U.S. DEPARTMENT OF THE INTERIOR
OFFICE OF THE ASSISTANT SECRETARY - INDIAN AFFAIRS

TRIBAL CONSULTATIONS APRIL/MAY 2012

Bronner Group, LLC

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Agenda

- Background
- 1999 NAPA Study
- Bronner Findings and Recommendations
- Comments/Questions

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Purpose

Consultation with Tribal Leaders is a primary driver of this independent administrative assessment because ultimately the support structure impacts services across American Indian and Alaska Native communities.

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Initial Tribal Consultations & Interviews

- August 2, 2011 in Bar Harbor, Maine
- August 3, 2011 in Scottsdale, Arizona
- August 9, 2011 in Hinckley, Minnesota

- Tribal Leader Interviews
  - Bronner interviewed 21 members of the Tribal Interior Budget Council

Tribal Feedback

"The Region is staffed with good people who cannot keep up because there is too much work."

"Allocations need to be fair."

"We need information about how programs are performing to make funding recommendations."

"Transparency is critical."

"Regions are understaffed."

"Indian Affairs needs to find a better way to do budget development - look to Indian Health Service."

"There is a lack of transparency with the distribution of carry-over funds."

"The current structure does not promote coordination, communication or accountability."

"Regional Directors need to control their budgets and make financial decisions."

"Funding takes too long to get to the Tribes after Congress passes an appropriation."

"Delegated authority should be at the lowest levels possible."

"There should be a budget analyst/officer in each Region to improve communication and lines of authority."

"Indian Affairs does not perform contract work timely."

"Need to receive status updates on contract requests."

"Need decision making authority at the Regional level."

"It takes too long to fill key vacancies."

"The people I deal with the most are in the Regional Office. Why are they held back?"

"Make the environment better so Native kids will attend Tribal schools."

"Indian Affairs does not adjust funding for local conditions."

"The safety of our tribal members who work for BIA or BIE must be ensured."

"Employees need training on the importance of responsiveness and partnerships with Native communities."

"Tribes that correct their Single Audit financial deficiencies should be valued by Indian Affairs."

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Employee Outreach

- Regional Focus Groups
  - Phoenix, AZ – June 2011
  - Albuquerque, NM – July 2011
  - Catoosa, OK – August 2011
  - Seattle, WA – August 2011
- Management and Employee Interviews
- Employee Surveys
  - DAS-M Employees
  - Non-DAS-M Employees

Employee Feedback

- **PROGRAM-SUPPORT DISCONNECT**
  - Organizations within Indian Affairs – including DAS-M, BIA and BIE – do not coexist and coordinate effectively.
- **LACK OF COMMUNICATION**
  - Whether due to organization structure or lack of infrastructure, Indian Affairs does not circulate information effectively.
- **POOR INITIAL IMPLEMENTATION**
  - Regardless of its present effectiveness, the centralization of support services into DAS-M was poorly executed.

1999 NAPA Study

- In 1999, the National Academy of Public Administration (NAPA) conducted a study of the Bureau of Indian Affairs (BIA) administrative support services.
- Although NAPA recommended the centralization of some support functions, in 2004-2005, Indian Affairs leadership realigned all support functions from a decentralized delivery model to a centralized model.
- This restructuring was not implemented smoothly and continues to generate intense interest amongst Indian Affairs employees and the Tribal Leaders.

1999 NAPA Study

- "Support Functions":
  - Accounting/Finance
  - Budget
  - Acquisitions/Contracting
  - Property Management
  - Safety Management
  - Human Resources
  - Information Technology
  - Engineering and Facilities Management

NAPA Recommendations

- Establish a Policy, Management, and Budget Office that Reports to the Assistant Secretary – to include:
  - Comptroller unit
  - Plans and Policy Unit
  - Human Resources Management Unit
  - Information Resource Management Unit
  - Equal Employment Opportunity Unit

Comptroller Unit

- Consist of three branches:
  - Program analysis group
  - Budget development and execution group
  - Accounting group

Plans and Policy Unit

Responsible for developing:

- BIA management polices and directives
- Strategic and annual plans
- Manuals and operating handbooks

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Human Resources Management Unit

- Develop policy and plans for managing BIA's workforce, including policy development and workforce planning
- Employee development program
- Expertise in labor relations
- Oversight of the delivery of personnel services

Information Resource Management Unit

- Develop policy and plans of BIA-wide IT systems
- Operation of BIA-wide systems
- Guidance on useful IT applications and systems
- Strategic IT planning

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Equal Employment Opportunity Unit

- Manage BIA's EEO program

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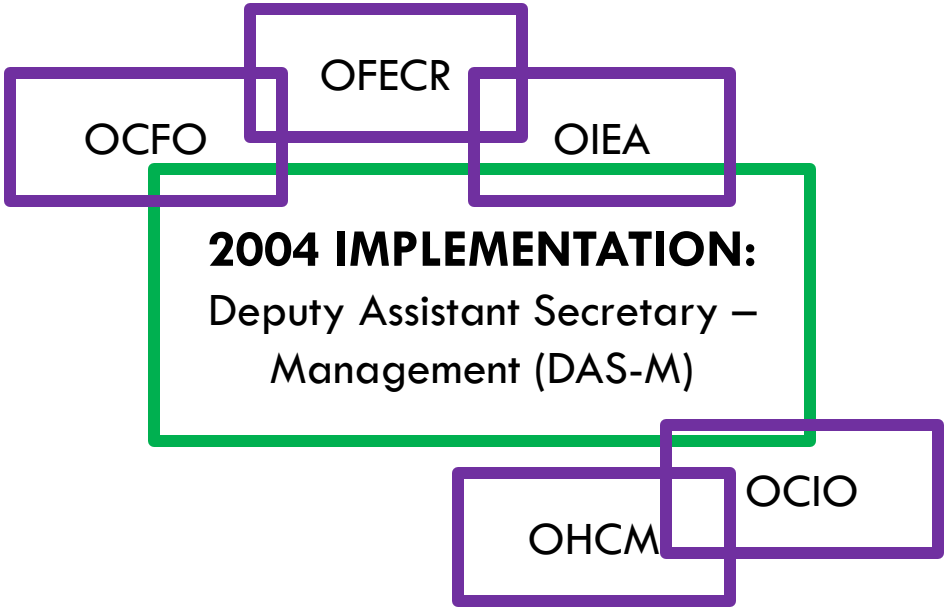
NAPA Recommendations vs. 2004 Implementation

NAPA RECOMMENDATION:
Policy, Management, and Budget Office

- Comptroller Unit
- Plans and Policy Unit
- Human Resources Management Unit
- Information Resources Unit
- Equal Employment Opportunity Unit



EEO → BIA

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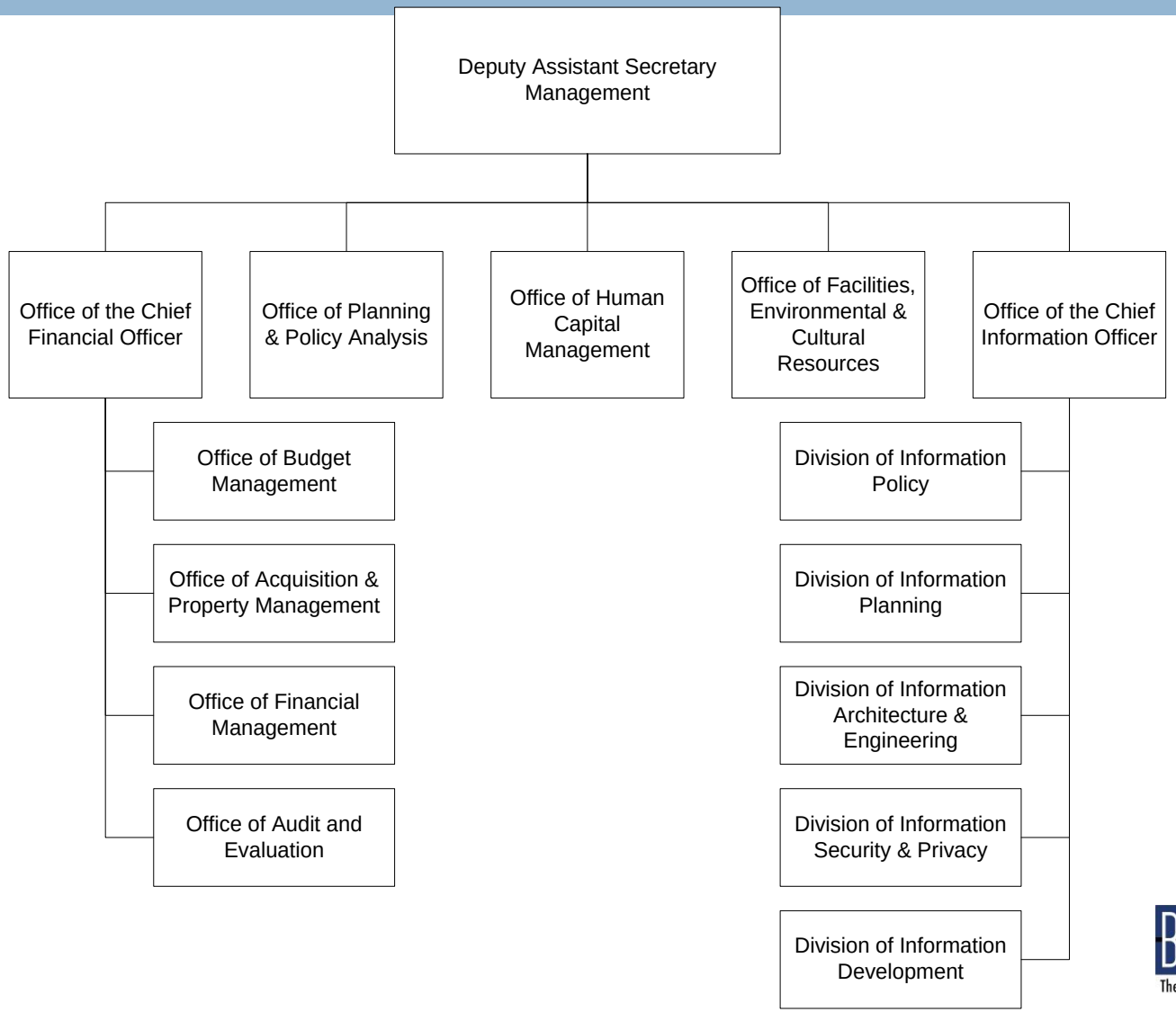
2004 Organizational Chart



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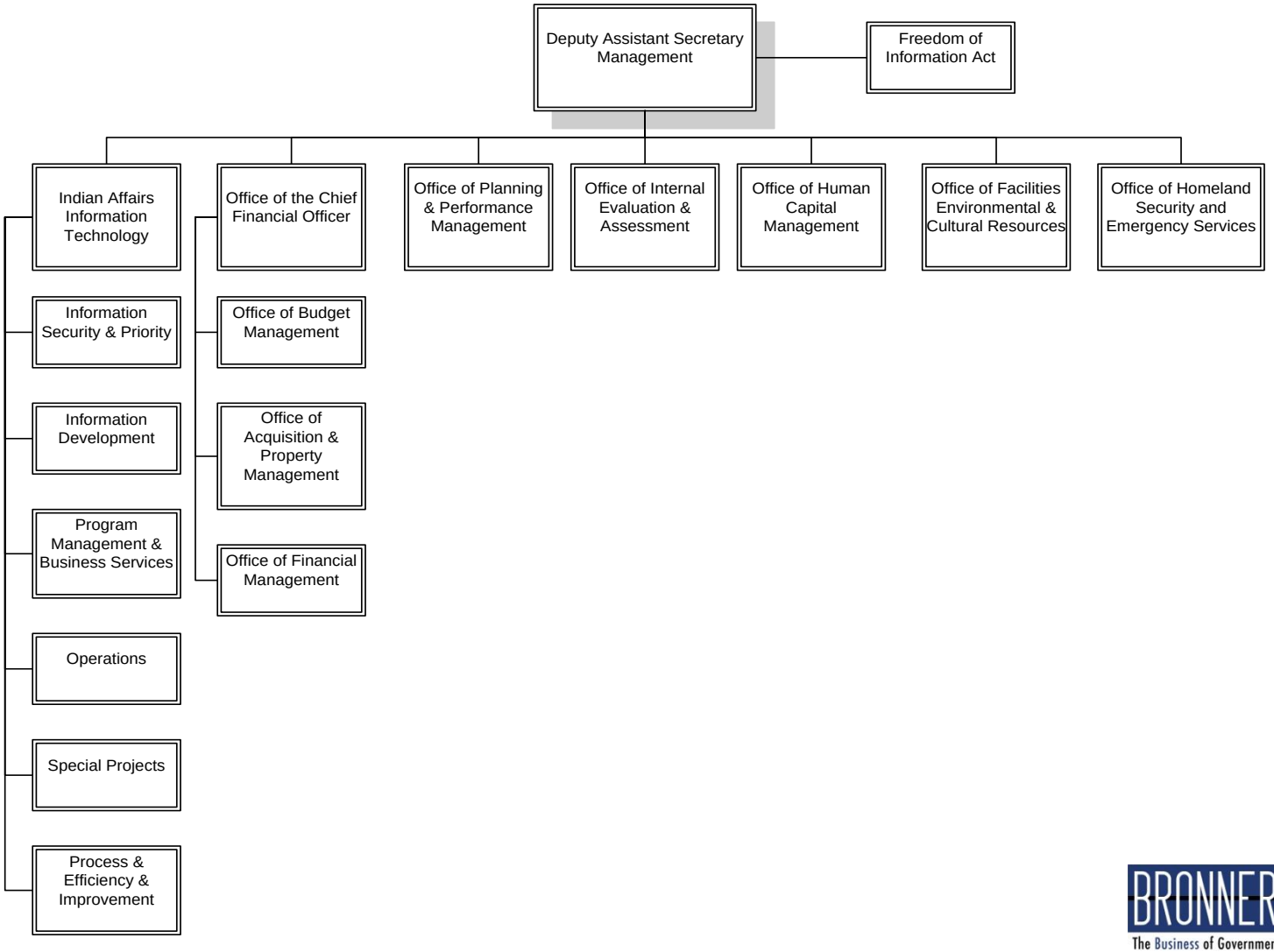
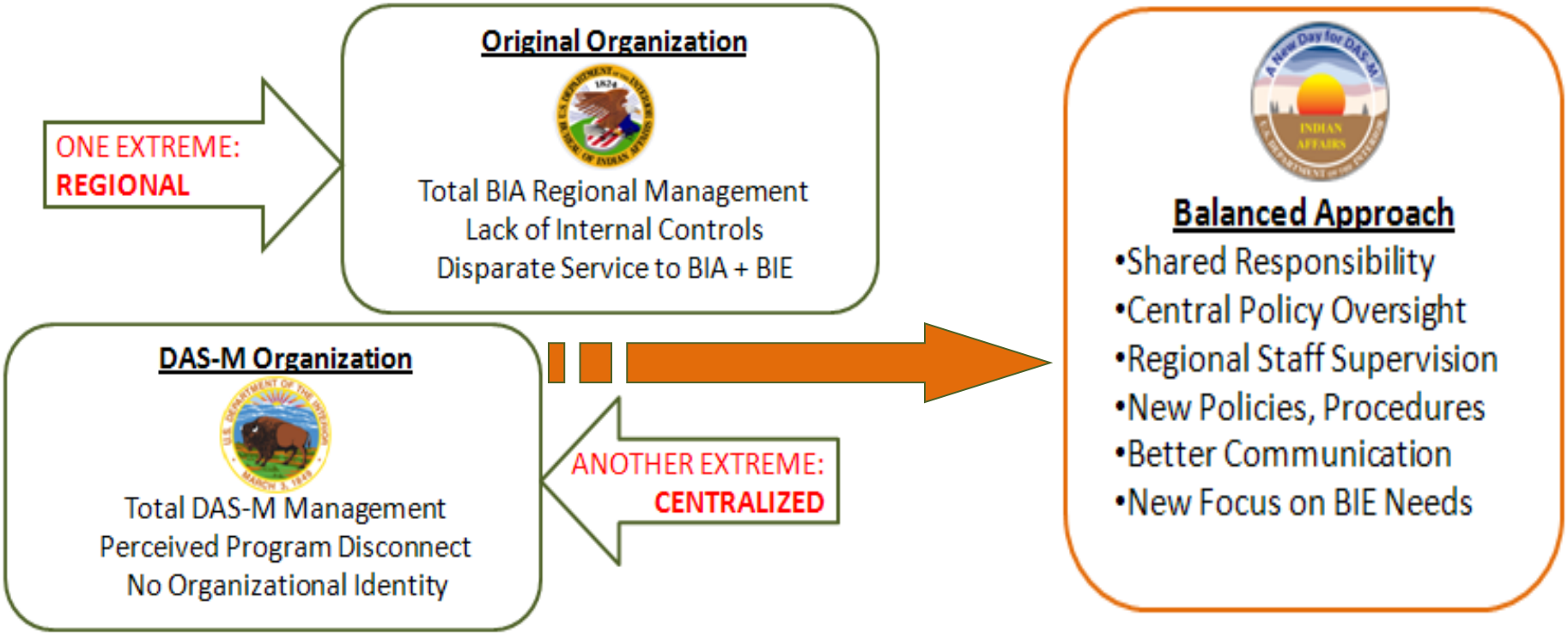
As-Is 2011 Organizational Chart



Findings and Recommendations

The Hybrid Solution: Balance

Risks with poorly planned execution



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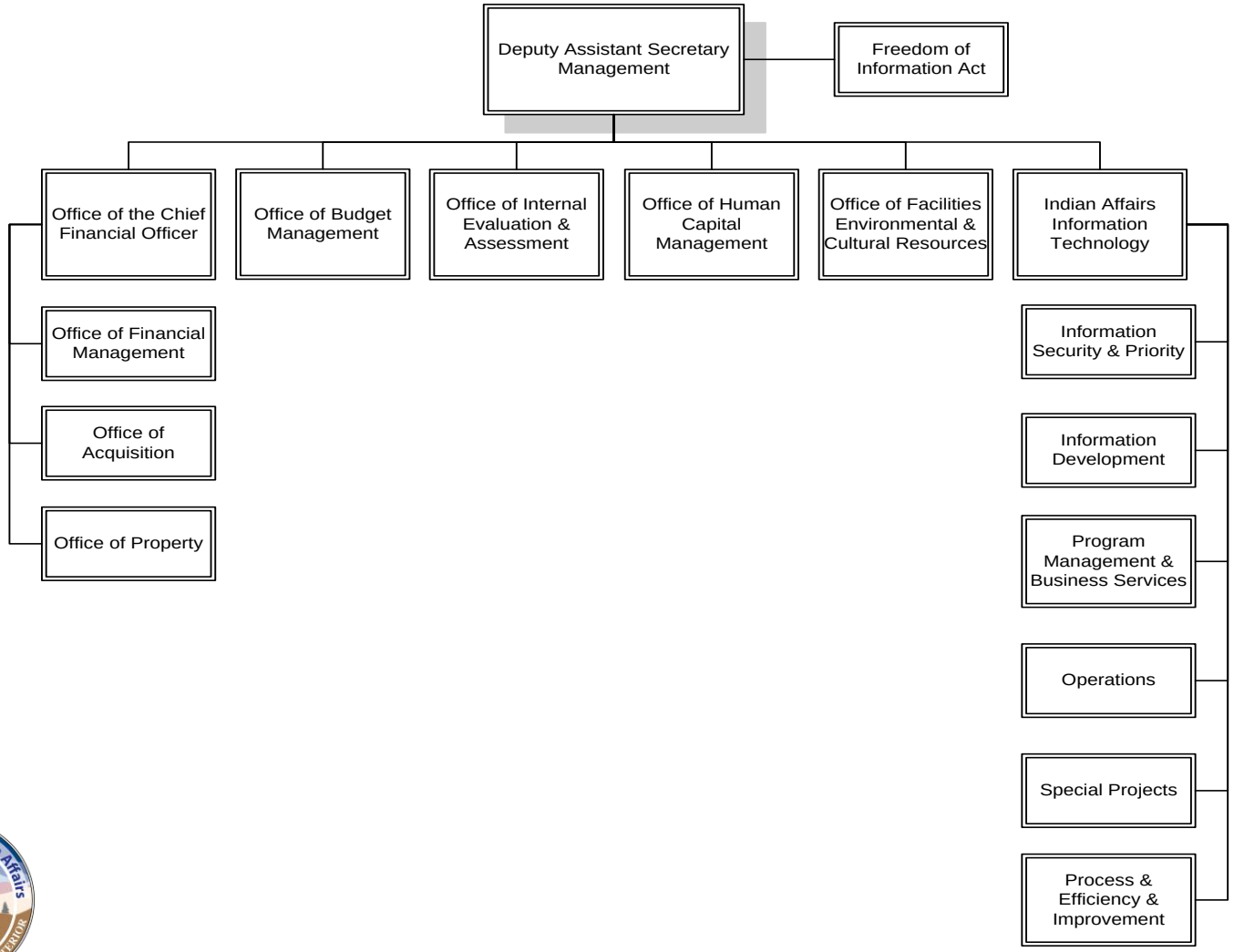
Recommended To-Be Organizational Chart



Next 12 Months

About 40 Field Operation Accounting employees

About 26 Field Operations Budget employees

About 33 Field Facilities Management employees

About 28 Field Property employees

19 Human Resources Specialists for BIE

Change of line authority to…

BIA

BIE

<u>Without</u> a change in duty station

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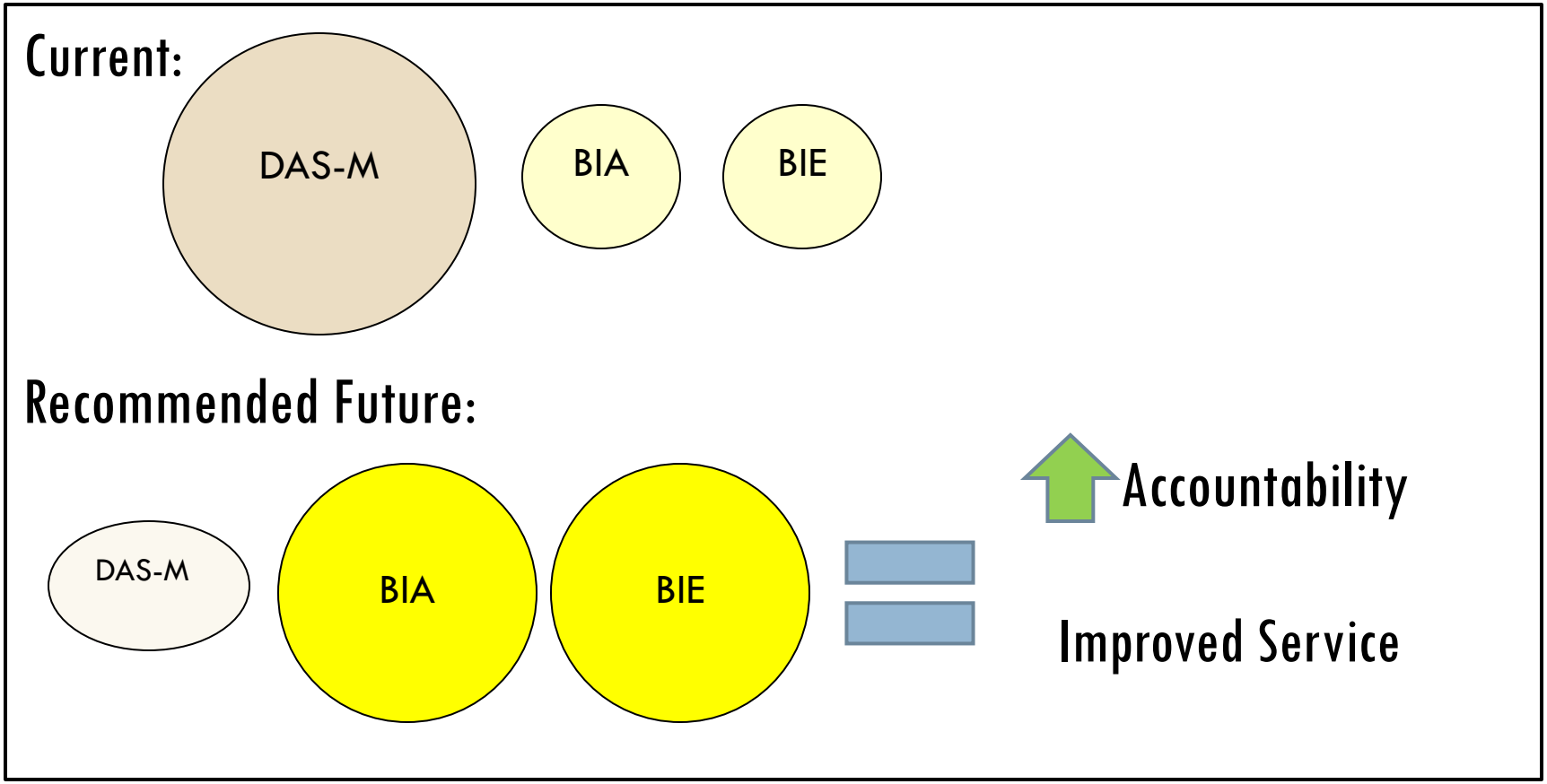
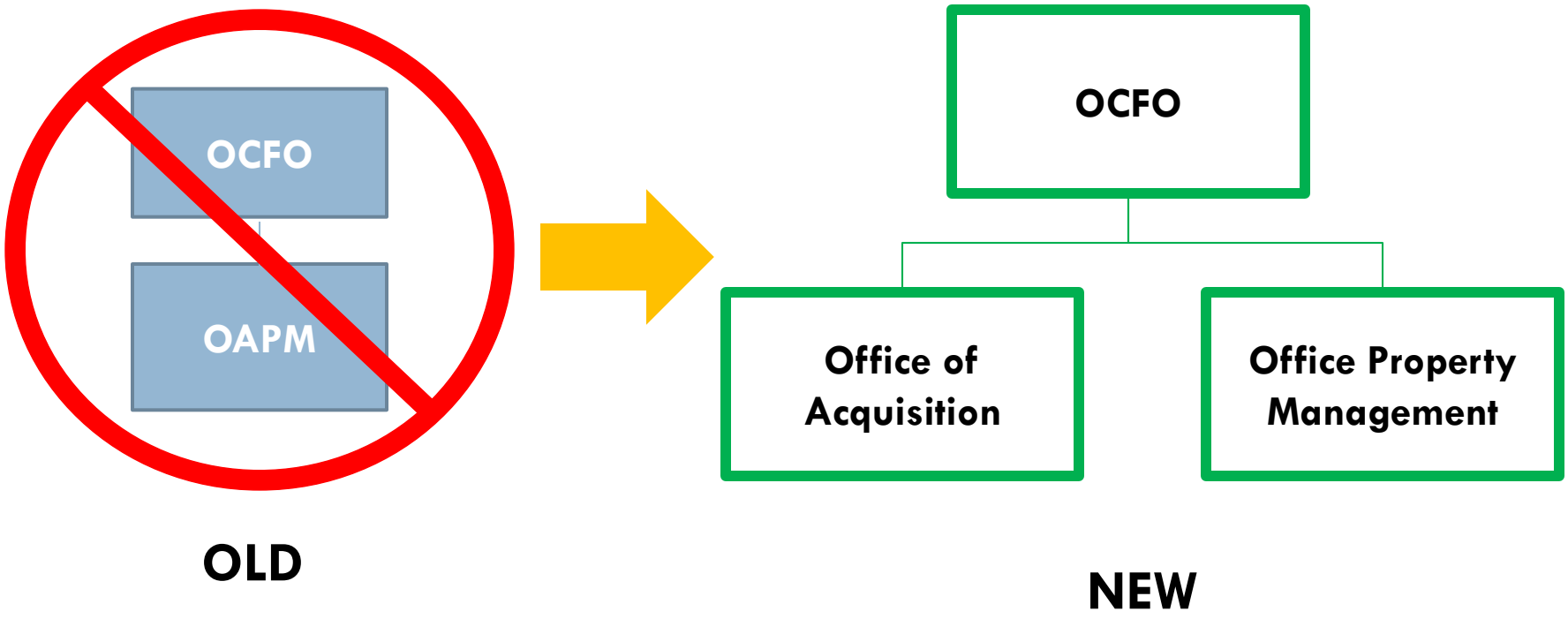
New Focus for Administrative Services



Quick Changes



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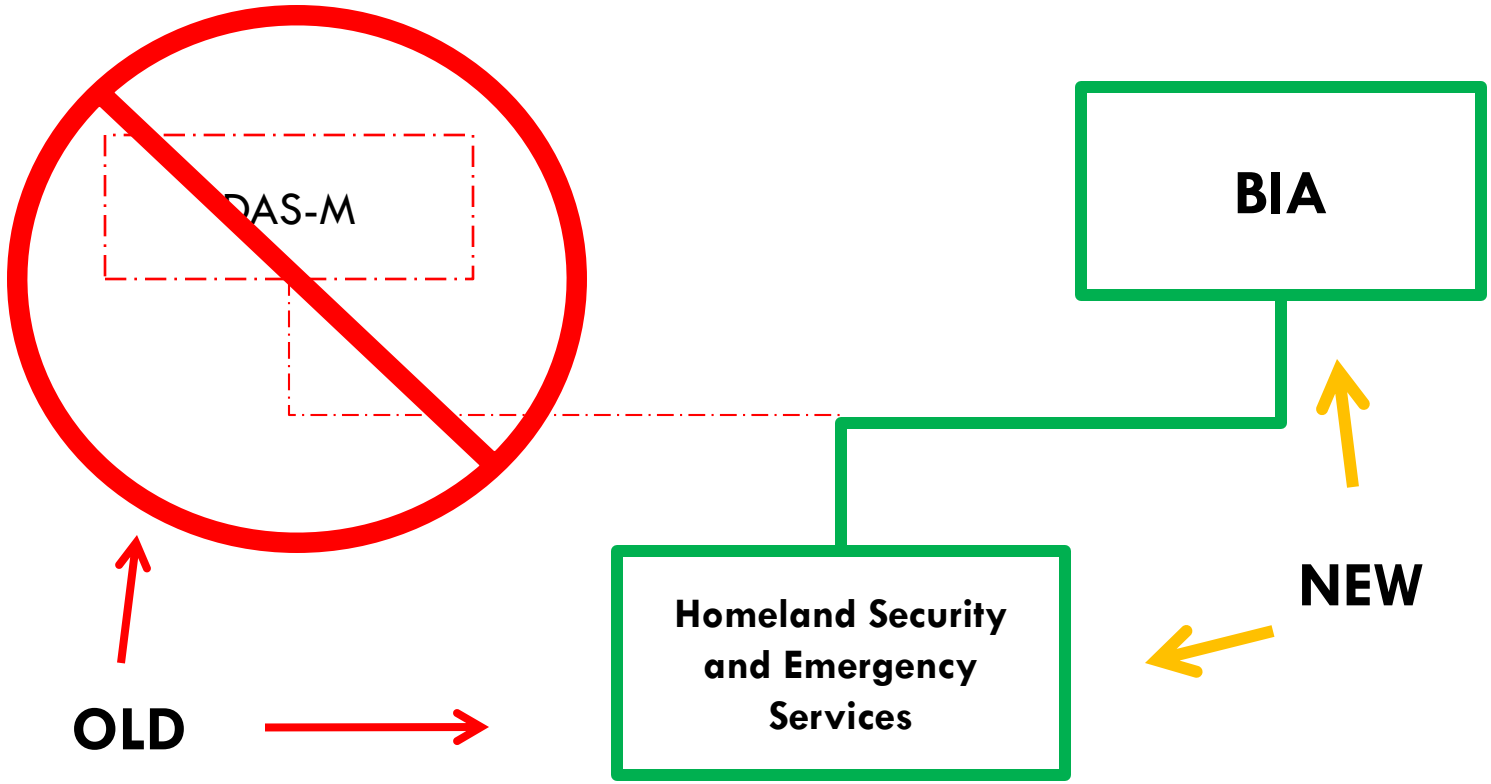
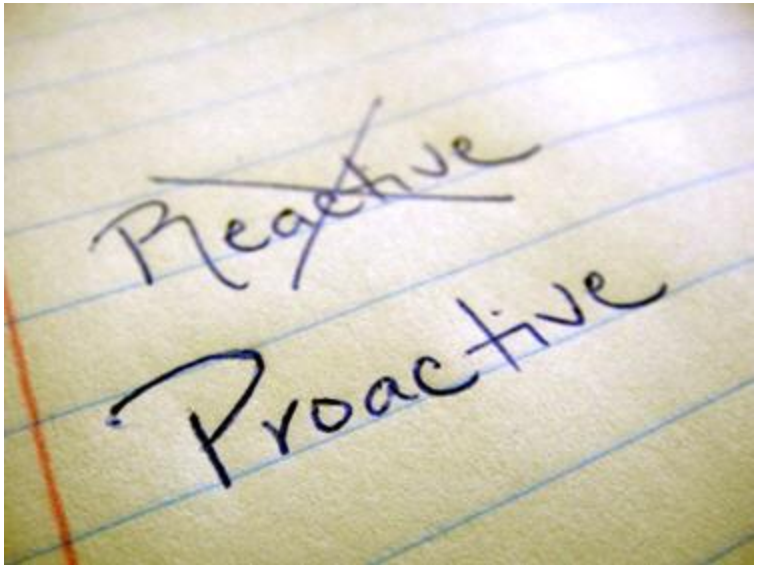


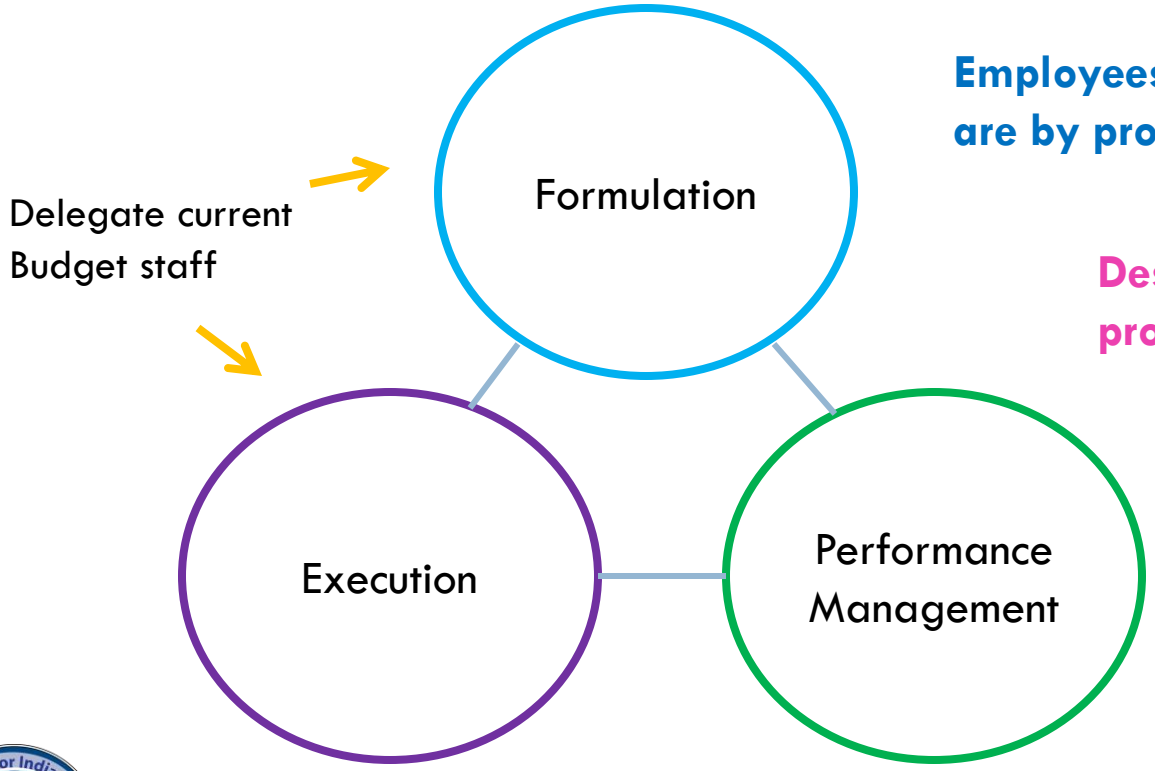
Budget

- Finding: The Indian Affairs Budget Formulation Process is Reactive



Budget

New Recommended Budget Model – Specialized Assignments



Delegate current Budget staff

Employees' task assignments are by program area

Designate budget liaison in each program office

Bring in performance management

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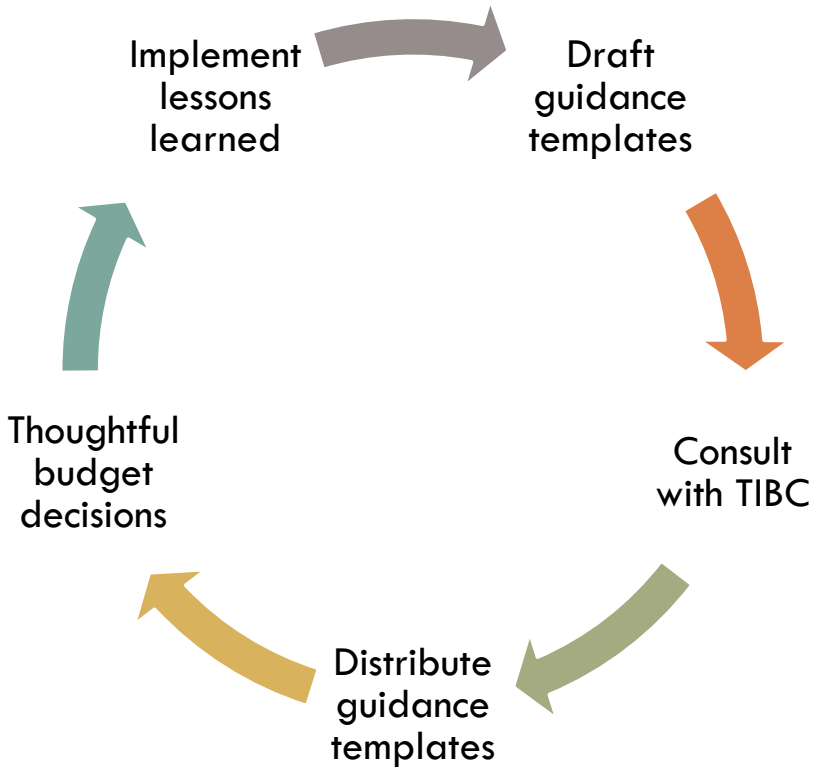
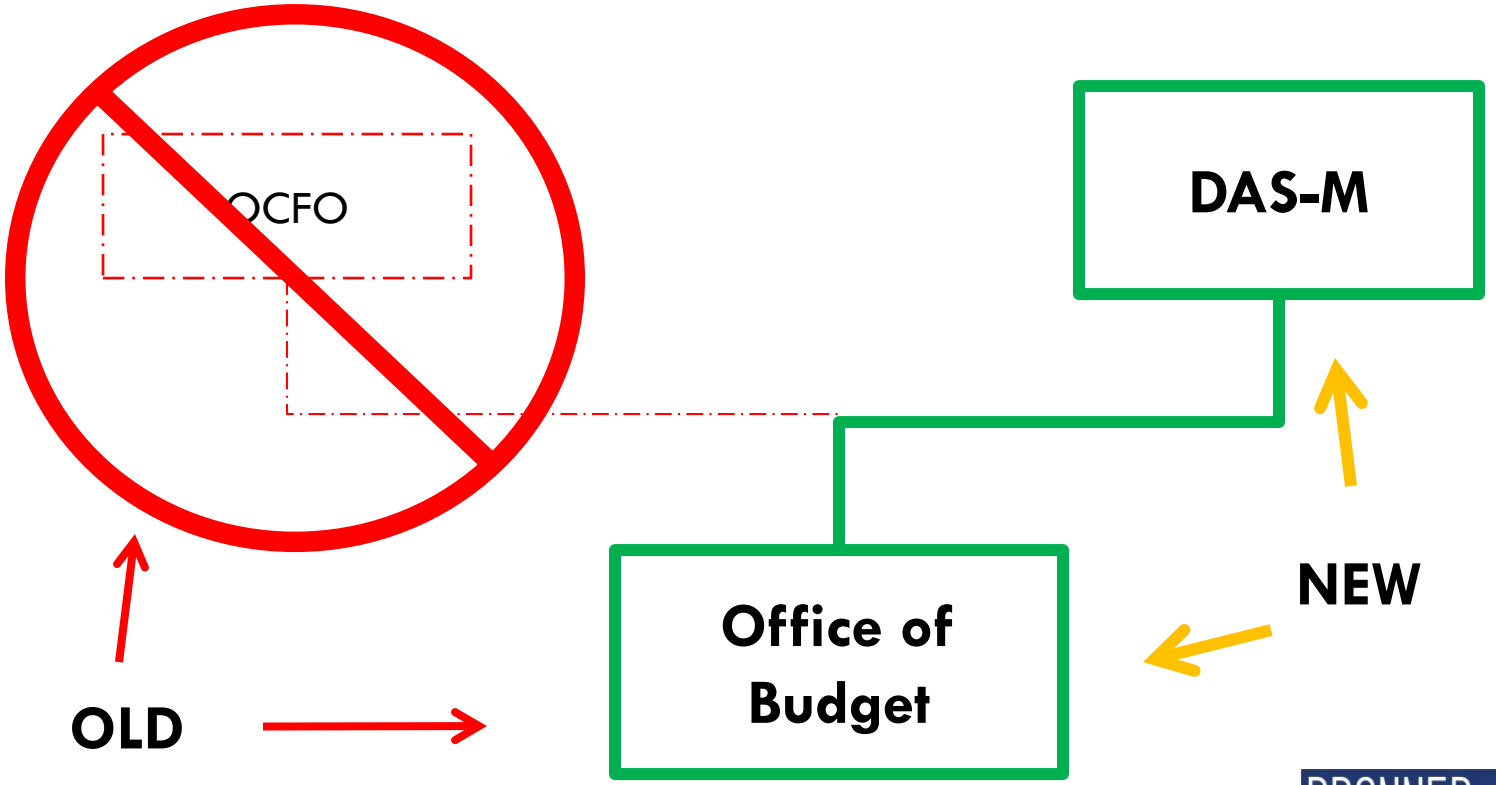
Budget

Improved budget formulation process with a three year perspective



Budget

Realign the Office of Budget to report directly to the Deputy Assistant Secretary – Management (DAS-M)



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Budget

Realign reporting relationships

BIA and BIE supervision of Field Budget FTEs*

26 Field Operation Budget Employees

*plus funded vacancies

Financial Management

Finding: Financial management would benefit from local supervision of field employees

Financial Management Recommendation

DAS-M OCFO is responsible for the following:

- Indian Affairs' financial and budget policies and procedures
- general ledger
- financial statements
- apportionments and allotments
- financial reporting
- financial internal controls and oversight
- financial training
- corrections of financial audit findings

Financial Management

41 Field Operations Accounting FTE*

Supervision

BIA

BIE

*plus funded vacancies

Acquisition & Contract Management

- Finding: Acquisitions services are viewed as slow and not customer focused.

Acquisition & Contract Management

Realign field employees to local BIA/BIE supervisors

Property

- Finding:
  - BIA Regional Directors lack authority for Property Management

*plus funded vacancies

Property

Realign supervisory relationship of Field Property staff to respective BIA and BIE supervisors

36 Field Property staff*

Supervision

BIA

BIE

*plus funded vacancies

Facilities Maintenance

Finding: Facilities Management Needs to be More Innovative in Face of Shrinking Resources

Facilities Management

Realign reporting relationship of 36 Regional Facilities Managers to appropriate BIA and BIE management

Facilities Maintenance

OFMC should retain the oversight of policies, and coordinate the dissemination of funds

BIA and BIE Directors should advocate to increase the provision of operational assistance to 70% of estimated cost

Human Resources

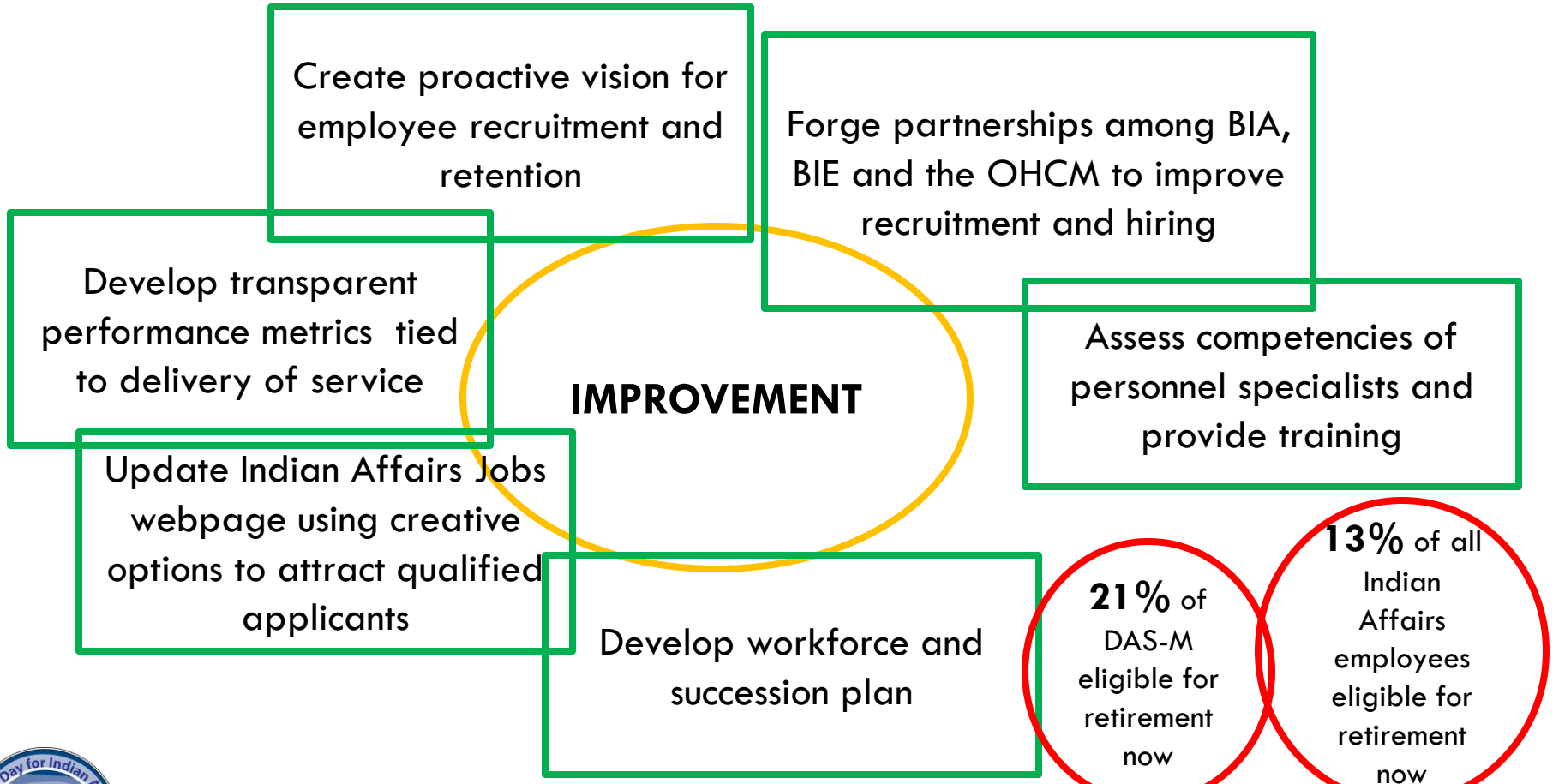
- Findings:
  - The current Human Capital organization is not responsive to programmatic needs
  - Indian Affairs does not have a consistent, comprehensive employee development program

Human Resources

Indian Affairs' Best Places to Work Rankings

Best Places to Work in the Federal Government	2010 (ranked out of 224)	2011 (ranked out of 228)
Overall Ranking	**179**	**189**
Effective Leadership – Leaders	207	211
Effective Leadership – Supervisors	216	225
Effective Leadership – Fairness	217	225
Teamwork	220	227
Training and Development	165	192

Human Resources



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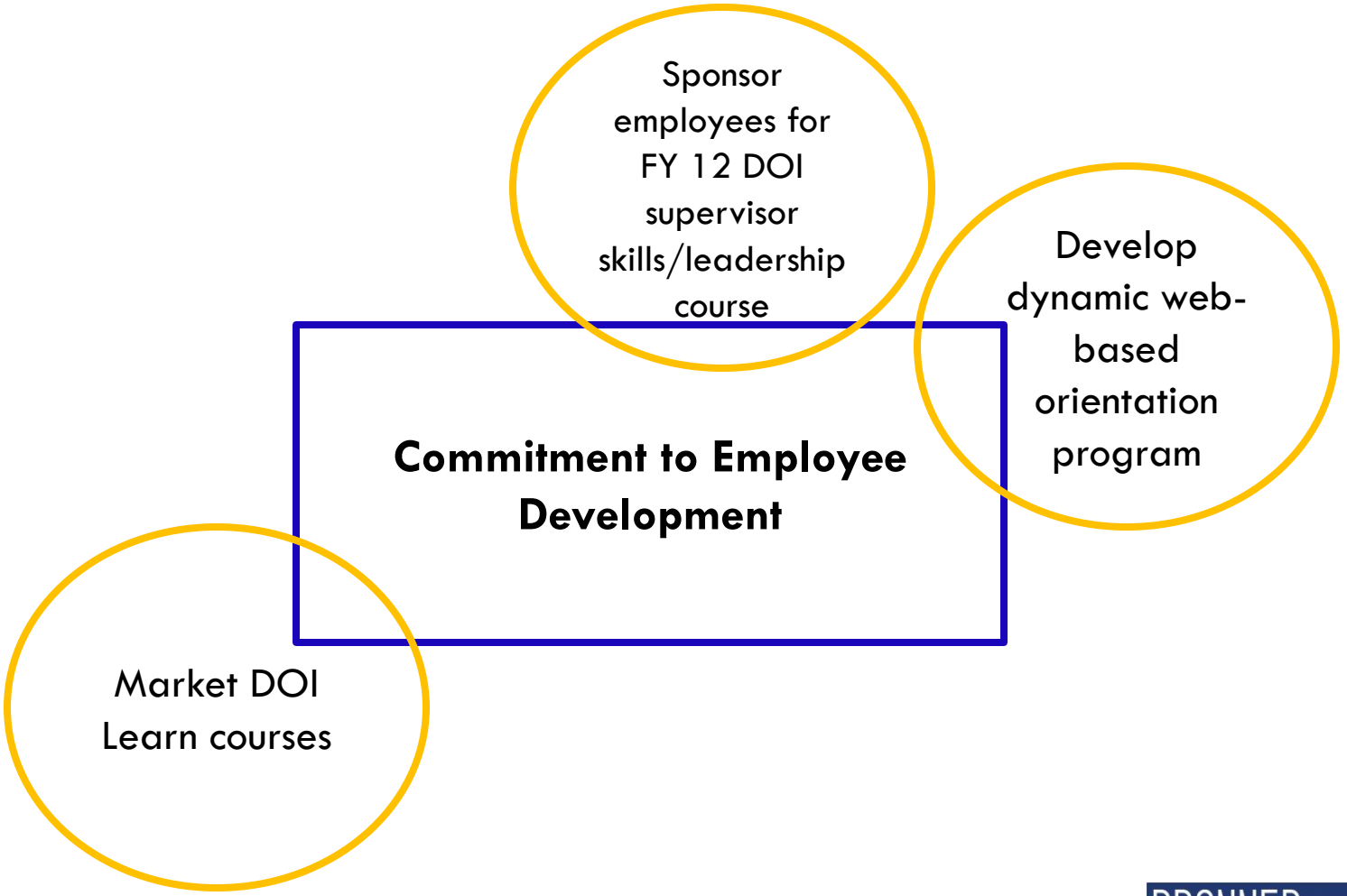
Human Resources

19 HR Specialists in Albuquerque, NM

BIE Office of the Assistant Deputy Director for Administration

Human Resources



Human Resources

Insufficient HR staffing resources to realign to BIA

BEFORE
BIA
realignment

Do we have enough staffing specialists in each Region?

What is the total funding requirement for additional positions?

Equal Employment Opportunity

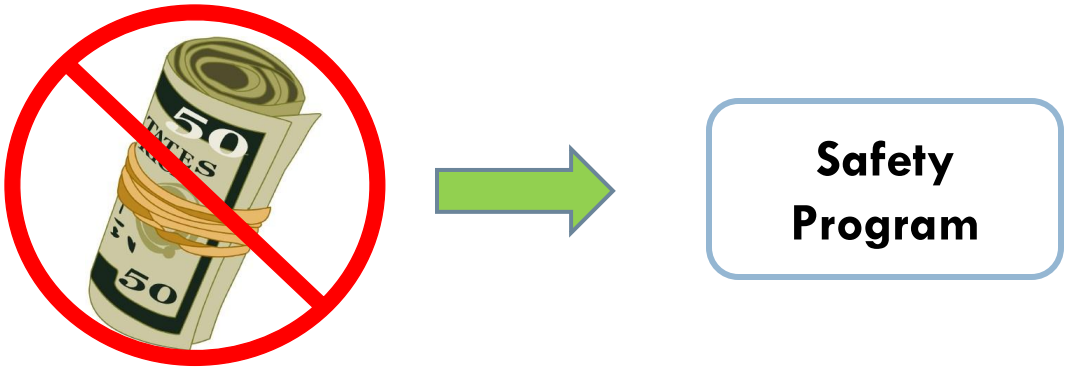
- Finding: The EEO office is in the Department of the Interior receivership

Equal Employment Opportunity

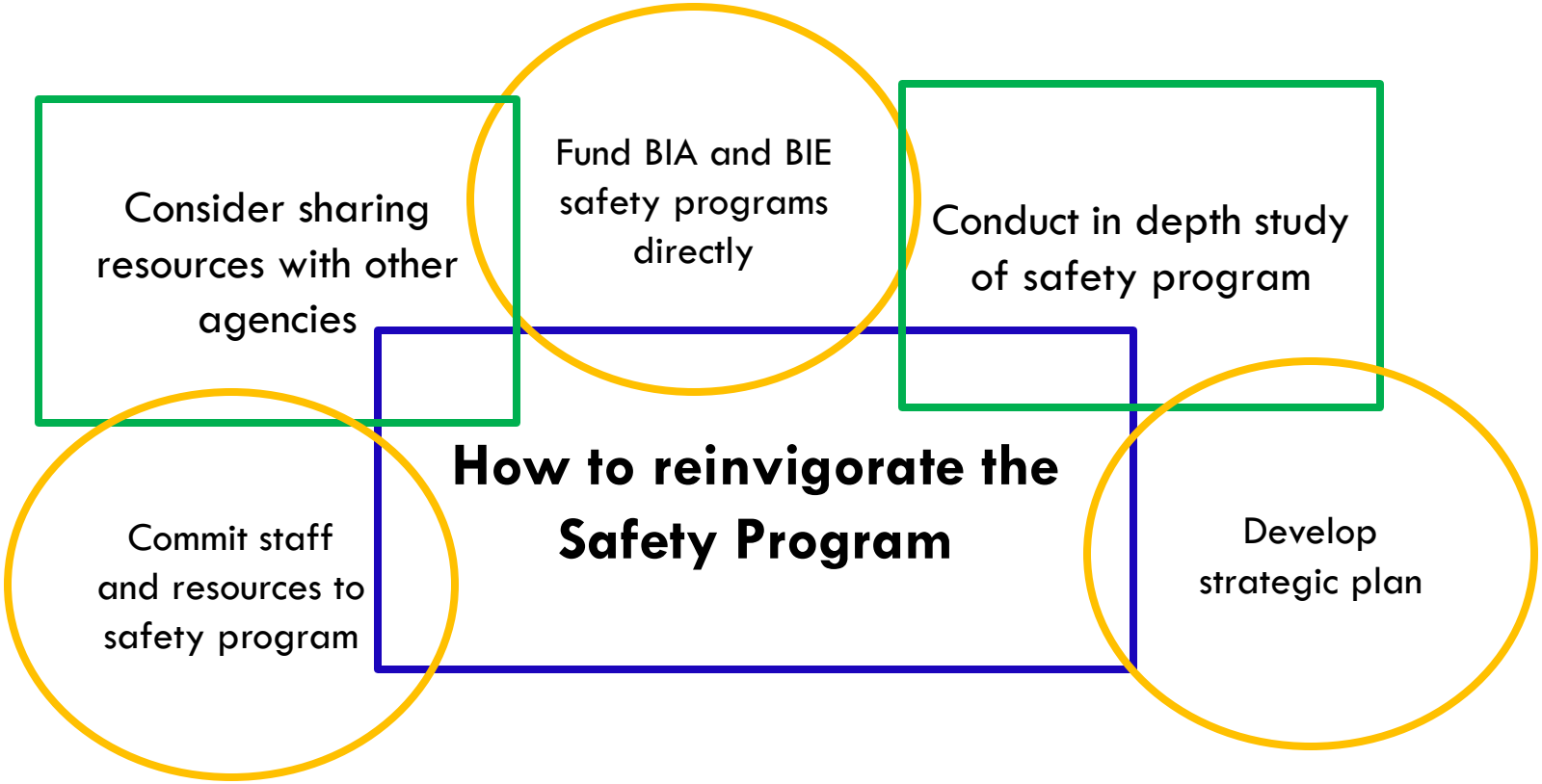
Develop EEO Strategic Plan so that Indian Affairs can Manage its own Anti-Discrimination Obligations

Safety

- Finding:
  - Indian Affairs has not invested sufficient resources in the safety program
  - Workers' compensation claims are not actively managed



Safety


Consider sharing resources with other agencies
Fund BIA and BIE safety programs directly
Conduct in depth study of safety program
How to reinvigorate the Safety Program
Commit staff and resources to safety program
Develop strategic plan

Internal Controls

- Finding: Internal Control, Evaluation and Assessment require high priority status within Indian Affairs

Late Single Audit management decisions by BIA, BIE, and IEED

Indian Affairs was time barred from collecting over **$10M** in potentially disallowed questioned costs in FY2010.

Internal Controls

The Assistant Secretary issues a National Policy Memorandum concerning management accountability

Implement meaningful performance metrics to assess response times on Single Audit Act reports and closure rates of GAO and OIG audit recommendations

Develop a peer review process to evaluate local management controls of accounting, budget, acquisition, property and human resources processes

Information Technology

- Findings:
  - Significant improvements are needed in Help Desk and technical support services – with a focus on quicker response resolution rates
  - BIE Technology infrastructure and level of technical support services is considered inadequate

Information Technology

Information Technology

Help Desk and Technical Support

Develop and measure performance metrics around customer satisfaction and feedback

Establish a transparent method for users to track service requests and resolution

Ensure complete user training and support related to deployment of new PCs and Windows 7

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Information Technology

Provide DOI OCIO a cost benefit analysis and deployment plan of educational hardware/software across all BIE schools

Better IT infrastructure within BIE schools

Ensure roll-out of the educational hardware/software to all BIE schools

Communications

- Internal communications concerning support office policies and decisions are fractured

Communications

Better internal communications?

Establish an Indian Affairs Employee Work/Life Committee

Create weekly message from the Assistant Secretary – Indian Affairs on the intranet to drive employees to the site

Update each support office's intranet page to include, at a minimum, current policies and procedures

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Next 12 Months

Steps to Implementation:

1. Supervisory chain of command

2. Policies/Procedures

3. Budget allocation

4. Training program for staff and supervisors

BRONNER Team

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  Gila Bronner, President & CEO

  Nick Tzitzon, Senior Vice President & COO

- **Project Management:**

  Beth McGarry, Director of Federal Services

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