development that have altered the land surface or left behind chemicals and wastes. Some public lands have been “loved to death,” used so frequently or intensely that the land is damaged. Often, disturbed lands have been subject to invasion by exotic plant species, the spread of which has altered or destroyed habitats on millions of acres. Wild fires and severe weather events take their toll on the lands, too. The performance indicators for this long-term goal are measuring the number of acres restored and the number of hazardous waste sites restored:

- 1.1.1 By 2005, at least 1.1 million acres of mined lands, refuges, park lands, and forests will be restored. (Specific targets will be included in DOI’s Annual Performance Plans.)
- 1.1.2 By 2005, increase the cumulative number of restoration projects to 135 and the cumulative amount of damage settlement funds within the DOI Restoration Fund to \$200 million.

These performance indicators will be the annual performance goals with an annual target, the increment of restoration toward the FY 2005 long-term goal.

For lands restored, the acreage totals are reported by four bureaus, OSM, BIA, FWS, and NPS, as part of their annual performance goals. BLM reports on a “sub-basin” basis. The FY 2005 cumulative goals for each bureau are: OSM — 50,000 acres; BIA — 480,000 acres; NPS — 22,500 acres; FWS — 600,000 acres. Each bureau addresses its unique mission, land base, programmatic needs, and strategies for restoration. The acres they restore support diverse natural systems and

missions. For example, OSM’s goal addresses abandoned mined lands and translates restored highwalls, mine pits, mine shafts, and spoil piles into an acre measure. (It should be noted that OSM reclamation involves state and private lands.) The BIA restores tribal forest lands through reforestation or pre-commercial thinning. The FWS and NPS restore their respective refuge and park lands.

The hazardous waste annual goals are part of Interior’s Natural Resource Damage Assessment and Restoration Program (NRDAR), managed by a Departmental office. The NRDAR Program is authorized by several laws, including the *Comprehensive Environmental Response, Compensation, and Liability Act* (CERCLA) of 1980, as amended, and the *Clean Water Act*, as amended by the *Oil Pollution Act* (OPA) of 1990. These laws authorize natural resource trustees, the Federal and state governments, Indian tribes, and foreign governments, to determine the level and extent of injuries to, or lost uses of, natural resources, to seek monetary or in-kind compensation from responsible parties, and to use recoveries for restoration to pre-release/spill conditions.

Perspective and Outlook

An estimated 3.5 million acres under Interior’s stewardship are in need of restoration and about 1000 sites are in need of remediation. Many sites in need of remediation are restored by the land management agency, but of these 1000 sites, about 400 sites need natural resource restoration under the NRDAR program. With the prospect of increased visitation to public lands, the pressure on public lands will increase, causing more damage at the same time that greater visitation consumes more budgetary resources. Even as more lands are being restored, the outlook is for the workload to increase because of new land acquisitions. Acquired lands bring with them the effects of prior uses.

Strategies

The strategies to achieve this long-term outcome include:

- **Assess the Health of Lands** — By conducting land health assessments, Interior bureaus identify the current land condition of public lands and determine the priority of restoration needs and the resources required. The NPS has separate land health assessment goals.
- **Working in Partnerships** — Restoration efforts often rely on or involve working in partnerships with other Federal agencies, states, Tribes, local governments, and stakeholders. The NRDAR program restores land and resources working through Interior bureaus, other Federal agencies, states, and private partners. About 80 percent of OSM's funding goes to states for abandoned mined lands reclamation.
- **Provide Education and Assistance** — Interior bureaus and offices provide training and technical assistance to states, Tribes, and other agencies who carry out or are involved in land restoration. Interior's NRDAR program is developing a Restoration Handbook to address a variety of issues and obstacles often encountered in planning and implementation of restoration actions.

- **Using Bureau Programs** — Restoration of lands and resources is an inherent part of Interior's stewardship responsibilities, and Interior bureaus such as the FWS and NPS have equipment and staff to carry out much of the restoration in refuges and parks.
- **Working with Tribes** — About 80 percent of the work on tribal lands is carried out by Tribes under PL. 93-638 contracts with the BIA.

Key Factors Affecting Goal Achievement

The factors affecting the achievement of Interior's goals for land restoration are as diverse as the lands themselves and their uses:

- Increased public use of lands and visitation of parks and wildlife refuges may hinder restoration and add to the inventory of lands needing restoration;
- A percentage of newly acquired lands will need restoration;
- Limited control over accomplishments that rely on the results achieved by partners such as states, Tribes, and non-government organizations (NGOs);
- Activities carried out on private lands adjacent to or on holdings within public lands, over which there is no direct control, may adversely affect restoration

Interior is considering common outcomes and measures that may be shared by two or more bureaus.

Understand the Health of Public Lands

Interior's land management agencies, BLM, BOR, FWS, NPS all assess the health of parks, refuges, recreation areas, and public lands. They often work with OSM and USGS for restoration and technical assistance. Even though the lands and missions of the bureaus are different, they share a common need to inventory and assess the health of land resources, and can use common strategies and resources.

Eliminate Invasive and Exotic Plant Species from Public Lands

Invasive plant species, from melalucca and Brazilian pepper in the Everglades, to cheat grass in western rangelands, have altered natural habitats and affected animal species native to those habitats. Land management bureaus and partnering bureaus and agencies have a common objective to control or eradicate invasive species and can develop common goal measures and strategies.

Restore Lands by Land Types — Wetlands, Riparian Habitats, Forested Lands

Many of the restoration efforts of Interior's land management bureaus are specific to certain lands and habitat types. By focusing on a habitat type, land management bureaus addressing a common resource can apply similar strategies to obtain a common goal.

efforts and success; severe weather events such as droughts, flooding, and windstorms, and natural events like earthquakes and landslides can damage lands and impede or setback restoration;

- Extended negotiations and litigation to secure monetary or in-kind compensation from responsible parties for restoration of injured lands and resources may limit the resources available for restoration;
- Fiscal competition for unbudgeted needs such as special events, wild fires, and natural disasters, may divert restoration funds to new or higher priority needs.

Crosscutting Relationships to Other Bureaus and Agencies

Interior bureaus share expertise and resources to achieve land restoration goals. Abandoned mined lands are reclaimed on BLM, NPS, and FWS lands in cooperation with OSM, and the USGS provides technical assistance. Interior bureaus also work with other Federal land management agencies, like the U.S. Forest Service, states, Tribes, local governments, and NGOs. In some instances, like mined land reclamation, restoration on Tribal lands, and restoration of waste sites, most of the work on the ground is performed in crosscutting relationships where each entity has a unique, specific role in achieving the outcome.

Program Evaluation and Performance Improvements

As part of an internal review of its strategic goals by the BIA, their Resources Management program activities has been revised to include a broader range of resource restoration to incorporate ongoing BIA programs and outcomes.

There have been a number of program evaluations related to the NRDAR program. The GAO produced reports in 1996 and 1997 looking at programs in Interior and NOAA, and a report in 1998 on all the Federal natural resource trustees involved in restoration from the Exxon Valdez oil spill in Alaska. Interior's OIG conducts routine examinations of NRDAR financial information, and the NRDAR program has evaluated and fine tuned its negotiation and decision making process through a 1998 internal review.

Long-Term Goal 1.2

Maintain Healthy Natural Systems

Sometimes it is easy to see the damage to public lands, such as scars from years of mining. Sometimes well defined, localized areas have been damaged, such as waste dumping sites to be cleaned. Then there are the broad landscapes that have been degraded on a regional scale to the point where habitats and natural processes are at risk. Only by stepping back to examine the lands at a landscape scale we begin to see all the complex interconnections of human activity and the environment. Then we can address restoration of natural systems.

This long-term goal includes two representative areas, the South Florida ecosystem and the California desert. Both are one of a kind national treasures, but are fragile systems affected by manmade changes and use. These two complex environments are included in this strategic plan as representative of Interior's strategies for restoring the health of natural systems. Many other efforts are underway such as restoring the Chesapeake Bay Watershed, the California Bay Delta, and the Lower Mississippi Delta. This long-term goal includes allowing fire to become part of the natural processes at work on our landscapes.

There are four performance indicators for this long-term goal.

- 1.2.1 By 2020, the South Florida Ecosystem Restoration Task Force will acquire an additional 550,000 acres of land for habitat protection.
- 1.2.2 By 2040, the South Florida Ecosystem Restoration Task Force will restore the natural hydrologic functions of wetland, marine, and groundwater systems within the South Florida ecosystem.
- 1.2.3 By 2005, restore all upland and riparian habitats identified for restoration in the California Desert in various agency land management plans.
- 1.2.4 By 2005, restore natural ecological processes by increasing the use of fire (wildland and prescribed) and other land treatment to 950,000 acres annually out of 300 million acres in need of treatment.

The annual performance goals will establish the annual target, the increment of natural system restoration toward the FY 2005 (or longer for South Florida) long-term goals and performance indicators.

Program Descriptions

South Florida Ecosystem Restoration

The South Florida ecosystem is an 18,000 square mile region of subtropical uplands, wetlands, and coral reefs sustained by water and impacted by decades of drainage, flood control, and water redistribution schemes, and agricultural and urban development. Besides being a unique environment, the area is home to more than six million Americans and is a tourist destination. The South Florida Ecosystem Restoration Task Force coordinates the efforts of Federal, state, and local agencies, tribes, and business and interest groups to restore the hydrology and habitats in the region. There is a separate, detailed, strategic plan for the South Florida ecosystem restoration. The three outcome goals of the restoration are *Get the Water Right*, including the hydrology and water quality, *Restore, Preserve, and Protect Natural Habitats and Species*, including land acquisition for habitat protection and control of invasive exotic plant species, and *Foster Compatibility of the Built and Natural Systems*, ensuring that the desired future conditions for the built environment are compatible with the ecosystem restoration and preservation goals. The South Florida Ecosystem Restoration Task Force developed its own strategic plan that it submitted to Congress in July 2000. That plan lists and references hundreds of projects that are part of the restoration effort, carried out by numerous partners, over decades. Annual goals reported by Interior for South Florida restoration will be a mix of activities and intermediate outcomes.

California Desert Program

The California Deserts are vast, seemingly harsh yet fragile lands within a day's drive of 40 million people. This area encompasses approximately 25 million acres (one-fourth of the land area of California) and approximately 80 percent of the desert (20 million acres) is publicly owned. The California Desert Protection Act of 1994 mandated change in management of approximately

9 million acres by establishing National Parks, National Wilderness Areas, and designation of other special areas. Conflicting demands for use of California desert lands make it imperative for governmental agencies to work cooperatively through the Desert Managers Group in support of agency missions, protection of desert resources, and public use. The California Desert Managers Group (CDMG), a multi-agency group, published a five-year plan in June 2000 that includes 21 goals. The performance indicator above is from the CDGM plan, and it will have a corresponding annual goal for FY 2002, to identify all disturbed lands needing restoration and set action priorities.

Wildfire Management Program

Historically, wildfire efforts focused on suppression of wildfires. Over the past several decades, a better understanding of the critical role that fire plays in shaping and maintaining healthy ecosystems has been incorporated into agency fire management practices. The 1995 Federal Wildland Fire Policy and Program Review emphasized the need to incorporate fire into managing ecosystems. In 1996, the Secretaries of the Interior and Agriculture jointly endorsed the principles, policies, and recommendations of the resulting report and directed the agencies to implement the report's recommendations. The fire management policy moves the two Departments beyond their traditional role of fire suppression toward an approach that integrates fire into managing lands and resources in an ongoing and systematic manner. Wildland fire restoration will measure the annual acreage proposed for treatment by fire or other means to remove built-up fuel.

Perspective and Outlook

Across the Nation one of the issues confronting state and local officials is how to preserve open space in the face of growing populations, traffic congestion, increased demand for land and water resources, and other pressures. In 1998 elections, the public voted to protect and preserve lands by approving 87 percent of 125 local open space initiatives. It seems that we are at a turning point, recognizing the impact of our prosperity and growth, and beginning to devote the fiscal resources to expensive restoration needs and the political will to changing how we live on the land. However, the outlook is for identifying ever more systems in need of restoration, increasing human water consumption in

competition for habitat restoration, and land development pressing to the boundaries of natural areas. While we can succeed in achieving our goal of restoring some natural systems, the outlook is for a burgeoning inventory of natural systems under stress and at risk.

Strategies

All three performance indicators share a number of common strategies to achieve the long-term outcome.

- **Working in Crosscutting Activities** — As indicated, the scope of restoration for natural systems goes beyond just the lands for which Interior is responsible, and beyond the capabilities of Interior alone. Under the multi-agency management umbrellas provided by the South Florida task force, the CDMG, and the National Interagency Fire Center, collaboration is occurring; duplication of effort is being eliminated; resources are being shared; data are being collected in a uniform manner; comprehensive regional analyses are being conducted; and complementary and more uniform management policies are being developed. The South Florida restoration involves the Federal Departments of the Interior, Agriculture, Commerce, Army, Justice, and the Environmental Protection Agency. The California Desert Project includes the Departments of Defense, and Interior (BLM, NPS, FWS, USGS), and the State of California, each with a portion of the desert lands needing protection. The wildlands fire program involves BLM, NPS, FWS, USGS, and the BIA in Interior, working with the USFS in the Department of Agriculture. Working with State and local cooperators, the bureaus independently support of each other, and conduct fire management activities as part of their land management missions.
- **Working with Partners** — Natural system restoration must include lands and interests beyond those of the Federal agencies. Partners on the South Florida restoration task force include five representatives of state, regional, and local governments nominated by the Governor of Florida, plus representatives of the Seminole and Miccosukee Tribes. The Wildland Fire program is coordinated with state and local agencies, and all participating agencies support each other with personnel and equipment resources when wild fires strike.

- **Using Science** — Increasing our knowledge of natural community relationships, understanding which restoration actions yield the best results, designing new techniques, developing monitoring programs, and other science investigations are integral parts of all restoration efforts. The science component is essential to ensure that limited resources are applied in the most effective way.
- **Bureau Programs** — Though we work closely with many other Federal agencies, each Interior bureau brings its knowledge and expertise to the planning and coordination process, and undertakes restoration efforts applying its resources to its own land base.
- **Public Education** — The regional scale of restorations means that people and communities are stakeholders. In South Florida and in the California Desert, public education is essential to gaining the support for costly projects and changes in attitudes about wise use of the land, as well as addressing visitor services to public lands and public safety. Continued education is needed to reassure the public that we can safely use fire to restore natural ecological processes, thereby reducing the risk to the public and to fire fighters. As more acres are treated and a maintenance schedule is implemented, wildfires threatening people and facilities should reduce over time.
- Obtaining the Federal funding (and State funding for South Florida) resources to carry out long-term restoration projects. For example, the South Florida restoration will take decades, cost over \$15 billion, and involve Federal and state agency funds.
- Obtaining necessary non-Federal funds to allow partners such as states, local agencies, and tribes to carry out their portions of the projects.
- Maintaining support from partners and locally affected communities to allow restoration and protection projects to move forward.

Crosscutting Relationships With Other Bureaus and Agencies

As noted in the strategies section, the three performance indicators for this long-term goal track projects that are inherently crosscutting. The crosscutting relationships involve multiple Interior bureaus and other Federal agencies.

Program Evaluation and Performance Improvements

The GAO will be reporting to Congress on the recently released Strategic Plan for Restoration of the South Florida Ecosystem, which will be updated annually. The information contained in the anticipated report will be helpful in refining the long-term and annual performance goals for that project.

Key Factors Affecting Goal Achievement

The factors affecting the achievement of the goals for restoring natural systems include:

- Limited control over accomplishments that rely on crosscutting agencies and partners over which Interior has no control.

Interior is considering common outcomes and measures that may be shared by two or more bureaus.

For restoration of natural systems, Interior will explore establishing crosscutting goals with other Federal agencies. These could be related to the programs under this goal, South Florida Restoration, California Desert, or Wildfire Management, or could be goals for other crosscutting projects.

Long-Term Goal 1.3

Protect and Recover Imperiled Species

Interior's responsibilities go beyond healing and maintaining the health of the lands. Led by the FWS, the Department and its bureaus work to protect and recover species listed as threatened or endangered and protect candidate species nationwide under the legislative authority of the *Endangered Species Act of 1973* (ESA), and other statutory mandates, international treaties, and agreement. Interior works closely with the National Marine Fisheries Service (NMFS) in the Department of Commerce, which shares responsibilities for administering the ESA.

All Interior bureaus and agencies throughout the Federal government work with the FWS (and NMFS, as appropriate) to minimize impacts on imperiled species and their habitats, and ensure that activities they undertake or authorize do not jeopardize the continued existence of threatened and endangered species. The FWS works with Interior bureaus to improve and stabilize populations of listed species, such as those in our National Parks, and provides technical assistance to municipal and county governments in the development of large area, multiple species habitat conservation plans. As of August 2000, 313 habitat conservation plans have been approved, covering approximately 20 million acres and protecting 200 endangered or threatened species. The three performance indicators for this long-term goal are:

- 1.3.1 Through FY 2005, 371 species listed under the Endangered Species Act as endangered and threatened a decade or more are either stable or improving, 15 species are delisted due to recovery, and listing of 12 species at risk is made unnecessary due to conservation agreements.
- 1.3.2 By FY 2005, 19 percent of the park populations (84 of 442, (1999 baseline)) of federally listed endangered and threatened species with critical habitat on park lands or requiring NPS recovery actions have improved status, and 18.1 percent (80 of 442) have stable populations.

- 1.3.3 By FY 2005, 50 percent (132) of the resident populations of Federally listed or candidate plant and animal species on BLM-administered lands will achieve a stable or increasing population trend.

The annual performance goals will establish the annual target, the increments of improvement and stabilization of species populations. Both the FWS and the NPS have these performance indicators and will have the annual performance goals in their annual plans. For the FWS, protecting endangered and threatened species and restoring them to a secure status in the wild is the primary goal of the endangered species program. For the NPS, recovering imperiled species provides park visitors with an opportunity to view nearly complete ecosystems.

Perspective and Outlook

There are approximately 1,231 species of plants and animals listed as threatened or endangered under the ESA. Additionally, there are about 246 candidate species that may be added to the list of threatened or endangered species. By the end of FY 1999, 155 of the 499 species populations listed a decade ago or more were improving or stable. Eight other species were approved for removal from the list, including the peregrine falcon and the bald eagle. In National Parks, 54 species of 436 populations showed improved status, and 65 were considered stable.

The outlook for many species remains uncertain. While there are notable successes, many populations are at risk, habitats beyond Federal control diminish or are degraded, and environmental pollution continues to imperil some species and hinder the recovery of others. The pressures on wildlife and habitats are myriad. However, through habitat conservation partnerships with states, local communities, and private interests, the FWS and other Interior bureaus will continue to save candidate species and recover listed species.

Strategies

The strategies to achieve this long-term goal include:

- **ESA Consultation** — The consultation process under Section 7 of the ESA brings agencies to FWS (and NMFS) to consult on activities that may affect listed species, and, through biological opinions, minimize the adverse impacts of Federal actions on listed, proposed, and candidate species and designated critical habitat. The FWS will also focus on programmatic consultation and efforts to preclude or remove the need to list species as threatened or endangered.
- **Recovery Plans** — The recovery plan for each listed species is the basis for pro-active efforts to stabilize and recover species. Many agencies may participate in formulating and implementing the plans. For example, the NPS has responsibility for over 2,500 tasks in federally approved recovery plans.
- **Habitat Conservation** — Protecting species' habitats is one of the most effective ways to stabilize populations and aid recovery. This includes establishing conservation agreements, restoring wetlands and forested areas, and addressing multi-species concerns.
- **Working with Partners** — Many of the habitat conservation efforts involve multiple governments and private partners to leverage funding, reach conservation agreements to preclude listing, and extend protections beyond Federal jurisdiction. Partner relationships include grants to states and assistance to Tribes.

- **Public Education** — Education brings new partners to conservation efforts and allows Interior bureaus to extend protections beyond the boundaries of public lands.

Key Factors Affecting Goal Achievement

There are many factors that affect protection and recover of imperiled species:

- Environmental catastrophes from wildfire to oil spills, and natural events like hurricanes and floods can adversely affect the habitats and food sources for species.
- Human pressures including suburban sprawl and development adjacent to wild lands, competition for water in dry western states, and increased visitation to public lands degrade essential habitat.
- Pollutant loads in the environment affect the health of animals and may reduce recruitment to the population.
- Many conservation efforts rely on public and private partners whose efforts are voluntary and getting desired results may be beyond the control of Interior bureaus.
- Economic conditions affect both direct funding for Interior programs and change the economic climate for current and future partners, limiting the duration, scope and number of conservation agreements.
- Litigation concerning actions or prospective actions could also affect goal achievement.

Interior is considering common outcomes and measures that may be shared by two or more bureaus.

Streamline the Consultation Process

The FWS, and perhaps the NMFS, can improve the timeliness and ease of the consultation process, and assist other agencies in the minimizing adverse impacts to Federally listed species.

Implement Multi-Bureau/Agency Recovery Plans

Every Interior bureau is involved in consultations or in protecting imperiled species and habitats. They, along with other Federal agencies, share a common desired outcome and strategies for species recovery.

Crosscutting Relationships with Other Bureaus and Agencies

Through the ESA consultation process, the FWS becomes a part of activities carried out by Interior bureaus and many agencies of the Federal government. In fact, the successful recovery of imperiled species relies on these bureaus and agencies doing their part. For the NPS, efforts to stabilize and improve populations of endangered and threatened species on park lands sometimes requires coordination with adjacent Federal land managers such as the U.S. Forest Service or the BLM.

Program Evaluation and Performance Improvement

Following a review of its program by Interior's OIG, the FWS is refocusing its goals and reviewing its data collection and management procedures for reporting on the recovery of endangered and threatened species.

Long-Term Goal 1.4

Protect and Restore Cultural Resources

America's treasures are not only our natural resources, but the historic and prehistoric properties and sites that link us to our Nation's past and are part of our cultural heritage. Interior's bureaus are responsible for protecting and preserving the landscapes associated with historical events, such as Gettysburg or the Lewis and Clark historic trail, historic buildings such as the Washington Monument, and prehistoric sites such as Balcony House at Mesa Verde National Park. But not all these sites are in parks. There are thousands of cultural and paleontological sites on public lands in need of analysis, restoration, and protection. For many public lands, we do not have a good inventory of cultural resources. Even for known sites, we are still assessing their condition and determining how much restoration is needed. Some cultural resources may even exist underwater. For example, MMS manages and inventories historic shipwrecks on the outer continental shelf. Additionally, many Americans find wild horses and burros to be one of the valued resources on public lands as living legends of the historic American West. The performance indicators for this long-term goal are:

- 1.4.1 By FY 2005, at least 50 percent (12,113 of 24,225) of the historic structures listed on the 1999 List of Classified Structures will be in good condition.
- 1.4.2 By FY 2005, 33.1 percent (119 of 359) of the cultural landscapes on the 1999 Cultural Landscapes Inventory with condition information will be in good condition.
- 1.4.3 By FY 2005, complete cultural resource inventories (not under Section 106 of the National Historic Preservation Act) on 125,000 acres of public lands.
- 1.4.4 By FY 2005, manage wild horse and burro populations to maintain a thriving ecological balance for 15 percent (30 of 197) of herd management areas.

The annual performance goals will establish the annual targets, the incremental annual increase in the percentages of historic structures and cultural landscapes rated in good condition. Structures are considered in good condition when the structures and significant features need only routine or cyclic maintenance, although that maintenance may be significant. Landscape condition is based on evidence of major negative disturbance and deterioration by natural and/or human forces. Good condition requires that the landscape's cultural and natural values are as well preserved as can be expected under the given environmental conditions and exhibit no need for immediate corrective action. The long-term cultural resource inventory goal will be achieved by inventorying 25,000 acres of public lands annually. BLM offices will develop statewide archaeological inventory plans to establish priorities and identify needed resources.

Perspective and Outlook

Inventorying and maintenance of cultural and historic resources is a management challenge for Interior. There is a backlog of maintenance and restoration and an inventorying process underway to assess the restoration needs. Even ongoing restoration can increase the inventory. For example, a simple replacement of rotted siding from an 18th century house may reveal additional need for framework and foundation repair when the siding is pulled back. The NPS baseline of historic structures increased by nearly 5 percent to 24,225 structures for FY 2000, and by 34 percent to 359 cultural landscapes for FY 2000. The BLM has a baseline of about 288,000 archaeological and historic properties on the lands it manages. However, so much of the land base remains to be inventoried that an additional 4 to 4.5 million cultural properties may yet be discovered.

Strategies

The strategies to achieve this long-term outcome include:

- **Bureau Programs** — all maintenance and repair of historic structures and restoration of cultural landscapes is performed in the National Parks. Annual repair and restoration priorities are set in the parks.

- **Assessments** — Periodic assessments of the condition of structures is done by trained NPS teams. For cultural landscapes, only reconnaissance level inventories have been performed. An additional 1704 landscapes remain to be inventoried.
- **Scheduled Surveys** — The BLM will use Archaeological Inventory Plans to prepare for surveys and set priorities for lands likely to contain significant resources.
- **Partnerships** — Where possible, Interior bureaus will seek opportunities to work with or utilize resources provided by non-governmental organization partners and volunteers.

Key Factors Affecting Goal Achievement

- **Training** — For repair of structures, restoration of landscapes, or inventorying lands for cultural resources, training will be critical because additional staff resources are needed to achieve results.
- **Adequate Funding** — Because of the backlog of work, and the likelihood that additional assessments will add to the workload, funding is essential to achieving this goal. This is especially true for inventorying archaeological resources, a new task that addresses program deficiencies identified by Interior’s OIG.
- **Unbudgeted Needs** — For both the NPS and BLM, unplanned needs (whether due to weather events, emergencies, court mandated actions, or

other activities) can drain resources from important, but “routine” programs such as cultural resources restoration and surveys.

Crosscutting Relationships with Other Bureaus and Agencies

While maintenance of structures and lands is common to all bureaus and agencies with land or facilities management responsibilities, these are programs that are generally part of larger programs and missions, and are conducted in that context. The BLM goal to systematically inventory public lands is similar to what BLM does as part of National Historic Preservation Act — Section 106 surveys related to pending activities on public lands. However, the Section 106 survey locations correspond to proposed land uses, and such disconnected surveys may not meet the scientific sampling criteria that would allow them to serve the Section 106 and non-Section 106 survey purposes.

Program Evaluation and Performance Improvement

The performance indicator for conducting a cultural resource inventory on public lands stems from a report by Interior’s OIG (99-I-808), which identified a number of weaknesses in accomplishing BLM’s cultural resource management mission. This indicator addresses the need to “systematically complete the surveys of the prioritized public land areas.”

Interior is considering common outcomes and measures that may be shared by two or more bureaus.

Repair and Restore Historic Structures and Properties

Historic resources can be found on all public lands. Common outcomes, goals, and measures could be used by NPS, BLM, FWS, BIA, and BOR.

Restore Cultural Landscapes

While cultural landscapes are generally associated with park areas, the BLM also manages areas that have historic and cultural significance. The FWS and BIA also might be included in a common outcome and goal.

Inventory Cultural and Archaeological Resources

Ongoing assessments of and inventories by the NPS and BLM could be joined by FWS, BIA, and BOR to create a common outcome, goal, and measures.

STRATEGIC GOAL 2

Provide Recreation for America

The Importance of This Goal

America's public lands have never been more popular. In 1999, the National Park Service welcomed nearly 290 million visitors to its 379 national parks, battlefields, historic sites, monuments, and recreation areas. The Bureau of Land Management welcomed another 75 million visitors to its 264 million acres of public lands, primarily in the 12 western states. The Fish and Wildlife Service attracted 36 million visitors to the National Wildlife Refuges, and the Bureau of Reclamation received 90 million visitors at 300 water recreation areas. These visitors generated more than \$25 billion in direct and indirect economic benefits, providing employment for more than 350,000 people.

Providing enjoyable and safe recreational opportunities, consistent with other land uses and our stewardship responsibility, is the Department's second strategic goal.

Perspective and Outlook

Visitation to Federal lands continues to grow, which can place pressures on many of our more popular areas. For example, recreation use at BOR project areas has grown from 55 million in 1971 to nearly 90 million today. We protect the value of our resources by educating recreational visitors, promoting an ethic of responsible use. Our success will depend on partnerships with other agencies, with states, tribes and local authorities, along with non-profit groups, concerned citizens, and our more than 100,000 volunteers.

LONG-TERM OUTCOMES INTERIOR-WIDE

Interior manages an extensive and aging infrastructure to meet visitor needs. Some of the structures are over 100 years old and are important historic landmarks. Others were built by the Civilian Conservation Corps in the 1930s. As use has increased, the inventory of maintenance and construction needs has grown, and our attention to safe visits has become more focused. The Safe Visits to Public Lands Initiative, launched in 1999, aims to improve management and accountability for this

infrastructure, directing funding to the highest priority health and safety and resource protection needs.

To meet the goal of providing recreation for America, the Department has established the following outcomes. Interior's bureaus each contribute to achieving these outcomes with outcomes and goals of their own.

Provide Quality Experiences to Visitors on Federal Lands and Facilities — Americans visit their public lands and historic and cultural resources for adventure, relaxation, and to sample the rich diversity of our natural and cultural treasures. Interior is committed to providing opportunities for everyone to enjoy our Nation's heritage.

- Ensure that visitors are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities (NPS)
- Provide opportunities for environmentally responsible recreation (BLM)
- Provide for public use and enjoyment (FWS)
- Provide quality recreation (BOR)

Visitor Safety — Interior is committed to providing safe, enjoyable visits to the millions of people who visit Interior-managed lands and facilities each year.

- Ensure that visitors can safely enjoy park facilities, services, and appropriate recreational opportunities (NPS)
- Reduce threats to public health, safety, and property (BLM)

Long-Term Goal 2.1

Provide Quality Experiences to Visitors on Federal Lands and Facilities

Interior serves the public by listening to the public. In order to better serve the recreational public, NPS and BLM have developed survey systems to measure visitor satisfaction and monitor public perceptions of agency recreation programs. The data is used to identify issues needing management attention and to compare agency performance to other recreation providers. Interior's goal is to maintain a high level of satisfaction among recreational visitors.

Performance Indicators

2.1.1 Through 2005, 95 percent of National Park visitors will be satisfied with appropriate park facilities, services, and recreational opportunities.

2.1.2 By 2005, 88 percent of visitors to BLM's Special Recreation Management Areas will be satisfied with the quality of their recreational experience.

Strategies

The strategies to achieve this long-term outcome include:

- Know and understand visitor needs by conducting customer surveys to obtain a broad base of visitor information.
- Promote visitor safety by providing safe facilities, employee assistance, and education of visitors.
- Protect resources for others to enjoy by educating recreational visitors on the value of the land and its uses. Promote user ethics by helping people understand the value of the land and its resources and their responsibility to protect it.
- Offer "one-stop shopping" for recreational information and services through the interagency Federal recreation web site, "Recreation.Gov."
- Supplement appropriated dollars through increased revenues and cost recovery for services. Continue to implement and expand the Recreation Fee Demonstration Project.
- Expand the use of volunteers. Actively enroll new volunteer groups and associations.
- Increase concession revenue. Expand concession opportunities while ensuring that the returns the Federal government receives reflect fair market value.

- Establish partnerships and collaborative efforts to encourage protection of "areas of national significance" such as national trails, wild and scenic rivers, wilderness areas and heritage areas that cross jurisdictional lines.
- Help states, Tribes, territories, and non-profit groups promote recreation. Provide recreation management training and technical assistance, as needed, to states, Tribes and localities. Provide grants to states, Tribes and localities for recreation acquisition and development.

Key Factors Affecting Goal Achievement

The factors affecting the achievement of Interior's recreation goals are as diverse as the lands themselves and their uses:

- Increased public use of Federal lands place additional pressures on existing infrastructure and facilities;
- Severe weather events such as droughts, flooding, and windstorms, and natural events like earthquakes and landslides can damage lands and affect visitor experiences;
- Fiscal competition for unbudgeted needs such as special events, wild fires, and natural disasters, may divert funds to different priorities.

Crosscutting Relationships to Other Bureaus and Agencies

Interior and its bureaus work extensively with partners to provide quality visitor experiences and to promote responsible recreational practices.

Program Evaluation and Performance Improvements

Interior and its partner agencies continue to monitor the impacts and effects of the Recreation Fee Demonstration Project on visitors, resources, and funding.

Interior is working to improve its monitoring of visitor perceptions and visitor satisfaction.

For example, the Fish and Wildlife Service has joined the NPS and BLM in developing a process to measure visitor satisfaction. It will be applied to National Wildlife Refuges.

Long-Term Goal 2.2

Provide for Safe Visits to Public Lands

Visitor safety is a critical priority for Interior's employees and managers. We are committed to providing the millions of people who visit our national parks and other facilities each year a safe and enjoyable experience.

Performance Indicator

2.2.1 By 2005, the NPS visitor accident/incident rate will be at or below 7.96 per 100,000 visitor days (a 16 percent decrease from the FY 1992-1996 baseline of 9.48 per 100,000 visitor days).

Strategies

To help provide for visitor safety, the National Park Service and other Interior bureaus conduct a variety of safety-related activities. These activities include:

- Identifying and assessing of risk.
- Sharing information about risk and safety.
- Maintaining facilities and grounds, providing for security and law enforcement, and maintaining health and sanitation systems.
- Providing for public education.
- Training employees.
- Developing an incident reporting system to improve the collection of data on accidents and incidents that occur in the parks.
- The objective of all of these activities is to decrease the overall rate of visitor safety incidents in parks and other facilities.

Key Factors Affecting Goal Achievement

Long-term improvement of conditions requires better data on current conditions and on longer-term needs in facilities, infrastructure, and human capital.

Crosscutting Relationships to Other Bureaus and Agencies

Interior has created a Department-wide facilities management systems forum to coordinate continuous improvements in our facilities management and maintenance processes.

Program Evaluation and Performance Improvements

In December 1999 the Department announced formal requirements for facility condition assessments across all bureaus, creating a continuous review program to identify repair, rehabilitation, and replacement needs.

STRATEGIC GOAL 3

Manage Natural Resources for a Healthy Environment and a Strong Economy

The Importance of This Goal

Predictions from this past century concerning the future of energy and non-energy reserves at the turn of the 21st century have spanned the extremes: from totally exhausting our reserves to finding major new deposits that would fuel the Nation for decades. As the new century dawns, the truth lies somewhere between the extremes. United States petroleum reserve and production declines have resulted in foreign oil dependence for oil creeping above the 50 percent mark. However, deep water discoveries in the Gulf of Mexico have surprised many and retarded the pace at which our oil and gas reserves have been depleted. Non-energy mineral reserves, timber supplies and other resources are facing declines at the same time that significant new resource demand is arising from continued population and economic growth in the Nation. However these onshore and offshore resources within the Federal lands inventory continue to contribute significantly to the Nation's needs.

The stewardship responsibilities of the Department, and Federal law dictate that full consideration be given to the impacts of resource development on Federal and Indian lands that contain these resources. Consequently, comprehensive environmental evaluations are undertaken to determine the suitability of potential development on Federal lands. Areas that are not suitable for development are protected. Areas open to development must adhere to strict regulations and restrictions to minimize or prevent adverse impacts. The uses of Federal lands are as varied as the scenery and the Department must find the right balance between competing needs and the expectations of the American public.

How We Achieve This Goal

Oil and gas resources from Federal lands constitute more than one-third of the gas and one-quarter of the oil that the national economy and population demands. Over 31 million people in Western states depend on water supplied and managed by the Department's

Bureau of Reclamation, which also is also the Nation's second largest producer of hydroelectric power. About one-third of annual coal production is derived from lands administered by the Bureau of Land Management. Federal lands under Interior jurisdiction are also utilized for timber production and for grazing.

To arrive at decisions about how lands are used or not used, the Department relies on scientific studies, experience, public interaction and the requirements of law. The fundamental vehicle for compiling critical decision making information is the environmental impact statement and the integral process of public and governmental interaction. These various avenues help the Department to determine whether Federal resources should be developed and with what restrictions, what value to place on the resources to ensure a fair return to the public, whether to place certain areas off limits to development, or whether to give special status to certain lands; e.g., national monuments or wildlife refuges. It is a question of recognizing that lands may and often do have multiple use aspects. However, it is a demanding and critical responsibility to properly gauge the best use of Federal lands over time. It is a responsibility and process that the Department takes very seriously.

Perspective and Outlook

Energy Picture — The demand for oil and gas is projected to continue rising in the United States and worldwide. Current high prices are fueling exploration and the higher production anticipated in outyears will likely bring about a price decline according to industry analysts. Slowing of economic growth in the Pacific Rim and rising non-OPEC production are likely to contribute to the price decline scenario and promote further consumption. Access to western onshore oil and gas reserves has declined significantly during the last 15 years, placing increasing pressure on the U.S. offshore to take up the slack. New field discoveries have been largely confined to the outer continental shelf and deep water Gulf of Mexico area as offshore exploration in

other U.S. continental shelf areas has been legislatively restricted. The Department of Energy forecasts that the U.S. outer continental shelf may supply as much as 1/3 of domestic oil and gas demand by the end of the decade. Despite the increase in deepwater production, U.S. production is expected to continue to lose headway to demand. Foreign oil dependence could top the 60 percent level by 2020 and hovers around 55 percent today. Consequently expectations for increasing production from Federal lands will not likely diminish.

Coal demand is also expected to increase although prices are expected to decline due to productivity improvements, especially in the western states. The demand may increase by about 1 percent annually to meet the need of electric generation plants. Demand for electricity is also expected to rise due to the increasing use of electronics devices and appliances and increasing population. Although gas generation will eventually supplant coal generation, analysts continue to see a predominance of coal-based generation well into the early part of the 21st century.

Water Resources — Predicting water resource availability is very difficult owing to the vagaries of weather patterns. Droughts may play across one section of the country while floods plague another and the pattern may reverse itself. More predictable is the expansion of demand for water in the western U.S. which has increased nearly 30 percent in the last two decades. With ten of the fastest growing states in the country, Western population will continue to grow well into the future. Population growth and corresponding municipal and industrial expansion coupled with broader demand for aquatic recreational opportunities establishes a trend of increasing demand on finite resources — a trend we don't expect to reverse or level off in the near future.

LONG-TERM OUTCOMES INTERIOR-WIDE

To meet the goal of managing natural resources to serve the needs of the economy while protecting the health of the lands, the Department works to achieve the following outcomes:

Ensure Environmentally Sound Development —

Through a combination of strong environmental assessment, critical public input, strict regulation and inspection, voluntary compliance incentives, and remediation requirements, the Department hopes to achieve an outcome that provides for necessary development without sacrificing the integrity of the environment. Individual bureau outcomes that contribute to these key Departmental outcomes include:

- Manage, develop, and protect water and related resources to meet the needs of current and future generations (BOR)
- Ensure environmentally sound OCS minerals development (MMS)
- Provide opportunities for environmentally responsible commercial activities (BLM)

Related DOI goals:

- Authorize sustainable grazing and timber production (DOI)
- Promote energy efficiency and reduce energy consumption through "green purchasing" (DOI)

Manage Resources to Ensure Economic Viability, and Sound Management of Mineral Receipts —

Natural resources on the public lands are held in trust by the Federal government. When it is determined that access to resources on public lands for development purposes is environmentally and economically prudent, it is the responsibility of the government to obtain fair market value for the resource. Once revenues accrue from the industry exploration and developments efforts, it is essential that accurate accounting of the revenue occurs and that disbursements of payments to the U.S. Treasury and royalty recipients are done accurately and efficiently. In the case of use of water for power generation or the many non-power uses, the ultimate resource provided must be delivered economically and efficiently.

- Achieve cost effective power production (BOR)
- Receive fair return of value to the public for mineral production (MMS)

Long-Term Goal 3.1

Ensure Environmentally Sound Development

Managing the vast resources of America's public lands has been a core responsibility of the Department of the Interior since its inception. Back in 1849, Interior's work focused on basic land office business: development, land sales, title adjudication and managing mineral resources. Today, Interior bureaus continue that work, but the responsibilities have substantially increased. The collection of receipts from Federal offshore and onshore oil and gas leases constitutes one of the largest sources of Federal non-tax revenue. Land management must also take into consideration multiple-use demands, environmental protection, and sustaining the long-term health, diversity, and productivity of those lands. In a continuing era of population and economic expansion, the demand for Federal resources remains high, with the concomitant expectation that any such development will occur with strong environmental safeguards. The following performance indicators reflect this dual responsibility:

- 3.1.1 By FY 2005, ensure operational effectiveness to deliver or release the amount of water contracted for and to meet 100 percent contractual commitments 100 percent of the time.
- 3.1.2 By FY 2005, Reclamation will reduce risks by completing dam safety modifications and 100 percent of all scheduled security improvements.
- 3.1.3 By FY 2005, show a decrease in the environmental impact index (for OCS development) from the 2000 baseline.
- 3.1.4 By FY 2005, renew authorizations for livestock grazing on over 9,100 allotments (out of 21,500) in a manner that will achieve healthy, sustainable rangelands.
- 3.1.5 By FY 2005, maintain a ten year average of 211 million board feet of timber for sale in the Pacific Northwest and 32 million board feet of timber outside of the Pacific Northwest.

- 3.1.6 By FY 2005, improve energy efficiency and reduce energy consumption at Interior facilities by 20 percent over 1985 levels, recycle 40 percent of solid waste stream from Interior facilities, and increase annual purchasing rate by 30 percent for nine products that contain recycled material, are environmentally preferable and bio-based until these products are in use Interior-wide in appropriate situations.

Regulation of resource development in the Interior Department rests primarily with three bureaus each with a different purview. The Bureau of Reclamation (BOR) is the largest supplier and manager of water in the western states serving the agricultural, municipal, industrial and residential needs of some 31 million people. As a hydropower producer, BOR ranks second in the country. Oil and gas and other mineral resource management falls to the Minerals Management Service in the offshore area and to the Bureau of Land Management (BLM) for onshore leasing and permitting. In addition, BLM oversees rangeland management, timber sales, coal and geothermal development, and even movie filming on Federal lands. The long-term goals enumerated blend the use of public resources with components providing for protection of the environment in which those resources are found. The Department is also conscious of the role that recycling can play in conserving our natural resources and has instituted programs in its offices to significantly promote recycling and the use of recycled materials. Leading by example.

Strategies

Strategies for achieving the long term goal of ensuring environmentally sound development, include the following:

- Forging partnerships and increasing communications to identify ways to more effectively manage mineral and natural resources and reduced administrative burdens.
- Conducting research related to water resource management, precipitation forecasting, and delivery system enhancements.
- Continuing to use a comprehensive regulatory program to oversee OCS activities.
- Developing interagency and intergovernmental approaches to improving customer service and more effectively sharing limited agency resources.
- Engaging customers and stakeholders more effectively in consensus building processes while striving to balance national, regional, and local interests.
- Utilizing new technologies to support management objectives.
- Promoting energy efficiency by using alternative fueled vehicles, expanding the use of energy saving performance contracts, ensuring new construction and major renovations include energy efficiency features, and developing incentives to encourage employees and organizations to champion energy efficiency and green technologies.

Key Factors Affecting Goal Achievement

Natural events such as floods, droughts, earthquakes, and fires affect DOI's ability to provide stable, clean water supplies to meet needs for irrigation, municipal and industrial, use, power generation, Tribal needs and environmental applications.

Actions beyond DOI regulatory control may also affect goal achievement. For example, ship collisions or anchor dragging may cause oil spills. These accidents are largely beyond DOI control except for the application of regulations, voluntary compliance measures, monitoring and inspections that may discourage practices that could lead to these accidents. Primary regulatory responsibility falls with other Federal, state or local agencies.

Crosscutting Relationships to Other Bureaus and Agencies

DOI bureaus coordinate with other agencies such as the USDA Forest Service, EPA and others to implement the Clean Water Action Plan. DOI bureaus also coordinate to provide technical expertise to its Indian water rights settlement program and work with BIA and the Indian Health Service on training and technical assistance to Tribes. There are cases in which BOR recreation facilities are managed by other agencies, including NPS, BLM, USDA Forest Service and state recreation agencies. The BOR also works with BLM, EPA and Colorado River Basin states on desalinization of the Colorado River.

Offshore related exploration activities are coordinated among the MMS (primary mission) FWS, USGS, NOAA, EPA, Army Corps of Engineers, Coast Guard and other entities. DOI bureaus and other Federal agencies also acquire, share and manage natural resource data.

Program Evaluation and Performance Improvements

Programs are evaluated through a variety of means including performance and financial audits, management control reviews, and external reviews by Congress, OMB, NAPA, NAS and others. Self assessments and surveys are also employed. For example, the BOR conducts annual or semi-annual meetings and regional evaluations to determine compliance with the Reclamation Reform Act, NEPA, ESA and other statutes. The OIG will conduct audits of BOR facility maintenance using results of recreation compliance reviews and action plans as a data source. Individual programs are annually reviewed for effectiveness in implementing conservation and mitigation efforts and how to improve performance. MMS internal evaluations are in the form of Alternative Management Control Reviews, Performance Management Assessment Tool Reviews, Departmental Function reviews, Automated Information System Reviews, and Quality in Contract Program Reviews. The DOI Office of the Inspector General also performs audits of bureau programs.

Long-Term Goal 3.2

Manage Resources to Ensure Economic Viability and Sound Management of

When a decision is made to use Federal land resources for the benefit of the Nation, it is the responsibility of the Department of the Interior to ensure that the public receives a fair return for the resources that will be developed. The revenue produced from this development also must be properly accounted for and disbursed to the Treasury and to royalty owners. Lands managed by Interior generate some \$4-5 billion in revenue annually. Since 1982, revenue from minerals activity on Federal lands has totaled more than \$100 billion and been distributed to the U.S. Treasury, states, and Indian Tribes and allottees.

3.2.1 Maximize power generation and enhance revenues by attaining a 3 percent or lower forced outage rate for Reclamation's hydropower units.

3.2.2 Maintain power production costs at a level comparable to the most efficient and lowest cost sector of the hydropower industry which rank in the upper 25 percentile.

3.2.3 Ensure that the public receives fair market value for OCS mineral development.

These goals exhibit two paths by which the Department tries to ensure a fair financial return to the public. One approach involves efficiency of operations that minimizes expenses and consequently preserves more of the revenue stream. The second approach involves accuracy of financial models and resource valuations. More accurate assessment of the resources being offered for development translates into accepting those bids that do not undervalue the resource.

Strategies

For the long term goal of managing resources to ensure economic viability and sound management of mineral receipts, strategies include:

- Conducting benchmarking with other hydropower and dam facilities to identify and implement best operating and maintenance practices to achieve cost effective operations.
- Reexamining processes for management of royalty receipts and reengineering the process to be more accurate, efficient and responsive to customer concerns and expectations.
- Employing multi-disciplinary teams with a thorough knowledge of respective mineral markets, research, modeling, exploration and production methods, and related expertise to establish methods for insuring receipt of fair market value.

Key Factors Affecting Goal Achievement

Power production capacity could be affected by natural disasters such as droughts, fire, or earthquakes. Economic factors such as inflation, or more locally, unfavorable contracts or materials costs, could work to the disadvantage of meeting the production targets. A change in political priorities that result in resource reallocations or a loss in economic leverage could also require a revision of targets.

With respect to fair market value attainment for Offshore lease tracts, oil and gas prices could drive results in either direction of the targeted range depending on the pricing trend. Better technology and expertise within the industry sector could also represent a significant disadvantage to the Federal government's pursuit of fair market value. This could occur if companies develop new exploration technology that proves to be a superior predictive tool. A private sector market advantage in hiring and retaining experienced and

talented petroleum explorationists could also place the Federal government at a competitive disadvantage. This could produce significant disparity between industry values and government estimates.

Crosscutting Relationships with Other Bureaus

MMS royalty management related activities are coordinated with BIA, BLM, OST as well as states, Tribes, individual Indian allottees and industry.

Program Evaluation and Performance

Improvements

Program evaluations are conducted through a variety of mechanisms such as Alternative Management Control Reviews, Performance Management Assessment Tool Reviews, Department functional reviews, Automated Information System Reviews, and Quality in Contract Program Reviews are conducted on a rotating basis among programs and functional areas in addition to other forms of self assessment. OIG and GAO frequently review programs with revenue generation and collection responsibilities. OIG also reviews the offshore oil and gas leasing program because of critical areas of safety and environmental impacts on the OCS as well as questions of receipt of fair market value.

STRATEGIC GOAL 4

Provide Science for a Changing World

The Importance of This Goal

Good stewardship of our land and its natural and cultural resources depends heavily on good science — the delivery of sound, objective, current and usable information on which to base our decisions and chart our future. Many significant questions face the Nation as a whole concerning our environment and natural resources: How can we ensure an adequate supply of critical water, energy and mineral resources in the future? Are we irreversibly altering our natural environment when you use these resources? How can we better predict and mitigate the effects of earthquakes, volcanic eruptions, floods, and other natural hazards?

How We Achieve This Goal

The Department of the Interior places a strong emphasis on the use of scientific information to address these questions in the context of its own stewardship responsibilities. Its U.S. Geological Survey is the Nation's primary provider of natural science information and technical assistance. The USGS and other bureaus work across traditional boundaries between environmental and natural resource science to provide highly integrated, cross-disciplinary scientific information used to make informed management decisions. Resource managers depend on reliable scientific information to make decisions whether common or controversial. Such decisions could involve grazing permits, endangered species, petroleum exploration, mined land reclamation or a myriad of other resource issues.

Perspective and Outlook

The value of scientific research is in looking at the past or the present to forecast the future. For natural resource management and other responsibilities of the DOI, this means having a clearer understanding of how present day decisions impact the future of a resource and the environment.

The demand for forecasting tools will not diminish in the future. The Nation will continue to face earthquakes, wildfires, volcanic eruptions, mudslides and other forms of natural calamities. The value of predictive tools in

saving lives and property can be immense. In one week during 1999, major disasters wrought over \$1 billion in damages that were born by victims, insurance companies and taxpayers. Scientific information is also extremely valuable to more predictable situations, such as decision making regarding development of a natural resource. With the Nation's (and the world) population continuing to increase, demand for natural resources and pressures on the environment will also continue to increase. It is an absolute necessity to provide decision makers with the best possible hard scientific data to help depict outcomes that are likely to occur if a particular course of action or set of actions is pursued.

LONG-TERM OUTCOMES INTERIOR-WIDE

To meet the goal of providing science for a changing world, the Department works to achieve the following outcomes:

Add to the Environmental and Physical Science Knowledge Base — Sound decision making relies on having scientific information and an understanding of the natural environment. The Department's objective is to develop and acquire high quality knowledge for and provide this information to appropriate natural resource decision making authorities.

- Assess the Condition of and Risks to Public Lands (USGS)
- Improve Environmental and Natural Resource Information (USGS)

Increase Hazard Knowledge and Warning — The ability to understand processes that produce natural disasters, to use that information to create more reliable predictive models and to deal more effectively with the aftermath of a disaster can mean saving untold lives and costs. For Interior, research and predictive model development for hazards focuses primarily on USGS work on earthquakes, flooding, volcanic events and coastal storm damage.

- Improve Prediction and Monitoring of Hazardous Events (USGS)

Long-Term Goal 4.1

Add to the Environmental and Physical Science Knowledge Base

Public lands must also be viewed from management perspectives that extend beyond just the physical parameters of the land and cultural resources on that land. Natural resources management must consider the existing ecological systems and energy, mineral and renewable resources that may be contained on that land. Several DOI bureaus engage in information collection and analysis that provide support systems and predictive tools for decision makers. Their research work involves such areas as biologic resources and habitats, water resources, energy and non-energy mineral assessments, sustainability and conservation of resources, and predictive modeling.

4.1.1 By 2005, 46 long-term data collection and data management efforts will be maintained and improved and large data infrastructures will be supported.

4.1.2 By 2005, 20 decision support systems or predictive models will be developed or improved and delivered to customers.

Geologic, environmental, social, economic, cultural, political and other relevant factors are considered in evaluating the present and desired condition of public lands. This includes the impact of human use of those lands. This information is vital to management decisions that affect the future condition and use of public lands.

Strategies

For Long-Term Goal of adding to the environmental and physical science knowledge base, strategies include the following:

- Participating in interagency and intergovernmental programs to assess, document, and monitor ecological and socio-economic conditions and trends, including development and implementation of information needs assessment procedures.
- Ensuring that the scientific research program focuses on understanding, assessing, and monitoring ecosystems to provide scientific understanding and technologies needed to support sound land and resource management decisions.
- Helping society understand the ecological, geologic, chemical and hydrologic processes that govern the environment's responses to management actions.
- Providing scientific information and technical assistance to understand the interaction of natural and human systems, protecting the environment, understand the effects and risks of natural hazards, controlling wildlife diseases, assessing energy and mineral resources, and ensuring the preservation, conservation, and sustainable use of natural resources and the restoration of habitats.
- Developing technology to increase efficiency and expand collection of natural science data and establish and maintain national Earth and biological science databases for use by Federal, state, and local land management and regulatory agencies.

As part of the transition to a Departmental perspective in strategic plans and annual performance plans, Interior is considering a common measure for the following long-term goal:

Assess the Condition of and Risks to Public Lands

Interior's land management agencies, BLM, BOR, FWS, and NPS all assess the health of parks, refuges, recreation areas, and other public lands. They work with the USGS to meet information collection needs. Despite the differing missions and lands managed by the bureaus, they share with the USGS the common objective of assessing the condition of public lands and risks that must be minimized in managing those lands.

Key Factors Affecting Goal Achievement

Several external factors may affect the direction or emphasis of scientific information at Interior, but two factors are most likely to impact the overall goal: (1) the public perception of the value of the science and, (2) the significance of other major national issues when budget allocations are made. These and other factors could intensify the need for scientific information or result in a major diversion of funding from that area. For example, a sustained national security threat or severe economic recession could result in a shifting of priorities away from the collection of scientific information. Even a swing in public perception of the need for science, could produce governmental actions that would have an impact on this goal. If the public believes that short-term needs supercede the benefits of longer-term science, resources will be moved to meeting those nearer-term objectives.

Other factors may not have a profound impact on the level of scientific information collection and use, but can affect the direction of such research. For example, major demographic changes or cultural changes may create new pressures on particular public lands — such as increased visitor use, or demand for natural resources on the public lands. Scientific investigation may have to shift from other areas to accommodate the new science needs. Global change, whether of an economic, environmental or political nature, could create new conditions that would require additional resource allocation for science or a decision on how existing resources can be allocated.

Crosscutting Relationships to Other Bureaus and Agencies

Although the primary science organization within Interior is the U.S. Geological Survey, other agencies are involved in scientific information and data collection as a part of their mission responsibilities. For example, energy and mineral resource information is collected by MMS and BLM for areas under their purview with respect to decisions on resource development. However, the USGS supports MMS with gas hydrate information and OSM with acid mine drainage data.

Crosscutting relationships extend beyond the Department to other agencies, state and local governments and non-governmental offices. For example, MMS and BLM utilize petroleum and other energy statistics compiled by the Department of Energy to help formulate predictive models and formulate or revise policies and procedures.

Another example involves threatened and endangered (T&E) species information and the collection of other environmental information. This data is gathered, shared and used by all the DOI bureaus to meet their mission responsibilities. For example, MMS is concerned with T&E species that may occur in proximity to proposed development, or be otherwise potentially affected by such development. MMS conducts “Section 7” consultations with the FWS on T&E issues to obtain a biologic opinion essential in environmental impact analysis. The USGS also coordinates with FWS and BLM on T&E issues within the Department and with the USDA, NOAA, DOD, DOE, and the intelligence community. In this particular case, external coordination may also include the state and local governments, the Nature Conservancy, and various international organizations. Coordination of work is typically facilitated by meetings to determine program priorities and needs for the upcoming year or longer timeframes.

Program Evaluation and Performance Improvements

Evaluations are a key part of DOI culture and are critical to maintaining scientific excellence and credibility. Both peer and management reviews are conducted to improve the accountability and quality of programs; identify and address gaps in programs; redirect or reaffirm program direction; identify and provide guidance for development of new programs; and reward and/or motivate managers and scientists. Reviews are both internal and external — conducted by scientists, technicians, or specialists who are not involved in a specific proposal, project program, or product under review. External peer reviews are combined with more frequent independent internal management reviews.

Long-Term Goal 4.2

Improve Prediction and Monitoring of Hazardous Events

Lack of adequate warning of an impending natural disaster results in a greater number of injuries, loss of life and property damage. Improving our predictive and warning capabilities can significantly reduce these losses and recovery time.

4.2.1 By 2005, an average of 5500 real-time stream-gauges will be accessible on the Internet.

4.2.2 By 2005, 700 real-time earthquake sensors will be in place.

The Department will increase its ability to characterize and monitor hazardous events in near-real time and in real-time by adding earthquake sensors capable of delivering information almost instantaneously. Scientific data vital to both emergency response and to analysis of earthquake and other hazard risks will continue to be collected and maintained through current monitoring networks. Installation of 350 improved earthquake sensors is expected to reduce delivery time of information on potentially damaging earthquakes by one-half, down to 20 minutes. Improvements in streamgauges should significantly improve delivery time of flood information from weeks to mere hours.

Strategies

Strategies for increasing hazard knowledge and warning include:

- Describing, documenting and understanding natural hazards and their risks
- Engaging in long-term monitoring and forecasting, short-term prediction, real-time monitoring and communication with civil authorities and others during a crisis
- Conducting post-crisis analysis to develop further strategies to mitigate the impact of future events and conducting coordinated risk assessments for regions vulnerable to natural hazards
- Enhancing ability to monitor hazardous events in near or real-time by adding earthquake sensors capable of delivering information nearly instantaneously.

Key Factors Affecting Goal Achievement

Technology can have a significant impact on hazard research. First, a positive effect can result from new technology that can be applied to further improving real-time data delivery systems or enhancing predictive models. A negative impact could result in cases where data collection may be dependent on satellite born instrumentation or delivery systems that are not under the exclusive control of the data recipient.

Unanticipated usage or critical equipment failure could affect performance.

There is also a human factor that tends to frustrate efforts toward mitigating damage — a human tendency to ignore scientific advice or information and live and work in areas that may be prone to natural hazards. Unless there are specific prohibitions against occupying certain areas (like flood plains or mudslide prone hill-sides), people will continue to assume the risk of their decision. Some communities have, for example, legislated set-back provisions that restrict beachfront residences within 150 feet of eroding shoreline. Some areas prohibit building in flood plains, but the majority of areas across the country do not have these kinds of restrictions. While the Department can provide scientific information on which to base decisions, it cannot guarantee that the information will be used or heeded by the public or result in local building or land use restrictions.

Crosscutting Relationships with Other Bureaus and Agencies

Most hazards information is generated by the USGS and this information is utilized by other bureaus to protect the resources under their jurisdiction. For example, streamgauge data would be useful for protecting visitors and facilities within the national parks and other high use public lands. Those sites may in turn prove suitable for locating monitoring equipment and may help to maintain it. Considerable external coordination occurs between the USGS and agencies at all levels of government and some private organizations. Among the crosscutting relationships are those with the Forest

Service, NOAA, DOE, FEMA, NSF, NASA, DOT, USAID, Civil Defense agencies, offices of emergency management, state geological surveys, and the American Red Cross.

Program Evaluation and Performance

Improvements

Both peer and management reviews are conducted to improve the accountability and quality of programs; identify and address gaps in programs; redirect or reaffirm program direction; identify and provide guidance for development of new programs; and reward and/or motivate managers and scientists. Recent reviews involving the hazards program include the following (parentheses indicate reviewer): Hydrologic Hazards (NRC), Advanced National Seismic (Earthquake) System (internal report for Congress), and Coastal and Marine Geology (NRC).

STRATEGIC GOAL 5

Meet Our Trust Responsibilities to Indian Tribes and Our Commitments to Island Communities

The Importance of This Goal

America's 1.4 million native people are committed to revitalized communities that are spiritually strong and economically vibrant — places where people are secure in their culture, heritage, and government, and hopeful for the future of their children. This is a commitment the Department of the Interior shares.

Today there are 556 federally recognized American Indian and Alaska Native Tribal governments in the United States. Each possesses inherent governmental authority deriving from its original sovereignty, a long recognized principle of U.S. Constitutional law. The Federal Indian trust responsibility is a legal duty on the part of the United States to protect Indian land and resources, fulfill treaty obligations, and carry out the mandates of Federal law for the benefit of American Indians and Alaskan Natives.

Interior has administrative responsibility for coordinating Federal policy in the territories of American Samoa, Guam, the U.S. Virgin Islands, and the Commonwealth of the Northern Mariana Islands, and oversight of Federal programs and funds in the freely associated states of the Federated states of Micronesia, the Republic of the Marshall Islands, and the Republic of Palau. Our objective is to develop more efficient and effective government in the insular areas by recommending policies, providing financial and technical assistance, and strengthening Federal-insular relationships.

Interior's Key Roles

Bureau of Indian Affairs

The Department of the Interior is the agency of the Federal Government charged with the primary responsibility for administering Federal Indian policy and discharging the Federal trust responsibility for American Indian tribes, Alaska Native villages, and Tribal organizations in 31 states. The Department places great emphasis on tribal self-determination, while at the same time is looking to the BIA to provide a broad range of services and complex programs.

Office of the Special Trustee

In 1996, the Office of the Special Trustee was established to oversee trust management reforms and to make the Department more effective in meeting its Indian trust responsibility. This office assists Interior bureaus and offices in implementing Indian trust reforms as required by the American Indian Trust Fund Reform Act of 1994.

Eliminating Indian trust management deficiencies continues to be one of the highest priorities for the Department. To evaluate Interior's progress and help us meet our expectations for improving trust management, the Department prepared a High Level Implementation Plan (HLIP) in March, 2000. The HLIP describes eleven subprojects for completing trust management improvements, and lays out the major steps that must be taken to reach the reform goals and objectives established in the plan.

Interior Bureaus

In addition to the work on resolving these decades old trust fund management issues, the Department's broad trust responsibility extends to all of Interior's bureaus and offices. Each bureau has special jurisdiction and expertise that helps Tribes in managing their various trust assets. The individual bureau Strategic Plans and Annual Performance Plans have goals or measures related to their work with Tribes. Representative goals and outcomes from bureau plans are included in the section below.

Office of Insular Affairs

The Department of the Interior has had a long relationship with the four U.S. territories and three affiliated, autonomous nations. The Secretary of the Interior has responsibilities to the islands that are mandated in law and through Presidential Executive Orders. These are carried out by the OIA. Four areas of responsibility are:

- providing insular areas with financial assistance for government operations and infrastructure development,

- providing technical assistance and advice to island governments,
- coordinating with other Federal agencies in providing services and developing policies, and
- representing the Administration's policies and positions in discussions with Congress and four territorial governments.

LONG-TERM OUTCOMES INTERIOR-WIDE

To meet our trust responsibilities to Indian Tribes and our commitments to island communities, the Department has established the following long-term goals. Interior's bureaus and offices each contribute to achieving these goals with outcomes and goals of their own.

Protect Indian Trust Assets — Trust assets are the fiscal resources maintained for Tribes and Indians, including land and heirship records; natural resources on nearly 56 million acres of trust lands, including forests, minerals, water, fisheries, and farmland; and the infrastructure including maintenance of roads, bridges, irrigation and power systems, and housing.

- Assist Indian and Alaska Natives in protecting and preserving their natural resources on Trust lands and shared off-reservation resources. (BIA)
- Ensure the Trust responsibility to protect and preserve Trust lands and trust resources. (BIA)
- Complete all projects in the High Level Implementation Plan for Indian Trust Assets. (OST)
- Provide economic and technical assistance, through contracts and agreements, to Tribes for management of Tribal minerals and cadastral surveys, and provide operational support (authorizing use and inspecting for compliance) for existing mineral leases issued by Tribes and the BIA. (BLM)
- Fulfill MMS's mineral revenue Indian Trust responsibilities (MMS)
- Repair, reclaim, and restore land and water that was degraded by past mining by providing technical assistance and funding to Tribal programs. (OSM)
- Increase opportunities for Tribes to develop, manage, and protect their water resources (BOR)
- Increase technical assistance to Tribes by providing training, technical assistance projects, cooperative agreements, and Tribal consultations. (FWS)

- Conserve natural and cultural resources through formal partnership programs with Tribes to protect historical and archaeological properties. (NPS)

Improve the Indian Quality of Life — This includes the full range of human services such as social service programs for children, families, the elderly, and the disabled; economic development programs and business loans; elementary and secondary education for more than 50,000 students, and post-secondary education through 25 Tribally controlled community colleges; and Tribal government support, law enforcement, judicial courts, and adult and juvenile detention facilities.

- Provide Tribes with the resources needed to foster strong and stable Tribal governments exercising authority as sovereign nations. (BIA)
- Provide quality education opportunities in accordance with Tribal needs for cultural and economic well-being in keeping with the wide diversity of Tribes and Alaska Natives as distinct cultural and governmental entities. (BIA)
- Provide quality investigative and police services and technical expertise to Tribes. (BIA)
- Strengthen Tribal communities through the development of self-sustaining economies and improved human and physical infrastructure. (BIA)
- Improve the fiscal integrity and internal controls in the areas of property management, procurement, and finance and improve processes for management and employee improvement. (BIA)

Improve Management of Island Communities — Provide financial and technical assistance to meet a variety of needs, including assistance for basic services like education, health care, and public safety, and help build critical infrastructure like wastewater systems, hospitals, and schools.

- Assist the islands in developing more efficient and effective government by providing financial and technical assistance. (OIA)
- Help manage Federal-island relations by promoting appropriate Federal policies. (OIA)

Long-Term Goal 5.1

Protect Indian Trust Assets

In this long-term goal we consider the fiscal and natural resource trust assets, the lands, waters, forests, minerals, and other resources that are vital to the economic and social interests of Tribes and their members. Interior's trust responsibility to Tribes is to ensure the protection, wise use, and management of these resources, and where necessary, their restoration. This goal also considers Interior's trust responsibility to effectively manage and accurately account for the fiscal trust assets of Indian Tribes and individual American Indians. The performance indicators for this goal are:

- 5.1.1 By the end of 2005, complete 80 percent of technical assistance (BLM) actions on Indian energy and mineral leases; and complete 50 technical assistance projects for increased Tribal opportunities to develop, manage, and protect their water resources.
- 5.1.2 By the end of FY 2005, facilitate the growth of trust income by processing 45,000 trust transactions for Tribal and individual Indian land owners; have all of BIA Regional Offices (12) using both the Trust Funds Accounting System (TFAS) to ensure accurate accounting, collection, investment, and disbursement of Tribal and individual Indian trust funds; and the Trust Asset and Accounting Management System (TAAMS) to ensure that land title ownership information is current and accurate and that income derived from these lands are properly collected and allocated.
- 5.1.3 By the end of FY 2005, complete 100 percent of the milestones of the 11 subprojects in the High Level Implementation Plan (Revised and Updated February 29, 2000)

As energy and mineral activities increase, BLM ensures that the required NEPA analysis related to oil and gas and mining exploration, development, and production have been completed, and conducts operational and

enforcement inspections. The BOR, along with other Interior bureaus, provides technical expertise and resources to the Departmental Indian water rights settlement program, and conducts studies or provides Tribes sufficient technical data to advance Tribal capabilities to construct, operate, and maintain their water systems. The program helps to promote Tribal economic self-sufficiency, provide opportunities for an increased standard of living, protect Tribal trust fishing resources, and contribute to the sustainability of ecosystems of particular concern to Tribes. Most technical assistance activities take two years to finish.

The Secretary of the Interior, through the OST, maintains approximately 1,400 accounts for 315 Tribal entities with assets in excess of \$2.6 billion. Each year, more than \$800 million pass through the Tribal trust funds system. The OST also maintains over 285,000 IIM trust fund accounts for individual Indians through which over \$300 million pass each year. The annual portion of implementing the trust asset management goal is completion of the appropriate milestones outlined in the HLIP. This is a coordinated effort shared by several bureaus and offices within the Department of the Interior.

Perspective and Outlook

The BIA and other Interior bureaus assist Tribes in protecting their natural resource trust assets for the benefit of the Tribes and their members. The Trust obligations for natural resources are and will continue to be a major responsibility for Interior. The outlook is for increased energy and mineral leasing on Tribal lands, particularly natural gas. Also, on-reservation water uses and needs can be expected to increase. However, the outlook is for Tribes to increasingly take on the tasks that are now supported by Interior bureaus through P.L.93-638 contracts and through sovereignty agreements.

The problems that beset trust management have developed over decades and are now being systematically addressed. Issues of locating and cleaning-up data and

record management, resolving probate backlogs, improving record-keeping systems, training, and internal controls are all projects in the HLIP administered by Interior. It will take some time to resolve all the trust management problems, but real progress is being demonstrated and Interior is on the verge of a major transformation in Indian trust fund management. The 10 current subprojects are as follows:

- OST Data Cleanup (Lead bureau: OST)
- BIA Data Cleanup and Management (BIA)
- Probate Backlog (OHA and BIA)
- BIA Appraisal Program (BIA)
- Trust Asset and Accounting Management System (TAAMS) (BIA)
- MMS System Reengineering (MMS)
- Records Management (OST)
- Policy and Procedures (Assistant Secretary - Indian Affairs)
- Training (OST)
- Internal Controls (OST)

Strategies

The strategies to achieve this goal include:

- **Government to Government** — Interior bureaus and offices will maintain government-to government relations with Tribes as they assist in carrying out the U. S. government’s Indian trust responsibili-

ty. This incorporates consultations as we develop and implement our policies and programs.

- **New Opportunities** — Increase awareness of opportunities to work with Interior bureaus and continue to assist interested Tribes with protecting, developing, and managing their mineral and water resources more effectively, and managing their Trust assets.
- **638 Contracting** — Provide opportunities for Tribes to undertake many of the assistance activities through P.L. 93-638 contracting and other agreements, and ensure quality control for contracted work.
- **Set Priorities** — Address the most critical areas of concern for dam repair, mineral development assistance, and water development. For trust asset management, the priorities are set out as milestones in the HLIP.

Key Factors Affecting Goal Achievement

There are a number of key factors that affect the successful achievement of these goals:

- Natural events such as floods, droughts, earthquakes, and fires impact our ability to effect repairs to dams, and manage clean water supplies to meet power, irrigation, municipal and industrial, Tribal and environmental needs.

Interior is considering common outcomes and measures that may be shared by two or more bureaus.

Provide Accurate, Reliable Trust Asset Services

The trust asset responsibility, though coordinated through OST, is a shared responsibility for BIA, other Departmental offices, and the Treasury Department. Some common goals could support this outcome.

Protect Natural Resource Trust Assets

Each Interior bureau brings its own mission and expertise to assisting Tribes. The activities of each bureau are different but there is a common outcome. It may be possible to develop common goals

Assist Tribes in Developing Natural Resources for Economic Growth and Environmental Protection

Several bureaus, including BLM, BIA, BOR, and USGS assist Tribes in both developing and protecting natural resources, and could share common goals.

- Legal, social, and economic factors can affect the pace, location, and mitigation requirements for Tribal mineral activities and demand for water.
- Completion of milestones in the HLIP is predicated on the coordinated efforts of DOI offices and bureaus and on continued funding by Congress.
- The availability of funding is essential to maintaining levels of service to Tribes and fulfilling trust responsibilities. For supporting mineral activities, current funding levels only allow BLM to meet about 80 percent of projected needs.

Crosscutting Relationships to Other Bureaus and Agencies

All Interior bureaus share in providing assistance related to Interior's trust responsibility for protecting the natural resources of Tribes. Trust asset management is broadly shared in the Department, with BIA, and with the Treasury Department.

Program Evaluations and Performance Improvements

Several actions affect the performance under this goal:

- BOR's Native American Affairs Office and regional managers meet regularly to evaluate technical assistance and other program accomplishments and to consider changes in program implementation to improve performance.
- BLM is preparing a comprehensive inventory of orphan and inactive wells on Indian lands.
- Implementation of the HLIP is being supervised by the U.S. District Court for the District of Columbia.

Long-Term Goal 5.2

Improve Indian Quality of Life

Interior provides a broad range of services to Tribes and Indians. Our objective is to continually improve the lives of Indians by improving their capacity to provide services themselves, or to deliver services to them. The performance indicators for this long-term goal relate to housing, road repair, welfare programs, and education.

Due to ineligibility for outside housing programs and limited funding within the BIA, there is a substantial amount of substandard housing in Indian Country. The Housing Improvement Program (HIP) provides housing — which may include construction of new modest housing — or repair and renovation work to existing housing. Roads are maintained to a condition that provides safe and adequate transportation to and within Indian reservations, Indian lands, and Native American communities. Road Maintenance program funds are utilized to address road deficiencies, conduct routine and preventive maintenance activities including smoothing roadway surfaces, cleaning ditches, removing snow and ice, filling potholes and repairing pavements. Tribes can operate their own welfare systems. The BIA is working closely with Tribes to expand the number of redesigned comprehensive Welfare to Work plans.

It is Interior's objective to provide quality education opportunities from early childhood through life, in accord with the Tribal needs for cultural and economic well being. The education goals address the intent of Executive Order #13096 for American Indian and Alaska Native Education to improve the academic performance of American Indian and Alaska Native students.

Performance indicators for this long-term goal are:

5.2.1 By FY 2005, 4,775 housing applicants will receive repair and replacement work on homes, 22,200 (cumulative) miles of existing BIA system roads will be maintained, and 100 Tribes will operate comprehensive welfare plans, and construction will be completed on 26 BIA-owned dams (cumulative total).

5.2.2 By FY 2005, to improve the quality of education, 100 percent of schools will be accredited, 67 percent of students will be proficient in Math and 65 percent of students will be proficient in Language Arts, and 7,826 new/replacement computers (cumulative) will be provided for classroom use.

The annual performance goals are the incremental portions of achieving the long-term goals. As the BIA addresses housing replacement, the rate of annual replacement will vary with the scope of the needs based on condition of houses. For roads, BIA plans to annually increase the road mileage maintained. Of these roads, 6,200 are paved miles and 17,800 are unpaved miles. The education goals rely on continuous improvement in the quality of education and the skills provided to the students in relation to Tribal and cultural needs.

Perspective and Outlook

The BIA has a considerable workload: 30,179 eligible housing applicants with homes in need of repair work or replacement, responsibility for the maintenance of 24,000 miles of BIA system roads, and social and human services assistance. The BIA also operates a school system serving over 50,000 primary and secondary school children. Federally-mandated content and performance standards instituted within schools across the country will challenge schools by reforming the current education process. With respect to dams, BIA currently has about 100 dams requiring rehabilitation and repair to alleviate risks to the population and surrounding environment, and to protect the trust resources that rely on the dam structure and operation.

Already, \$9 out of \$10 of BIA operations funding is spent on Indian reservations. To meet the challenges of growing populations and increasing needs, and to foster self determination, the Department continues to encourage Tribes to administer their own programs through self-governance agreements and contracts. Tribes themselves are leading the way to bring business and

economic opportunities to their communities. Another positive sign is the implementation of the Educate America Act and the Improving America's Schools Act of 1994, which have enhanced BIA reform efforts. Bureau schools are the only "State" in the union where all schools have developed School Reform Plans.

Strategies

The following strategies will be employed to achieve this goal:

- **Meeting Standards** — Schools operated by BIA or Tribes have to meet standards. The implementation of the Educate America Act and the Improving America's Schools Act of 1994 have enhanced BIA education reform efforts. Standards are established by Regional accreditation associations or state departments of education.
- **Planning at the School Level** — School reform plans address student achievement, behavioral goals, parental involvement goals, and staff development. Federally-mandated content and performance standards continue to promote these reforms.
- **Set Priorities** — For housing replacement, BIA will use eligibility assessments to deal with the most critical needs first.
- **Flexibility** — Under the authority of PL. 93-638, Tribes have the authority to redesign their human services programs to comply with the Welfare-to-Work reforms. BIA has proposed regulations to provide Tribes greater flexibility program design.

Key Factors Affecting Goal Achievement

Although 12 Tribes have managed to redesign their programs in compliance with Welfare-to-Work reforms, the inflexibility of regulations governing Social Services makes redesign difficult. The BIA has proposed regulations in the approval process that will provide the flexibility to allow Tribes to successfully redesign their programs with little difficulty. For the education goals, the challenges facing the BIA include providing adequate facilities, and attracting well qualified educators, counselors, and teachers to live and work on remote Indian reservations.

Crosscutting Relationships to Other Bureaus and Agencies

In carrying out the housing goal, BIA works with the Department of Housing and Urban Development. For the welfare goal, BIA works with state and county governments to provide social services and welfare reform improvements. Road maintenance is part the Indian Reservation Roads program jointly administered by the BIA and the Federal Highway Administration with 24,000 miles out of 49,000 miles of roads covered by the BIA.

New Directions and Outcomes

The outcomes of this long-term goal are all carried out for Interior by the BIA. Rather than seeking common Interior goals, BIA can consider crosscutting goals with other agencies.

Program Evaluations and Performance Improvements

An internal review of BIA's HIP distribution methodology revealed that new housing was not always need-based. A new distribution methodology was developed to focus housing eligibility based on need. Representative upcoming reviews that pertain to Indian Quality of Life goals include:

- Assessment of effectiveness of Presidential initiative on law enforcement in Indian country (Annual Performance Evaluation)
- Assessment of P.L. 102-477 grantee operations (triennial program and on-site reviews of each grantee)
- Assessment of administration of welfare reform (quarterly program evaluation)
- Assessment of effectiveness of the alcohol and substance abuse prevention program (annual program evaluation)
- Assessment of program requirements and conditions under school construction contracts/grants (annual review)
- Assessment of quality of educational programs and services, leadership, technical assistance and administrative services (annual program reviews)
- Assessment of effectiveness of the road maintenance program (biannual review of each of 12 regional programs)

Long-Term Goal 5.3

Improve Management of Island Communities

Through the Office of Insular Affairs (OIA), Interior helps island governments improve their governmental operations to deliver more, better, and more cost effective programs and services to their people. The OIA helps the insular governments by providing financial and technical assistance. OIA financial assistance is provided in the form of an operations grant to American Samoa and capital improvement (construction) grants.

OIA also helps improve governmental services is through technical assistance programs. One measure of good management by the insular governments is having sound financial management practices. Proper financial management is essential to economic development goals and protection of taxpayer dollars. One program that supports this goal emphasizes financial management improvements. OIA also assists by monitoring new capital improvement projects to ensure that funds are being released to complete them. A more general technical assistance program provides grant funding or Federal expertise to help the insular governments improve health care, education, public safety, data collection and analysis, and economic development.

5.3.1 By FY 2005, all insular governments will be implementing long-term plans to improve financial management.

Perspective and Outlook

From a policy perspective, the long-term goal of the Department is to improve the relationships with the insular governments. However, today Interior is working to ensure that basic necessities are met: for example, that people in the Republic of Marshall Islands have clean drinking water and electric power, and that residents of American Samoa find adequate health care and modern facilities. Our goals today are to help island governments help themselves more effectively and efficiently, promote economic self-sufficiency, and do this while honoring the rich history and unique culture of each insular area.

Strategies

- **Provide Technical Assistance** — OIA, in conjunction with the USDA Graduate School has assembled a team of experts with significant experience with Federal government, auditing, and island financial systems and practices.
- **Create Incentives** — While OIA cannot force island governments to develop financial plans, it can offer expertise and other incentives to encourage them.
- **Measure Success** — Use management systems to track project starts, permitting, contracting, and completions. OIA will monitor how effectively and timely insular governments use grant funding to complete projects.

Key Factors Affecting Goal Achievement

While Interior, through OIA, is committed to improving the management capabilities of the island governments, the governments themselves are primarily responsible for project undertakings and sound management. OIA's clients are independent nations and United States territories with their own elected governments and we are limited to providing assistance through grants and offering technical expertise. Island governments have the responsibility to institutionalize improvements and assistance that can be challenging because of limited fiscal resources and poor management controls. It has been difficult to develop realistic outcome measures to gauge the annual success of island governments.

Crosscutting Relationships to Other Bureaus and Agencies

In performing its mission and achieving its goals, OIA works with virtually every Federal agency. Major partners include the Departments of State, Defense, Justice, Agriculture, Commerce, the EPA, Army Corps of Engineers, Bureau of the Census, and USDA Graduate School.

Program Evaluations and Performance Improvements

Program reviews by the Interior OIG and the GAO have noted deficiencies in management controls and financial controls in island governments. These are precisely the issues OIA is working to resolve through performance measures. However, Interior has limited authority and cannot mandate the improvements OIA is trying to have implemented by the island governments.

Section IV

Managing for Excellence and Accountability

KEY RESULTS

To meet our objective of managing for excellence and accountability, the Department will achieve the results shown in the table below.

Long-Term Goal	DOI Performance Indicator
Lead People to Succeed	<ul style="list-style-type: none"> • Increase diversity of workforce • Develop workforce planning process • Add new training and development programs
Provide the Services and Technology to Manage	<ul style="list-style-type: none"> • Increase proportion of purchase card transactions • Increase museum objects inventoried • Implement information technology architecture strategy • Implement E-government strategy
Ensure Financial and Managerial Accountability	<ul style="list-style-type: none"> • Increase the number of unqualified (clean) audit opinions • Resolve material weaknesses and management risks
Provide Safe and High Quality Places of Work	<ul style="list-style-type: none"> • Institute capital improvements and improve facilities maintenance • Complete of environmental audits

IMPROVING INTERIOR'S MANAGEMENT PRACTICES

Interior has taken great strides in recent years toward becoming a more mission-focused, efficient organization. Through the efforts of a dedicated workforce, we have continued to provide high-quality goods and services to the American public. We follow these simple guidelines:

- **We Are Committed to Providing Excellent Service to Our Customers, Partners, and Stakeholders.** We are involving our customers in our decision making process. We are asking for and listening to opinions and ideas, and taking action to address concerns. Interior seeks to improve its understanding of the expectations of various customer groups.
- **We are leveraging our resources by developing partnerships with other Federal agencies, state and local governments, private sector groups, and regional associations.** To get the greatest results from our efforts we must build closer relationships with our partners. We are moving toward a "seamless" Department by eliminating bureaucratic divisions and barriers.
- **We are committed to working smarter to get the job done more efficiently.** We are striving to become an organization clearly focused on providing better service through smarter, smaller, and more cost-efficient operations.

KEY ISSUES

Departmental offices play a key role by providing leadership, policy guidance, coordination, and support services crucial for the bureaus to meet their goals and fulfill their missions. Departmental management guides and coordinates all of the Department's administrative support activities, such as finance, information resources, procurement and acquisition, strategic planning, human resources, facilities management, and budgeting. Support functions and services play a vital role in helping us meet our goals. Departmental offices coordinate this support across the bureaus to fulfill Interior's mission effectively.

With demand for Interior's services increasing we recognize that all aspects of our operations must become more efficient. The GAO and Department's Office of Inspector General have identified management problems that could adversely impact the Department's ability to fulfill its mission. In addition to the programmatic goals set by the bureaus, the Department has identified the following key management strategies as critical to meeting our goals. More detailed supporting documents are being developed for many of the management areas in Interior including human resources, worker safety, diversity, information technology, financial management, procurement and property management. Interior's bureaus are addressing specific management problems in the bureau specific strategic plans.

Managing for Excellence and Accountability

Long Term Goal: Lead People to Succeed

Indicator

Increase in workforce diversity.

Target

By the end of FY 2005, diversity of the DOI workforce should increase by at least 7.1 percent from the FY 1997 base.

Strategies

DOI has been concentrating on increasing the diversity of the applicant pool to include members of under-represented groups. Progress is made by increasing the awareness of diversity issues, by improving targeted recruitment, and by improving the quality of work life to reduce pre-retirement separations. Bureaus have developed their individual plans for identifying and eliminating specific barriers to hiring and retention and an automated system has been developed to track applicant diversity. Close analysis of workforce trends is employed to identify problems in the job application and selection process, in movement between series, in career development and promotion. Trends involving employee retention, awards, voluntary separation, and retirement are also closely monitored. Finally, managers are held accountable through close monitoring and feedback from top management, along with appropriate awards and sanctions, thereby ensuring that diversity is an important DOI goal, rather than just a reporting requirement.

Key Factors Affecting Goal Achievement

The Civilian Labor Force is based on the people actually employed in the specific occupations, who are equally available to any employer. However, the number that choose a career in government is affected by the impact of the economy on private sector salaries. The historical hiring practices within DOI have caused differential rates of retirement eligibility, which affects the number of vacancies opened through retirement and the number of diverse employees whose separation has to be replaced before net progress can be made. Much like retirement eligibility, internal management practices affect the voluntary turnover rate.

Crosscutting Relationships

The management review practice requires systematic reporting with consistent measures and definitions. Recruitment can be greatly enhanced with cooperation among bureaus. Some policy issues require Department-level work with OPM, such as diversity requirements for certificates prepared by OPM, the use of student hiring authorities outside specific occupations, the use of awards for use of a second language in occupations outside law enforcement, etc. Similarly, it is most efficient to develop automated applicant tracking systems on a Departmental level.

Program Evaluations and Performance Improvements

The goal of improving diversity has remained stable, but the emphasis is expanding beyond race, national origin and gender issues to include more emphasis on the employment of people with disabilities and work life improvement issues, including issues affecting gay and lesbian employees.

Managing for Excellence and Accountability

Long Term Goal: Lead People to Succeed

Indicator

Integration of workforce planning with Interior's strategic mission planning and budget processes.

Target

By the end of FY 2005, the Department will develop and implement a comprehensive workforce planning process.

Strategies

The primary strategies to ensure workforce planning principles and methodology are integrated with the budget and the planning processes include:

- **Develop workforce planning policy guidance** — A Department-led workgroup, consisting of bureau and office representatives will develop and recommend workforce planning policy guidance. Bureaus and offices will be expected to follow this guidance when implementing workforce planning in their organizations.
- **Market Interior's workforce planning guide** — The Department will publicize and market the workforce planning guide, *"Right People, Right Place, Right Time: A Guide to Workforce Planning in the Department of the Interior."* The guide will be one source document for bureaus and offices to use in implementing workforce planning.
- **Develop and implement workforce planning training** — A Department-led workgroup will develop strategies for training managers and appropriate staff in workforce planning. Workforce planning training will also be incorporated into curricula for training supervisors.
- **Incorporate workforce planning results in the budget process** — Organizations will ensure a cohesive strategy that combines budget, program performance, and staffing priorities to support the Department's missions. Budget projections will include funding requirements for recruitment, training, development, retention bonuses, and other human resources management programs needed to implement workforce plans.

Specific milestones toward achieving our workforce planning goals will be established through our annual performance plans.

Key Factors Affecting Goal Attainment

- New Congressional or Office of Personnel Management mandates that change planned strategies.
- Adequate resources for accomplishing training.

Crosscutting Relationships

The Department's Office of Personnel Policy will develop enabling guidance, provide a model suitable for use by bureaus to perform workforce planning, and coordinate the training initiative with the DOI University.

Program Evaluations and Performance Improvements

When these program initiatives are completed, Interior managers will be knowledgeable of workforce planning methodology and equipped to develop workforce plans for use in their strategic planning and budget processes. Various strategies will be used to evaluate accomplishment of the targeted initiatives and the effectiveness of the strategies, such as:

- Establishing deadlines and monitoring accomplishment of strategies
- Assessing effectiveness of marketing effort
- Assessing implementation and effectiveness of training programs
- Reviewing Bureaus' implementation of workforce planning methodology
- Reviewing annual strategic plans and budget submissions for inclusion of workforce planning considerations

Managing for Excellence and Accountability

Long Term Goal: Lead People to Succeed

Indicator

New training and development programs.

Target

By the end of FY-2005, develop and implement new training and development programs that support the Department's program needs, and devote an appropriate percentage of payroll costs to employee training and development. [An appropriate quantifiable target will be established in FY 2001.]

Strategies

In order to meet our mission responsibilities, it is vital that we have an effective, well-trained work force: the right people with the right skills in the right places. As we work toward this end, we will concentrate on further developing and implementing effective training and development programs that emphasize life-long learning to help keep pace with changing needs, foster career management among our employees, and enhance the Department's human resources management skills. Examples include the following:

- **Develop strategies to train supervisors** — Develop DOI policy guidance requiring supervisory training for all probationary supervisors, non-probationary supervisors who have not received training, and refresher training for all other supervisors. Design training curricula to provide technical and leadership competencies. Explore and implement delivery methodology to help satisfy the mandatory supervisory training requirement.
- **Develop a career management approach for Human Resource (HR) professionals** — Develop and implement a competency-based career management model for HR employees. This model should provide a standard path for enhancing personal and professional growth; facilitate developing a highly skilled and professional workforce; and provide a structure for training and developing the HR professional workforce from entry to top management levels.

Specific milestones toward achieving our training goals will be established through our annual performance plans.

Key Factors Affecting Goal Attainment

- Availability of resources will affect implementation and attainment of training goals.
- Training goals may also be affected by the identification of new training needs.

Crosscutting Relationships

The Department's Office of Personnel Policy develops the policy and provides the framework for the training programs. Bureau/Office training organizations and the DOI University will implement, manage and operate training events as appropriate.

Program Evaluations and Performance Improvements

Various strategies will be used to evaluate the implementation and effectiveness of program initiatives and human resources management improvements, such as:

- Reviewing Bureaus' implementation reports
- Analyzing training completion data
- Assessing resources for training events
- Analyzing customer satisfaction and customer service feedback
- Reviewing of employee morale survey data
- Reviewing HR employees' critiques
- Assessing complaints and grievance data
- Analyzing organizational productivity reports

Managing for Excellence and Accountability

Long-Term Goal: Provide the Services and Technology to Manage

Indicator

Amount of purchase card transactions.

Target

By the end of FY 2005, Interior will increase the proportion of purchase orders transacted through the charge card program to 92 percent of eligible transactions (\$350 million).

Strategies

Interior's strong growth performance in the use of charge cards, particularly by program offices for buys under \$2,500 ("micropurchase" buys), is part of our effort to replace more costly and less efficient paper purchase orders. To continue growth in the use of charge cards versus paper orders, the Department will encourage the bureau procurement managers to:

- reduce or eliminate paper purchase orders below the micropurchase level and,
- require that purchasing offices transact micropurchases unless special circumstances are present requiring the work of a purchasing agent.

In FY1999 the value of card purchases totaled \$312 million; available data indicates that the program is on track in FY 2000 to achieve a goal of \$333 million. We expect to expend approximately \$342 million (91 percent of eligible transactions) through the card in FY2001 and to continue our growth to more than \$350 million (92 percent of eligible transactions) in FY 2005.

Rebates from the card program will be approximately \$4 million in FY 2000. As a result of appropriations language requested by Interior, these funds will be retained for use on Department-wide management improvement initiatives such as the Financial Management Systems Migration Project, the IT infrastructure project, and efforts to improve the Department's diversity. The rebates will also support central administrative functions directly supporting the card program such as maintaining electronic interfaces between bank systems and Departmental finance systems.

To meet our goals for growth in this program, we will take the following actions:

- Continue to identify areas where use of the card will streamline processes. We will work with our vendor bank to encourage utility companies which do not currently accept charge cards to accept the card for payments.
- Train managers and cardholders to use the Electronic Account Government Ledger System (EAGLS), our vendor bank's online account management program. Increased use of this system will improve accountability and management controls.
- Work closely with the Office of the Inspector General through use of EAGLS and on-site reviews to minimize the fraud and abuse and increase efficiency.

Key Factors Affecting Goal Achievement

In order to continue our progress in using purchase cards, our bureaus must demonstrate willingness and ability to move more micropurchase buying activity out of procurement offices and into program offices. In addition, program offices must show a willingness to give up services by the purchasing agents, and our purchasing managers and staffs must adjust workload and resources accordingly.

Crosscutting Relationships

This initiative has a major impact on the bureau finance operations. Our efficiency is improving through the use of daily automated invoices from the vendor bank instead of matching thousands individual invoices to purchase orders and receiving reports. We will coordinate with Departmental and bureau finance managers to ensure continuing support for the initiative. Coordination with the two labor unions holding national consultation rights with the Department continues to be an important part of our related policy initiatives.

**Program Evaluations and Performance
Improvements**

We will evaluate our program to improve management controls in partnership with the Office of the Inspector General. As a part of our ongoing reviews of the purchase card program, we will review charge card transactions as a percentage of total simplified acquisitions, as a percentage of dollars spent via purchase cards versus total simplified acquisition, and as a percentage of transactions under \$2500 made by charge card.

Indicator

Inventory cultural and natural museum objects to increase their accessibility for use in supporting resource management, interpretation, and research.

Target

By the end of FY 2005, accurately inventory a cumulative total of 55 million museum objects.

Strategies

Interior is responsible for over 113 million museum property items (69 million objects and 44 million documents), a collection that is second in size only to that managed by the Smithsonian Institution. Our efforts to inventory the backlog of undocumented collections are reflected in these strategies:

- **Focus Reporting Requirements** — Annual reports track inventory progress and resource commitments. A FY1998 baseline identified 36.4 million objects having accurate inventory documentation.
- **Implement New Systems** — All bureaus are implementing new collections management software to improve the efficiency of inventory data entry and management. We increase accountability for the collections as inventories are completed, and the objects become available to support our resource management, research, interpretation, and exhibition programs at public contact points throughout the country.
- **Increase Training** — A newly organized Branch of Museum Services is presenting revised Department-wide training for bureau curatorial staff.
- **Improve Access to Technical Assistance** — A new central web site was established as a central clearinghouse on policies, standards, training and technical assistance.
- **Sponsor National Conferences** — Biennial national conferences on Partnership Opportunities for Federally Associated Collections provide a forum for exchanging best practices among Federal agencies and non-federal institutions with which we partner to inventory and manage our collections.

Key Factors Affecting Goal Achievement

Changes in public access to information (such as the internet) and dynamic experiential programming in private museums and theme parks have increased public expectations regarding agency accountability for and public access to Federal museum collections. Related trends include the following factors:

- **Increasing Requests for Access to Collections** — Both internal and external customers are increasingly aware of the value of collections and associated data for resource management, planning, research, recreation, and public education.
- **Rising Professional Standards** — Newly available professional supplies and equipment, and evolution of professional standards, have increased the costs of ensuring that collections are fully documented and prepared for stable long-term maintenance.
- **Increasing Reporting Requirements** — New accounting standards require agencies to provide supplemental stewardship information with their reports on financial accountability. These reporting requirements help us track the status of our collections inventory and the condition of our collections.
- **Funding Constraints** — Funds needed for specialized curatorial staff and for partnerships with 700 non-federal institutions that house our collections are limited.

Crosscutting Relationships

This initiative involves all Interior bureaus and offices with museum collections, and requires coordination among Departmental and bureau property managers, discipline specialists (e.g., archeologists, historians, and natural scientists), and finance managers to ensure that inventories are accurately completed and reported. Partnerships with other agencies and non-federal institutions are used to develop and encourage the use of best practices.

Program Evaluations and Performance Improvements

The Department collects data annually through Bureau Museum Property Management Summary Reports. These reports measure the success of our bureaus in using cross-discipline coordination to meet inventory targets.

Indicator

Efficient and effective delivery of Interior’s mission-related products and services enabled by an integrated, robust, and secure information architecture.

Target

By the end of FY 2005, provide an integrated information architecture process and structure that directly supports the Department’s mission and business information management requirements. Our progress will be determined by comparison to level 3 of the Carnegie-Mellon Capability Maturity Model, as adapted for Interior IT Programs.

Interior’s bureaus and offices have a wide variety of mission responsibilities and organizational structures. In many cases, information systems and automated support for these different programs and organizations have been developed in response to specific needs, without an overarching structure or plan. As a result, Interior has a multiplicity of unconnected information systems on a variety of technical platforms. As business needs have changed, the cost of maintaining these disparate systems has increased since several systems and multiple interfaces are involved that require considerable research and reprogramming. The Clinger Cohen Act of 1996 requires each Agency Chief Information Officer to develop and implement an Enterprise Information Architecture (EIA) plan. The goal of the EIA plan is to evolve the Department’s various information systems and technical infrastructures to a more unified overall structure that is more responsive, accessible, affordable, and easier to maintain. As the EIA plan is implemented, our information systems will provide better support for the business activities of the Department, afford more flexibility and adaptability to changing needs.

Strategies

Development and implementation of an information architecture is a massive task, and any effective strategy requires an iterative approach. Information architecture encompasses both a process and a set of products, functioning together. Thus, our strategy addresses development of both.

- **Process** — The Interior Information Architecture (IIA) process is being developed with a Department-wide perspective by the Interior Architecture Working Group. This group has participation by program staff and information technology professionals from all bureaus and offices. The key task in this effort is a comparative analysis of bureau information architecture programs. The analysis will identify common requirements and solutions, and areas needing better coordination. The long range goal is to put in place governance processes for (1) continual evaluation and appropriate updating of the desired architecture, and (2) ensuring that development projects conform to the architecture.
- **Products** — Architectural products are being defined and refined as Information Architecture “service areas.” These service areas, established within the Interior Architecture Project in FY2000, represent sections of the Information Architecture. The successful implementation of these service areas enables Interior to develop reusable, consistent, and sharable components such as standards, guidelines, procedures, data storage facilities, application code, maintenance services, delivery portals, and information. The service areas are mainly defined and refined by focused business programs, and are represented by specific workgroups. These service areas include Data Resource Management, Messaging, Security, and Telecommunications.

Key Factors Affecting Goal Achievement

- Establishing and maintaining top-level management's understanding of the long-term benefits of information sharing will significantly determine the success of this effort. By its very nature, the architecture will require Interior to continue development and implementation into FY 2005. This development will include establishing or updating Information Architectures within the bureaus and offices, and establishing suitable consistency between individual and Departmental architectures. The IIA is dependent on the success of the bureaus. Developing this type of information is commonly seen as "someone else's problem." This relates to the decentralized manner of management within Interior. The architectural effort will, over time, have profound impacts on the ways the Departmental bureaus and offices conduct their business. Thus, management commitment to supporting the architecture effort is vital.
- Products developed by the service area groups will be dependent upon changes in technology, regulations and laws.
- Actual implementation of the decisions made and architectural designs created will be dependent upon sufficient funding at both the bureau and Department levels.

Finally, creating and maintaining the IIA is an iterative process. Each pass through the process will reveal more detail and more opportunities for improvement.

Crosscutting Relationships

Progress in developing a mature information architecture will be measured continuously against the Carnegie Mellon Capability Maturity Model (CMM), as adapted for DOI programs. CMM is a widely recognized industry standard measurement tool. It is divided into five levels of maturity, each listing a set of characteristics and key practices an organization needs to achieve in order to be considered "Maturity Level 1, 2," etc. Characteristics of Level 3 achievement include: an explicit linkage to the business mission; full management support; a well-defined, documented, and communicated process, a controlled-change management process, and an effective linkage between information technology and procurement.

Program Evaluations and Performance Improvements

The GAO has issued several reports that concern risks in Interior land management systems and costs of telecommunications management. One report also critically judged the lack of an Interior information architecture plan and the impact that this could have on the Department's ability to deliver on promised Indian trust management improvements. In the former case, reevaluation of the land management information system under development at the time (the ALMRS system) led to its discontinuation and plans for entirely restructuring the approach to planning and acquiring land management systems. In the latter case, Interior has targeted completion of a computer and business systems architecture plan for trust management for 2001.

Indicator

Provide electronic access to Interior's services.

Target

By the end of FY 2003, provide on-line processing for appropriate Interior services.

Interior delivers a wide range of information, services and products to its customers using paper-based forms as well as fax, telephone and person-to-person interactions. Increasingly, the Department is also using electronic mechanisms to interact with its customers, stakeholders, and partners. Since the latest estimates show that about 70 percent of U.S. citizens frequently use the internet and that their expectations for service are changing based upon Internet transactions, it is clear that government must move more of its services and information on-line. Several recent Presidential directives require agencies to create "one-stop shopping" access to information, and provide better, more efficient services through enhanced, strategic use of the internet. In addition, the Government Paperwork Elimination Act (GPEA), passed in October 1998, directs Federal agencies to provide public access to government services and documents by 2003 and give the public the option of submitting government forms electronically.

Strategies

In order to meet the DOI goal of providing appropriate transactional services of the Department on-line by October 2003, the following actions will be taken:

- **Inventory Transactional Services** — DOI will complete an inventory of existing transactional services within the Department by the end of calendar year 2000. The inventory will identify transactional services that are currently web-based and those that should be placed online. Transactional services may include electronic commerce services as well as customer services offered by Interior's bureaus

and offices (for example, on-line campground reservations and on-line wild horse adoptions). We will also work to offer customers on-line forms that will enable them to apply for permits and grants. On-line job application and volunteer opportunities will also be considered as part of the transactional services inventory.

- **Develop an Action Plan** — After the inventory is completed, DOI will develop an action plan by the end of calendar year 2001 outlining steps needed to place Interior transactional services online. The plan will address the following:

- *Barriers to Electronic Government.* DOI will identify the hardware or software requirements that will be needed to achieve our goals (i.e., electronic signatures, security controls, authentication tools, etc.). These requirements will be factored into the Department's information architecture project. DOI will analyze and address any additional barriers to achieving our goals such as individualized business practices among our bureaus and lack of integrated information architectures that pose barriers to achieving our target. Business process owners must collaborate with Departmental and Bureau-level architecture initiatives to identify processes that can be realistically delivered. Once these common approaches are identified, enabling information technology (IT) methods can be used to help achieve our targets. Ultimately, the electronic services will constitute a significant portion of Interior's information architecture.

- *Training and Human Resource Requirements.* Training needs and human resources skills needed to achieve our targets will be identified as part of the action plan.

— *Security and Privacy*. Effective privacy safeguards will be built into transactional web sites to ensure that user privacy is preserved and protected. In addition, DOI will develop security measures that balance the need for public access with protection of data integrity. These security measures will protect citizens in conducting transactions with us.

Key Factors Affecting Goal Achievement

At present Interior has no additional funding to meet the Administration's electronic government goals, and specifically the October 2003 target. Assessment of information technology hardware and software and human resource and training needs may conclude that additional resources are required to meet our targets. DOI ability to fully meet our targets may be affected by resource constraints.

Crosscutting Relationships

To achieve the goal, DOI will form an intra-departmental team with representatives from the Office of Information Resources Management, the Office of Planning and Performance Management, Interior bureaus, and the National Business Center. Additionally, we will work closely with inter-departmental groups such as the Electronic Commerce Working Group, the General Services Administration, and the Council for Excellence in Government to ensure that our progress and activities are consistent with government-wide electronic government goals and initiatives.

Program Evaluation and Performance Improvements

Electronic government is receiving increasing attention, and as a result, many groups are monitoring the government's performance. For instance, the Senate Governmental Affairs Committee is conducting a review and inventory of on-line Federal services. In addition to the in-house reviews and monitoring that we will conduct as we implement this initiative, we anticipate working with a variety of Congressional, private, and non-profit groups to continuously review and improve our electronic services.

Long-Term Goal: Ensure Financial and Managerial Accountability

Indicator

Number of unqualified (clean) audit opinions on Department consolidated and bureau-level audited financial reports.

Target

By the end of FY 2000 and every year thereafter, obtain unqualified (clean) audit opinions on 100 percent of all annual financial statements (for all eight bureaus, the Departmental Offices, and the Department's consolidated financial reports). This will represent an increase from the 90 percent level actually achieved with the FY 1997 financial statements (as accomplished in FY 1999). By the end of FY 2005, obtain clean opinions on the Internal Control and Compliance with Laws and Regulations opinions for all eight bureaus, the Departmental Offices, and the Department.

Strategies

- Increase analysis of interim data including preparation of quarterly financial statements to assist in the analysis of financial information throughout the year.
- Improve technical tools including adoption of Department-wide financial data consolidation software to ensure that the same data is used for bureau financial reports, consolidated Department reports, and FACTS I and FACTS II reporting to Treasury.

Key Factors Affecting Goal Achievement

- **Increasing Requirements for Audited Budgetary Data** — The Statement of Budgetary Resources and Statement of Financing are now included in the audited financial statements and FACTS II reporting requirements.
- **Staffing and Funding Constraints of the Mid-1990's** — The Department established a goal to reduce Finance Staffs by 25 percent. Due to attrition early buy-outs and other factors, Finance Staffs have been reduced by 35 percent, in spite of increased accounting and financial workloads.

Crosscutting Relationships

To achieve unqualified opinions at both the bureau and Department levels requires a substantial amount of cooperation and collaboration among bureau and Department finance and budget personnel and OIG personnel (e.g. elimination entries, timely consistent responses to auditor's requests, budget execution reporting, etc).

Program Evaluations and Performance Improvements

Not applicable as the target has been static and we expect it to remain static.

Long-Term Goal: Ensure Financial and Managerial Accountability

Indicator

Resolution of material weaknesses and reduction of management risks (audit recommendations).

Target

By the end of FY 2005, the Department intends to complete 100 percent of all planned corrective actions for material weaknesses by the original target date (versus 60 percent actual achieved in FY 1999). Additionally, the Department plans to implement 90 percent of all OIG and GAO audit recommendations within one-year of referral (versus 70 percent actually achieved in FY 1999.)

Strategies

The timely completion of material weakness corrective actions, and timely implementation of OIG and GAO audit recommendations, are essential to improving the efficiency and effectiveness of the Department's programs and operations, and for achieving fiscal, accountability, and integrity goals. Interior is currently overseeing the correction of 17 programmatic and operational material weaknesses, and 16 financial management material weaknesses identified during the audited financial statement process. In addition, approximately 100 OIG and 20 GAO final audit reports involving over 450 recommendations are being tracked.

To achieve the desired targets, Interior will employ the following strategies:

- **Implement a New Tracking System** — The Office of Financial Management will complete implementation of an off-the-shelf software product with improved functionality and ad-hoc report capabilities. The new tracking system will enable the Department to consolidate tracking of material weaknesses (both programmatic and financial management), and OIG, GAO and Single Audit recommendations, and provide for direct bureau updates on the status of corrective action and implementation activities.

- **Increase Progress Monitoring** — The Department will institute a formalized quarterly progress monitoring program with bureaus and offices to support the oversight performed by the Management Control and Audit Follow-up Council, and improve and expand progress reporting and oversight during monthly Interior Management Council meetings.
- **Facilitate Mutual Agreements on Audit Recommendations** — The Department will initiate appropriate actions to facilitate mutual agreements on audit recommendations and corrective actions between OIG and GAO auditors and bureau and office management before final audit reports are issued. This action should substantially reduce the number of audit recommendations referred to the Department for final resolution, and promote more timely implementation of audit recommendations.

Key Factors Affecting Goal Achievement

Any significant changes or deviations in the following factors could adversely impact timely goal achievement.

- Consistency in policy direction imbedded in pending material weakness corrective plans;
- Consistency in resources allocated to material weakness corrective action plans, and Departmental oversight and validation; and,
- Consistency in the volume of reported material weaknesses and audit recommendations referred.

Crosscutting Relationships

The achievement of these goals involves all Department bureaus and offices. It requires coordination, information sharing, and cooperation between bureau and office management, auditors, management control coordinators, and audit liaison officials in reporting material weaknesses, designing and pursuing corrective actions, providing timely and accurate progress information for tracking and monitoring of results.

Program Evaluations and Performance Improvements

The Department collects pertinent data through various sources including the annual FMFIA assurance process, the Annual Accountability Report, and OIG and GAO audits. These sources identify (1) new and pending material weaknesses, and their respective planned corrective action milestones and status, and (2) pending audit recommendations and planned implementation dates.

Indicator

Improved management and accountability for the Department's infrastructure.

Target

By the end of FY 2005, complete 95 percent of the repair and construction projects identified in the first year of each of the Department's Five-Year Facilities Maintenance and Capital Improvement Plan, FY 2000 - FY 2005.

Strategies

The Department of the Interior owns and operates over 34,000 buildings, 120,000 miles of roads, and a wide variety of other constructed assets. These facilities serve nearly 380 million visitors annually. They provide schooling for 53,000 native American children and a place of work for 45,000 Interior employees. The value of these assets is measured in billions of dollars. Many are considered priceless for their historical significance. As the steward of these assets, Interior is committed to improving the maintenance of these existing facilities and making the capital investments in new facilities that are essential to its mission. The strategies for improving the management of these constructed assets are:

- **Identify Facilities Deficiencies** — Through a standardized facilities condition assessment survey process, establish an accurate and complete inventory of Department constructed assets or their cumulative outstanding deficiencies.
- **Improve Data Management Systems** — Develop and deploy standardized facilities management systems. These systems are important tools for improvement of the overall condition of the constructed assets, better allocation and utilization of the limited resources dedicated to maintaining those assets, and providing accurate and timely information to the Office of Management and Budget, the Congress, and the public. This will provide a method for the Department to collect and analyze comparable facility information from all bureaus.

- **Address the Most Critical Facilities**

- **Deficiencies First** — Through the implementation of a Departmental Five-Year Facilities Maintenance and Capital Improvement Plan, focus maintenance and construction funding on the highest priority health, safety, and resource protection facilities needs within the Department.

- **Evaluate Effectiveness** — Through annually submitted completion reports, provide project-specific accountability on the completion of repair and construction projects funded through the Five-Year Plans.

Key Factors Affecting Goal Achievement

- **Reduced Funding** — Reductions in the appropriations for facilities maintenance, repair and construction will impact the Department's ability to not only bring its constructed assets to and acceptable condition, it will reduce the ability to conduct needed condition assessments and interrupt the deployment and maintenance of the facilities management data systems.

Crosscutting Relationships

This goal involves all of the facilities-managing bureaus — BLM, USGS, FWS, NPS, BIA. Along with the Department, these bureaus are working together to improve the processes of developing the Five-Year Plans. They have established a Facilities Management Systems Partnership in order to provide a forum for the coordination of the development and use of facilities management systems.

Program Evaluations and Performance Improvements

The Department has declared facilities maintenance management systems a Material Weakness. Interior's Inspector General will be monitoring progress in addressing this issue.

Indicator

Environmental auditing of Interior owned and managed facilities for compliance with environmental regulatory requirements.

Target

By the end of FY 2005, complete environmental audits of 100 percent of Interior facilities.

Strategies

Environmental auditing is a systematic, documented, periodic, and objective review of Interior facility operations and practices for compliance with environmental requirements.

- **Reporting Requirements** — Annual reports from the bureaus track progress and resource commitments. In FY 1999, the Department established a baseline that 50 percent of the Department's facilities had completed environmental audits.
- **Enabling Systems** — Several bureaus are implementing database systems to manage their respective environmental auditing programs.
- **Training** — Environmental auditing technical sessions and training are planned for the 2001 Department of the Interior Conference on the Environment scheduled for March 13-15, 2001 in Albuquerque, New Mexico.
- **Access to Auditing Protocols** — The Office of Environmental Policy and Compliance (OEPC) will continue to provide bureaus with electronic quarterly updates of the Federal Environmental Assessment Management Guide as an environmental auditing tool on the OEPC website.

Key Factors Affecting Goal Achievement

New environmental requirements and increased enforcement by the U.S. Environmental Protection Agency (EPA) and state regulatory agencies may impact bureau environmental auditing programs.

- **Increasing Enforcement** — More active enforcement by EPA, state, and local authorities of Interior facilities and sites is projected.
- **Increasing Reporting Requirements** — Recent Executive orders and Federal and state environmental requirements will require additional reporting by bureaus in order to ensure facility compliance and overall environmental program accountability.
- **Rising Professional Standards** — Increased emphasis on standardization of environmental programs through certification (e.g., ISO 14001) will increase costs to maintain stable long-term environmental programs Department-wide.
- **Funding Constraints** — Funds for database management development and for quality assurance/quality control review of audits are limited.

Crosscutting Relationships

Each Interior bureau is responsible for developing and implementing its own environmental auditing program. As part of the Department's annual audit summary reporting requirement, bureaus will provide information to OEPC on their audit results.

Program Evaluations and Performance Improvements

Environmental auditing is a key component in development methods to achieve environmental goals based on consistent monitoring, control and improvement of bureau environmental operations of such methods.

Section V

Balanced Management of Interior's Programs

Interior uses a variety of performance measures and indicators to measure its success in meeting its program, management, and financial obligations. Many of these key program outcome measures have been incorporated into the Department's GPRA documents. Many additional measures are used for internal management. In addition to program outcomes that are the primary focus of the GPRA documents, the DOI is including customers, stakeholders, and employees in our performance management efforts to reach some balance between the needs and opinions of these groups and the achievement of the Department's mission. These strategies and performance measures, which constitute a balanced approach to managing Interior's programs, fall into four broad categories: Program Outcomes, Customers, Employees, and Business Management. The following is a summary of some key activities in each of these areas.

PROGRAM OUTCOMES

GPRA Process/Goals

Interior's GPRA strategic plans and annual performance plans include performance goals for the Department's major programs and activities. These performance goals represent the key outcomes and outputs for Interior's bureaus and offices, as well as cross-cutting goals affecting multiple organizations. The Departmental overview also includes performance goals for Interior's critical management areas — those most affecting our ability to deliver on our programs.

Managerial Accountability

Interior uses a variety of strategies to improve accountability for results. The Department established the Interior Management Council (IMC) in 1994 to address Department-wide issues, especially management challenges and program risks. The Secretary's Deputy Chief of Staff and Assistant Secretary for Policy, Management

and Budget co-chair the IMC, whose members include top bureau and Departmental leaders. This high-level management group monitors the status of resolving management and audit issues, tracks progress on key issues, and holds managers accountable for results.

The Department has made progress in improving its data collection, verification, and validation strategies. The bureaus are required to electronically submit performance data on a quarterly basis to the Department to help track progress in achieving GPRA goals. The data is then reviewed and problem areas are identified. The quarterly submittal schedule provides the ability to measure progress towards individual performance goals throughout the annual performance cycle. In addition, the Departmental management offices meet at mid-year individually with management from each bureau to review progress, discuss data reporting, and address data discrepancies and performance issues.

Organizational Assessments

Interior is committed to the concept of continuous improvement and is exploring a new organizational assessment program which would foster this concept as well as the core values and driving principals of the Malcolm Baldrige National Quality Award program. We are developing several organizational assessment models based on the criteria contained in the Baldrige program and the President's Quality Award program. The models would help Interior organizations conduct evaluations of their business practices against standards provided in the Baldrige/President's Quality Award programs. The models can be piloted in bureau and Department offices throughout FY 2001-02, assessed for their effectiveness, and refined to meet the specific needs of Interior's organizations. Department-wide deployment of these organizational assessment models could begin in FY 2003 and continue into FY 2004.

CUSTOMERS

Customer Service Activities

Interior has established a Customer Service Policy that reaffirms the Department's commitment to serve our customers with excellence, provide responsive service, and produce results. It emphasizes our responsibility to work in partnership with customers to improve the value of information, products, and services that we provide, and their delivery mechanisms. The policy is a reminder to all Interior employees to interact with customers in a courteous, professional manner; identify customer needs and expectations; and to integrate these needs into Interior office and bureau program planning and execution. The policy was published both on our web pages and within the Departmental Manual in FY 2001.

In October 2000, the Secretary of the Interior will announce implementation of a Customer Service Excellence Award program within the Department. This award recognizes individuals, teams, and organizations within Interior and its bureaus that have provided outstanding service to DOI customers, stakeholders, and partners. Nomination procedures are available through the Department's web page and Awards Manual.

Customer Complaint System

Executive Order 12862, "Setting Customer Service Standards" required Federal agencies to provide a means to address customer complaints and make complaint systems easily accessible to customers. An evaluation from a government-wide survey conducted in 1998 and 1999 revealed the absence of an adequate mechanism in place for customers to formally complain and have their issues addressed and resolved. In June 2000, a Customer Complaint Benchmarking Team reported that, "Interior's customer complaint systems revealed individual fragmented operating systems that are based on differing procedures that have developed over time." The team found that an effective customer complaint system is part of doing business. Best-practice organizations realize complaints are bound to occur. How the organization handles the complaint distinguishes the best in the business from the rest. A customer complaint system enables an organization to respond quickly and accurately to

customer concerns, inquiries, or problems. In addition, such a system eliminates repeated hand-offs that increase costs and waste precious resources. Having an effective complaint system is vital to maintaining customer satisfaction. As a result of the benchmarking study, the Department has decided to implement a customer complaint system. The system will be designed in FY 2001 and implementation will begin upon acceptance of the design.

Bureau GPRA Measures

As a part of the GPRA process, Interior's bureaus have established customer satisfaction measures as key indicators of performance. The following are samples of the customer measures in the Department's GPRA plans:

- Through FY 2005, 95 percent of National Park visitors will be satisfied with appropriate park facilities, services, and recreational opportunities (NPS)
- By FY 2005, 88 percent of visitors to BLM's Special Recreation Management Areas are satisfied with the quality of their recreational experience (BLM)
- By FY 2005, show an increase in customer satisfaction with our data and information services (MMS) [*Baseline to be established in 2000 with out-year target to follow.*]
- USGS customers will be surveyed to determine their satisfaction with key USGS environment and natural resource products (USGS) [*Baseline to be established in 2000 with out-year target to follow.*]
- By FY 2005, improve service delivery and customer satisfaction by meeting or exceeding benchmarks for at least five Reclamation business practices (BOR)

EMPLOYEES

Quality of Worklife Initiatives

The Department of the Interior's most important resource — the key to our success or failure — is our workforce. It is predicted that quality of worklife will be the controlling workforce issued of the 21st century. Employees have indicated that their commitment depends in part on their employers willingness to help integrate work and family life. The Department's employees are challenged as never before to balance work and personal responsibilities. The Department has been focusing on improving the quality of work life for

employees for a number of years through the Quality of Worklife Executive Council and other efforts. The DOI continues to look for ways to improve and strengthen what we are already doing. Several family-friendly initiatives are underway, some of which have been operating very successfully for several years. In addition, we have new initiatives that will be implemented in the coming years. Examples of quality of worklife activities include: employee development; child and elder care services; nursing mothers programs; health and wellness programs; and various work schedule options such as alternative work schedules, part-time employment/job sharing, and telecommuting.

Workforce Planning

Like many Federal agencies, the Department has an aging workforce and many of our senior managers and employees will be eligible for retirement over the next five years. In order to plan for an orderly management succession, and to ensure that our workforce has the right mix of skills in a changing work environment, we have initiated a workforce planning process at the bureau level. We have already developed a workforce planning guide, and we will also be developing new policy guidance, conducting a workforce training initiative, and incorporating workforce planning considerations into our budget and planning processes.

Human Resources Accountability

Interior has participated in a number of government-wide employee surveys over the past several years. Results from these surveys suggest that while Interior employees are generally satisfied with their jobs, there remains significant room for improvement. During FY 2001, Interior will develop and implement several new human resources accountability processes, including a Department-wide employee survey designed to develop information on employee attitudes, management practices, quality-of-work life issues, and progress under the Department's Human Resources Strategic Plan. This survey will be administered on a continual basis so that changes in these areas can be measured and tracked over time.

BUSINESS MANAGEMENT

Cost Accounting

Information on unit costs or program costs can be used to analyze historical trends, compare similar program areas, compare agencies, and to benchmark programs against industry standards. In many cases, cost accounting helps managers make informed investment, operation efficiency, and policy decisions. However, applying this methodology to a natural resources agency presents unique challenges.

All Interior bureaus are using managerial cost accounting at some level. Some bureaus can develop cost accounting estimates for their GPRA goals. For example, starting in FY 2000, BLM is using activity-based cost accounting for each of its performance goals. Also for FY 2000, as part of our preparation of bureau annual financial reports and the Department's accountability report, Interior will provide Office of the Inspector General auditors with an inventory of cost accounting data currently used for management purposes.

Our objective is to have all of Interior's bureaus continuously improve their cost accounting practices to include unit cost information for appropriate GPRA goals.

Performance Budgeting

We have been making progress in linking our performance goals to our budget request. The OMB has requested that agencies submit, as part of preparation for the FY 2002 budget, an integrated annual performance plan associating budget authority with performance. All of the annual performance plans prepared by Interior's bureaus and offices link their GPRA program activities with their budget account structure. In many instances crosswalk tables show how proposed funding at the subactivity level is aggregated or disaggregated to support GPRA program activities.

Some of our bureaus can show budgetary needs at the goal level, and others are developing this capability to the goal level. However, Interior is not, at this time, integrating performance to budget at the goal level

across the board. As we gain a better understanding of actual expenditures for each goal, and develop a more stable overall set of goals, we will improve our ability to link performance to budget.

Coordination with the Office of the Inspector General

The Department has been working closely with Interior's Office of the Inspector General (OIG) to coordinate GPRA review activities, to develop useful information for management, and to make overall improvements in how Interior is implementing GPRA. We have established monthly coordination meetings on GPRA, have worked to resolve issues related to meeting cost accounting standards, and have made GPRA part of the management audit process. Working jointly with the OIG, we are developing protocols for including GPRA information and GPRA planning staff in entrance and exit conferences. We also are working with the OIG on procedures for self-verification and self-validation of GPRA performance data and systems. This relationship is proving helpful in improving GPRA implementation, GPRA goals, and performance measurement.

MANAGEMENT CHALLENGES AND RISKS

The Department of the Interior is using GPRA goals as one way to track and resolve management challenges and risks identified by the GAO and Interior's OIG, and material weaknesses identified by Department. Because some management issues are resolved and new ones may be identified each year, our strategy is to address management issues in our annual performance plans. Within this Strategic Plan Overview, we have one overall management goal that addresses the resolution of material weaknesses and management risks throughout the Department.

Currently, the GAO, OIG, and Department have identified 17 risks and material weaknesses. In our FY 2001 Annual Performance Plans, we have annual goals that address 13 of these management issues. The Department tracks resolution of the remaining issues through means other than GPRA goals. For the term covered by this Strategic Plan, each of our annual performance plans will include appropriate goals and discussions related to management issues.

Section VI

Program Evaluations

The following are a representative sample of program evaluations to be conducted by Interior’s bureaus and offices under the Department’s 5 strategic goals:

GOAL 1: PROTECT THE ENVIRONMENT AND PRESERVE OUR NATION’S NATURAL AND CULTURAL RESOURCES

Bureau	Program/Goal	Methodology/Purpose
BLM	Water Quality	Review watershed health restoration, riparian assessment and restoration, water quality improvements, and Total Maximum Daily Load development.
BLM	Weed Management	Identify and benchmark success in the Integrated Weed Management Program.
MMS	Oil and Hazardous Materials Simulated Environmental Test Tank — OMM	Review organizational control and environment. Determine how well the operation promotes program effectiveness, resource stewardship, regulatory compliance, risk management, and management information.
BOR	Dam Safety Program	Complete evaluation of risks posed by these dams on an ongoing basis to identify risk reduction actions.
BLM	Wild Horse and Burro Herd Management	Continue efforts to correct program weaknesses identified by OIG.
DOI	Fire Management	The National Academy of Public Administration will conduct a review of prescribed fire practices within NPS and other agencies.
FWS	National Fish Hatcheries	GAO will review authority needed to better align operations with priorities.
FWS	Federal Aid Program	GAO will review management and oversight of the Federal Aid Program.

GOAL 2: PROVIDE RECREATION FOR AMERICA

Bureau	Program/Goal	Methodology/Purpose
NPS	Visitor Satisfaction with Park Facilities and Services	Outside review of Visitor Survey Card project
BLM	Safety Management	Evaluations of visitor safety, worker safety, and compliance with applicable laws, policies, and regulations.
DOI	Recreation Fee Demonstration Project	Ongoing reviews of effectiveness/impact of fee demonstration project.

GOAL 3: MANAGE NATURAL RESOURCES FOR A HEALTHY ENVIRONMENT AND A STRONG ECONOMY

Bureau	Program/Goal	Methodology/Purpose
MMS	Royalty Management Program	IG Audit — Follow-up recommendations for improving general controls over automated information systems
BOR	Hydropower Program Efficiencies	Internal review of hydropower program through customers, employee, and industry surveys. Identify opportunities to improve efficiency and effectiveness.
BLM	Range (Grazing Permits)	Follow-up review to determine if FY 2000 review recommendations are being effectively implemented.
BLM	Land Appraisal	Assess compliance with new real estate appraisal manual and related guidance.
BLM	Oil and Gas	Self-assessment of progress of revitalization of the oil and gas inspection program.
OSM	State/Tribe Abandoned Mine Land Programs	Annual inspections, on-site review of program activities, and review of performance data.

GOAL 4: PROVIDE SCIENCE FOR A CHANGING WORLD

Bureau	Program/Goal	Methodology/Purpose
USGS	Volcano Hazards Program	Review of the entire program by the National Research Council.
USGS	Exotic and Invasive Species Program Review	Review of the entire program using internal and external resources.
USGS	Gateway to the Earth	Internal and external reviews to help USGS identify needs, framework, scope, standards, and linkages to partners.
USGS	Upper Mississippi River System Environmental Management Program	OIG survey report on activities of the USGS Environmental Management Technical Center.

GOAL 5: MEET OUR TRUST RESPONSIBILITIES TO INDIAN TRIBES AND OUR COMMITMENTS TO ISLAND COMMUNITIES

Bureau	Program/Goal	Methodology/Purpose
BIA	Community Development	Assess the effectiveness of the Housing Improvement Program.
BIA	Public Safety and Justice	Assess the implementation of the <i>Presidential Initiative on Law Enforcement in Indian Country</i> .
BIA	Community Development	Conduct on-site reviews of <i>P.L. 102-477</i> education and training grants.
BIA	Education	Assess the quality of educational programs and services.
BIA	Trust Services	Assess compliance with environmental laws.

Section VII

Consultations

Our strategic plan has been developed through extensive consultations with a wide range of Interior employees, outside partners, constituents, and stakeholders. Interior's bureaus used a variety of strategies, including public meetings, hearings, and surveys, to gain specific feedback and recommendations on the future direction of their programs and activities. For example, the Fish and Wildlife Service organized a series of listening conferences around the country with numerous internal and external stakeholders. The Bureau of Indian Affairs mailed drafts of their strategic plan to tribal leaders. Also, bureaus have posted their draft strategic plans on the internet for review and comment by partners and stakeholders.

We also have consulted closely with the Office of Management and Budget and many different Congressional committees and staff members. Interior initiated consultation with Congress in October 1999, meeting with committee staff from Senate Governmental Affairs and House Government Reform Committees. Committee staff from Interior's authorizing and appropriating committees were also invited. Departmental staff and bureau staff have consulted with staff from various House and Senate authorization, appropriations, and oversight committees during the development of this plan. This consultation process has been very constructive and the comments and suggestions provided throughout the Congressional review process have resulted in a more complete and comprehensive plan.

FOR FURTHER INFORMATION, CONTACT:

Office of Planning and Performance Management

U.S. Department of the Interior

1849 C Street, N.W.

Washington, DC 20240

Email: jeffrey_p_zippin@os.doi.gov

Website: <http://www.doi.gov/ppp/>

