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Annual Performance Plan 2001

Annual Performance Report 1999

Bureau of Land Management



U.S. DEPARTMENT OF THE INTERIOR



Bureau of Land Management

Annual Performance Plan FY 2001

Annual Performance Report FY 1999

Notes to Readers

This document proposes goals for the Bureau of Land Management in each of its mission areas, as well as goals for improving organizational effectiveness. Accompanying each goal is a table of funding sources and at least one measure of performance. This document is the performance component of the BLM Budget Justification.

Performance measure terminology or targets for performance may be adjusted occasionally. The BLM's Management Information System (MIS) Performance Module is the final source for current measures and targets.

For each performance measure, the BLM has a corresponding Data Specification, an internal document that provides an overall description, guidelines for data collection, and precision requirements, as well as listing the data source and noting who is responsible for the data. Data Specifications are used to standardize data collection, improve data quality in BLM's Management Information System, and provide standards for data validation.

Washington Office program leads entered performance data into BLM's Management Information System (MIS) for some of the performance measures; field offices did not need to get involved with data entry. In these instances, the notation "(national)" follows the performance measure.

The FY 2001 Annual Performance Plan is based on BLM's 2001-2005 Strategic Plan.

The FY 2001 Annual Performance Plan goals are contingent on proposed funding levels. After enactment of the FY 2001 budget by Congress, expected in November or December of 2000, the Annual Performance Plan goal accomplishment levels may require revision.



DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

I am pleased to present the Bureau of Land Management's Fiscal Year 2001 Annual Performance Plan and Fiscal Year 1999 Annual Performance Report. This document includes the first annual performance report we are required to submit under the Government Performance and Results Act, although we have been voluntarily publishing annual performance reports since fiscal year 1995. Please note that the performance goals and measures addressed in the FY 1999 Annual Performance Report are those that were in effect for that year; these goals and measures have since been updated and refined for 2000 and 2001.

This document serves to update our FY 2000 Annual Performance Plan; we have revised our FY 2000 goals and targets based on the FY 2000 enacted budget to reflect what we can actually accomplish between now and September 30, 2000. We also have changed some of the 2000 goals so they are consistent with the Proposed 2001-2005 Strategic Plan. Finally, we are presenting our FY 2001 Proposed Annual Performance Plan based on our request for future funding.

The BLM is entrusted with administering a vast amount of public land – 264 million acres in 12 western states – an area bigger than Texas, Oklahoma, and all of New England combined. In addition, we manage 370 million acres of subsurface mineral estate located throughout the Nation. The tremendous value of these assets can be measured both in terms of the public enjoyment of BLM's wide open spaces, and in terms of the productivity and economic worth of these lands and resources to local communities and the Nation's economy.

The last 10 years have seen a dramatic increase in the demands placed both on the public lands and on our workforce. The rapidly growing population and changing demographics of the West have restricted our ability to deliver the results that Americans care about most from their public lands. Delivering on many of the commitments quantified in this Strategic Plan Revision clearly depends upon additional fiscal resources received through a combination of Congressional appropriations and expanding partnerships and cost recovery opportunities.

We in the BLM are proud of our mission, our history, and our accomplishments. BLM's employees are committed to doing their best as stewards of the public lands. Given adequate funding and support, I believe that we can deliver on the commitments identified in this Annual Performance Plan and can further enhance our role as stewards for the priceless legacy represented by our Nation's public lands.

A handwritten signature in black ink that reads "Tom Fry".

Tom Fry
Bureau of Land Management

Executive Leadership Team

Signature Page

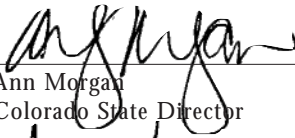
 Tom Fry, Director Bureau of Land Management	<u>1-24-00</u> Date	 Denise P. Meridith Arizona State Director	<u>1/25/00</u> Date
 Nina Hatfield Deputy Director	<u>1-24-00</u> Date	 Al Wright California State Director	<u>1-25-00</u> Date
 Larry Benna Chief Budget Officer	<u>1-24-00</u> Date	 Ann Morgan Colorado State Director	<u>1-25-00</u> Date
 Henri Bisson, Assistant Director Renewable Resources and Planning	<u>1-24-00</u> Date	 Gayle Gordon Eastern States Director	<u>1-25-00</u> Date
 Pete Culp, Assistant Director Minerals, Realty, and Resource Protection	<u>1-24-00</u> Date	 Martha G. Hahn Idaho State Director	<u>1-26-00</u> Date
 Hord Tipton, Assistant Director Information Resources Management	<u>1-24-00</u> Date	 Larry E. Hamilton Montana State Director	<u>1/25/00</u> Date
 Lawrence Finfer, Assistant Director Communications	<u>1-24-00</u> Date	 Robert V. Abbey Nevada State Director	<u>1-25-00</u> Date
 Warren Johnson, Assistant Director Human Resources Management	<u>1-25-00</u> Date	 Michelle Chavez New Mexico State Director	<u>1-25-00</u> Date
 Bob Doyle, Assistant Director Business and Fiscal Resources	<u>1-25-00</u> Date	 Elaine Zielinski Oregon State Director	<u>1-25-00</u> Date
 Les Rosenkrance, National Director Office of Fire and Aviation	<u>1/25/00</u> Date	 Sally Wisely Utah State Director	<u>1/25/00</u> Date
 Fran Cherry Alaska State Director	<u>1/25/00</u> Date	 Al Pierson Wyoming State Director	<u>1/25/00</u> Date

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Executive Summary

The Bureau of Land Management manages 264 million acres of public lands--about one-eighth of the land area of the United States--and approximately 370 million additional acres of subsurface mineral estate (300 million acres underlying Federal surface lands, plus 70 million acres under privately owned lands). This puts the BLM in a unique position to manage and protect our Nation's priceless natural and cultural legacy.

The BLM has perhaps the most complex and far-reaching mission in the Department of the Interior. The vast acreages and myriad natural and cultural resources that the BLM manages as the Federal government's largest landowner, combined with the complexities of BLM's multiple use mission, present unique and difficult challenges. Add to this the increasing demands arising out of new environmental legislation and the rapid population growth of many western states, and it's easy to see why BLM's resources – its workforce and funding levels – have already been stretched to the limit.

The BLM administers some of the most ecologically and culturally diverse and scientifically important lands in Federal ownership. The agency's management responsibilities include:

- recreation opportunities on public lands
- commercial activities on public lands
- wild free-roaming horses and burros
- paleontological localities and archaeological and historical sites, including museum collections derived from those areas
- wildlife habitat
- transportation systems (roads, trails, and bridges)
- wilderness and wilderness study areas
- wild and scenic rivers
- rare, vulnerable, and representative habitats, plant communities, and ecosystems
- interpretative activities to meet scientific and educational needs

This is the third Annual Performance Plan that the BLM has prepared under the Government Performance and Results Act of 1993 (GPRA). Organized around eight GPRA Program Activities, the plan describes accomplishments expected under the FY 2000 enacted budget and the FY 2001 proposed budget. FY 1999 actual accomplishments are also reported. Each GPRA program activity appears in Section II; long-term goals, annual performance goals, performance measures, and selected baseline statistics are presented for each. Internal organizational effectiveness strategies are located at the end of Section II. This plan reduces the overall number of long-term goals, as compared to the 1999 Annual Performance Plan, from 48 to 27 and the number of performance measures from 65 to 47.

Of the 65 goals BLM measured performance for in FY 1999, 30 (46%) were exceeded. Another 13 measures (20%) were met or substantially met. Six measures (9%) were not collected due, for example, to biennial customer surveys not being conducted in FY 1999 or targets set to zero. Sixteen goals (25%) were not met for various reasons, such as abandonment of the goal, change in workforce priorities, or the target being set unrealistically high. The actual results for each measure, with explanatory comments, are summarized in this report.

The FY 2001 Annual Performance Plan spells out what the BLM can – and in some instances cannot – do in carrying out its responsibilities as it attempts to respond to the increasing pressures and demands on the public lands and the agency itself. The next few paragraphs present a sampling of BLM's long-term and annual performance goals to give an idea of the agency's diverse responsibilities and the limitations imposed by increasing resource demands.

RECREATION

- In FY 1999, 93 percent of BLM recreation users were satisfied with the quality, diversity, and availability of recreation opportunities/facilities on public lands. In FY 2001, our goal is to achieve a 94 percent satisfaction rate, and, in FY 2005, 90 percent. This decline results from anticipated increases in public land recreation usage, and the current projection that funding and personnel resources may not keep pace with increasing recreation demand.
- Given increasing public use levels and expected budget levels, the BLM anticipates that 81 percent of Special Recreation Management Areas physical facilities will be in good condition in FY 2001, declining to 75 percent in FY 2005.

COMMERCIAL ACTIVITIES

- Given available resources, BLM is challenged to complete the workload associated with existing energy and mineral leases and permits, and to conduct the reviews required to meet the demand for new leases. Accordingly, the BLM's goal is to complete 91 percent of actions on existing energy and mineral leases, permits, and claims in FY 2001, and 80 percent of these same actions in FY 2005.
- Renewing grazing permits in conformance with the National Environmental Policy Act has significantly increased the workload of BLM field office staffs. The BLM proposes to issue/renew 1,646 grazing permits or leases in FY 2001, and to achieve healthy, sustainable rangelands by FY 2005 by including land health provisions in 7,000 grazing authorization renewals.

NATURAL AND CULTURAL HERITAGE RESOURCES

- The BLM currently has almost 3,700 special management areas (National Monuments, National Conservation Areas, wild and scenic rivers, etc.) that have been congressionally or administratively designated. In FY 1999, the Bureau improved the condition of 73 areas by reestablishing native plants,

reclaiming abandoned roads, removing abandoned structures, etc. The BLM plans to improve 300 at-risk areas in FY 2001 and a total of 1,197 at-risk areas by FY 2005.

- In FY 1999, the BLM restored and protected 128 at-risk cultural and paleontological properties on public lands. The plan proposes to restore and protect 903 sites in FY 2001 and to increase the annual number to 1,100 sites by FY 2005.

REDUCING THREATS TO PUBLIC HEALTH, SAFETY, AND PROPERTY

- The BLM maintains more than 79,000 miles of roads on the public lands. In FY 2001, the BLM proposes to assess the condition of 20 percent of BLM-maintained roads to identify access needs, maintenance requirements, and prospective road closures, and to improve 62 percent of BLM roads to fair or good condition. By 2005, the BLM proposes to have assessed the condition of all BLM-maintained roads.
- Abandoned mine lands and hazardous material sites pose serious threats to public health and safety as well as the environment. In FY 2001, the BLM will identify and correct physical safety hazards at 10 abandoned mines. In addition, the BLM will identify and clean up a total of 156 hazardous materials sites on public lands. By 2005, the cumulative total increases to 1,018 for hazardous materials sites.

IMPROVING LAND, RESOURCE, AND TITLE INFORMATION

- As the complexities of managing ecosystems increase, data collection and analysis become even more important to managing the public lands. BLM's information about land ownership, status, and condition is of interest to public land users; other Federal, state, tribal, and local agencies; and the scientific community. In FY 2001, the BLM proposes to complete 6 percent of requested boundary surveys to support resource and land transactions, to collect 80 percent of townships with boundaries in digital format, and to integrate 8 percent with county and U.S. Forest

Service data. By FY 2005, these percentages increase to 31, 86, and 16, respectively.

PROVIDING ECONOMIC AND TECHNICAL ASSISTANCE

- The Department of the Interior's Revitalization of Indian Country theme for FY 2001 emphasizes developing programs to improve the quality of life for Tribes. In FY 2001, the BLM proposes to establish 25 formal agreements with federally recognized Tribes in managing tribal minerals, performing cadastral surveys, and administering public lands; by FY 2005, the number of formal agreements increases to 45.

UNDERSTANDING THE CONDITION OF PUBLIC LANDS

- Over the past two decades, demands placed on our Nation's public lands and resources have grown at a faster and faster rate, challenging the Bureau's resource professionals to resolve land use conflicts and anticipate future demands accurately. The BLM is increasingly finding that its land use plans and National Environmental Policy Act (NEPA) documents are out of date. In FY 2001, the BLM proposes to evaluate 65 existing land use plans/NEPA documents, develop or update 8 land use plans in order to reflect new information, and ensure that 29 land use plans contain habitat conservation strategies. By 2003, the BLM proposes to evaluate 100 percent of its existing land use plans/NEPA documents, initiating amendments or revisions as necessary to reflect new information and management strategies.

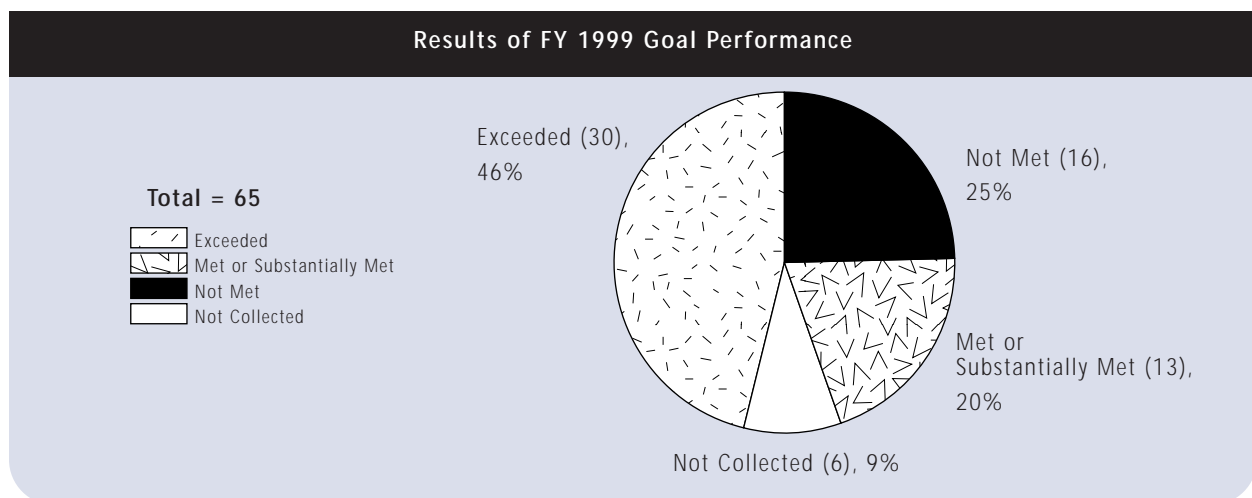
RESTORING AT-RISK RESOURCES AND MAINTAINING FUNCTIONING SYSTEMS

- Restoring and maintaining the health of the land is the foundation of everything the BLM does. However, under current scenarios, resource conditions will continue to deteriorate in many locations. Given risks of catastrophic wildfires and expansion of weed infestations, wildlife habitat will continue to be lost, resulting in population declines for plants and animals. In FY 2001, the BLM proposes to achieve proper functioning condition or an upward trend in BLM-administered riparian/wetland areas in 800 of the watersheds within priority subbasins.

As this sampling of goals illustrates, the BLM faces many challenges during the next few years and, in some instances, risks losing ground in its efforts to restore and maintain the health and productivity of the public lands.

One of the BLM's greatest challenges today is to develop more effective and efficient land management practices. The agency and its partners have already taken significant steps to reduce administrative costs, streamline work practices, focus on customer service, and improve accountability to the American people.

The Bureau is proud of its history and accomplishments, and BLM employees remain highly motivated and committed to the Bureau's mission. Given adequate resources, the BLM can continue its tradition as a can-do agency and meet the difficult challenges that lie ahead.



About This Document

The organization of the Bureau of Land Management's (BLM's) Fiscal Year (FY) 2001 Annual Performance Plan reflects the Department of the Interior's approach to improving and streamlining the Annual Performance Plan and linking the plan with the budget and cost accounts. The Annual Performance Plan presents BLM's goals and measures and identifies the FY 2001 strategies and resources needed to achieve them, consistent with the BLM FY 2001-2005 Strategic Plan and proposed budget. It also reports on performance accomplishments for FY 1999.

With this approach, Interior will be able not only to meet the requirements of the Government Performance and Results Act of 1993, but also to promote managerial accountability through a direct connection with the Strategic Plan, resources, and outcomes. The BLM's Annual Performance Plan links with goals contained in the BLM Strategic Plan, sets forth in measurable and quantifiable form the levels of performance for each goal in the budget year, and reflects the BLM's enacted budget and performance targets for FY 2000. The Annual Performance Plan is a companion document to the Budget Justification. This method of presentation provides a context for making informed decisions on the allocation of resources to better accomplish the mission of the organization.

THE ANNUAL PERFORMANCE PLAN FOR FY 2001 IS DIVIDED INTO THREE SECTIONS:

Section I — *Introduction and Overview*, states the BLM mission; addresses links to the BLM mission, Strategic Plan, Department of the Interior goals, and budget; documents adjustments this plan makes to the BLM Strategic Plan; and contains a *FY 2001 Goals At-A-Glance*

Table summarizing goals, performance targets, and budget allocations.

Section II — *GPRA Program Activities and Goals*, includes a section on each program activity, including a budget table identifying the sources of funds. Under each program activity section are the long-term goals and annual goals with measures. These are accompanied by descriptive narratives covering administrative and support strategies to improve organizational effectiveness. Each measure contains a table on data verification and validation. This section also incorporates the 1999 Annual Performance Report into the 2001 Annual Performance Plan goal-by-goal.

Section III — *Additional GPRA Information*, addresses customer service; crosscutting issues; management issues, including OIG and GAO-identified concerns; internal evaluations; and other topics that are addressed in Results Act requirements.

Appendix 1 — *FY 1999 Annual Performance Report At-A-Glance Table*, summarizes BLM's performance achievements in FY 1999 on a measure-by-measure basis.

Appendix 2 — *FY 2000 Annual Performance Plan At-A-Glance Table*, summarizes BLM's proposed performance achievements in FY 2000 measure by measure; this table includes the *Revised Final FY 2000 Budget by related program activity*.

Section 1 - Introduction and Overview

I.1 INTRODUCTION

The BLM manages 264 million acres of land — about one-eighth of the land area of the United States — and more than 370 million additional acres of subsurface minerals underlying other Federal surface lands, as well as other, private surface ownerships. Most of these lands are located in the West, including Alaska, and are dominated by extensive grasslands, forests, high mountains, arctic tundra, and deserts. The BLM is responsible for the management and use of a variety of resources on these lands, including energy and minerals, timber, forage, wild horse and burro populations, fish and wildlife habitats, recreation sites, wilderness, and archaeological and historical sites.

The BLM, more than any other Federal agency, has a critical role to play in supporting our western communities. BLM lands are integral to the open space, recreation, and other requirements of some of the fastest

growth areas of the West, such as Las Vegas, Boise, Salt Lake City, Phoenix, Albuquerque, and Denver. An inevitable result of urban growth has been conflict between people and public land resources. The fundamental qualities that characterize the western United States and make it attractive for growth are now being threatened, affecting environmental health, economic viability, and the ability to maintain a high quality of life. These trends are expected to continue, elevating concerns over the Bureau's ability to protect the valuable resources on public lands while meeting the growing needs of the population centers.

I.2 MISSION STATEMENT

"It is the mission of the Bureau of Land Management to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations."



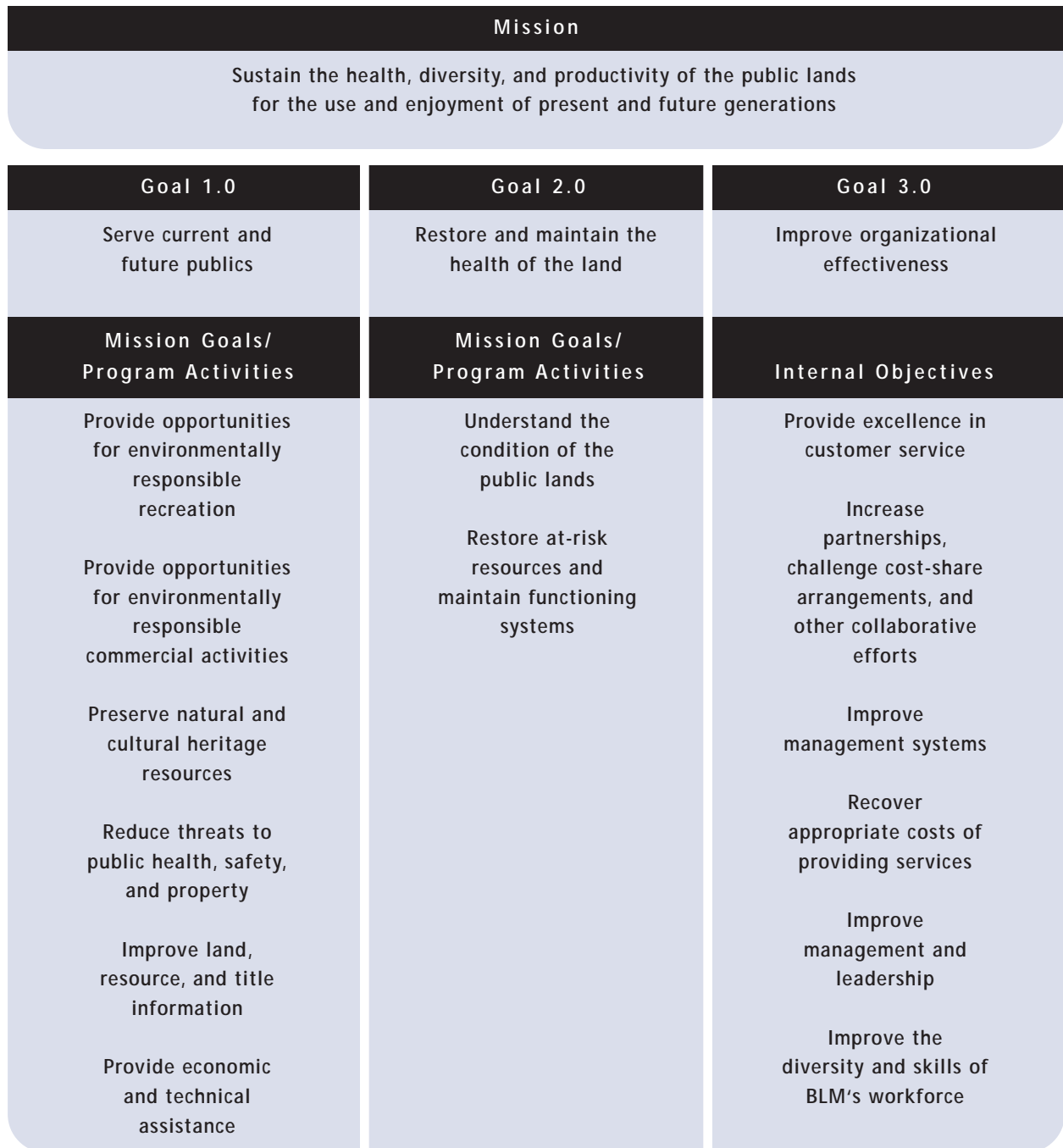
*A high school science class studies geologic formations at Diamond Craters in BLM's Burns District, Oregon.
(photo by Scott Moore)*

I.3 LINKAGE TO BUREAU STRATEGIC PLAN AND DEPARTMENTAL GOALS

This is the third Annual Performance Plan that the Bureau of Land Management has prepared under the Government Performance and Results Act of 1993

(GPRA). It is consistent with BLM's Proposed Strategic Plan, the structure of which is diagramed in Figure 1 below. This FY 2001 Annual Performance Plan describes accomplishments expected at the funding levels in the proposed FY 2001 budget. It also provides targets for goals at the FY 2000 enacted funding levels.

FIGURE 1 - BUREAU OF LAND MANAGEMENT 2001-2005 STRATEGIC PLAN GOAL FRAMEWORK



The Bureau of Land Management contributes to the accomplishment of five overarching goals set by the Department of the Interior. Major links between the Departmental goals and the BLM's goals are presented in the table below.

As discussed in Section III.2, the BLM is also contributing to a number of the interagency and crosscutting initiatives issues discussed in the Departmental Overview. These initiatives include the Pacific Northwest Forest Plan and Wildland Fire Management.

I.4 LINKAGE TO BUDGET

This FY 2001 Annual Performance Plan is organized around eight GPRA Program Activities¹. The Program Activities address the scope of the BLM's multiple use mission, including recreation, commercial use, heritage resources, health and safety, land and title information, economic assistance to communities, understanding the condition of the public lands, and restoring at-risk

resources and maintaining functioning systems. These eight activities are responsibility segments in the BLM's Financial Management System. The Annual Performance Plan also identifies strategies that are means-related, focusing on improving organizational effectiveness through collaborative management, using effective business practices, and improving human resources management. Funding to achieve organizational effectiveness is allocated from the mission program that benefits; separate funding is not involved. The goals and strategies in each of these areas, and the resources to achieve them, are discussed in the following sections.

Each of the GPRA Program Activities includes a set of long-term goal tables that identify long-term goals, annual performance goals, performance measures, and selected baseline statistics. Long-term goals define important areas of change in the period covered by the BLM Strategic Plan. Annual Performance goals are the specific actions that BLM expects to accomplish in FY 2001 which contribute to meeting the long-term

Departmental Goal	Related BLM Mission Goals	Long-Term Goals
Protect the environment and preserve our Nation's natural and cultural resources	Understand the condition of the public lands; Restore at-risk resources and maintain functioning systems; Preserve natural and cultural heritage;	see sections 2.7, 2.8 2.3
Provide recreation for America	Provide opportunities for environmentally responsible recreation	see section 2.1
Manage natural resources for a healthy environment and a strong economy	Provide opportunities for environmentally responsible commercial activities; Reduce threats to public health, safety, and property	see sections 2.2 and 2.4
Provide science for a changing world	Improve land, resource, and title information;	see sections 2.5
Meet our trust responsibilities to Indian Tribes and our commitments to island communities	Provide economic and technical assistance	see section 2.6

¹ Refer to Office of Management and Budget (OMB) Circular A-11, Part 2, 220.8, for additional information on GPRA Program Activities

GPRA Program Activity	FY 1999 Plan to Congress \$(000's)	FY 1999 Enacted BA \$(000's)	FY 2000 Enacted \$(000's)	FY 2001 Budget Current Estimate \$(000's)
Provide opportunities for environmentally responsible recreation	72,899	75,531	78,952	90,449
Provide opportunities for environmentally responsible commercial activities	228,398	224,370	232,096	244,346
Preserve natural and cultural heritage	95,423	96,945	101,305	166,898
Reduce threats to public health, safety, and property	342,892	337,420	349,454	361,111
Improve land, resource, and title information	66,070	65,127	50,878	52,660
Provide economic and technical assistance	164,194	171,612	183,920	186,648
Understand the condition of the public lands	226,302	218,590	148,112	160,291
Restore at-risk resources and maintain functioning systems	--	--	86,686	96,554
Total	1,196,178	1,189,595	1,231,403	1,358,955

Note: Numbers referenced above are from budget documents, but may vary slightly due to rounding

goals. Organizational effectiveness strategies are located at the end of the program activities section; these strategies do not include goals, measures, or targets for accomplishment, as these strategies are not driven by funding initiatives.

The relationship between Program Activities and the budget is shown in a table at the beginning of each Program Activity section. These tables identify the appropriation account code, budget activity, and budget subactivity where applicable for FY 1999, 2000, and 2001. Some goals are funded by and benefit a number of subactivities. Program activities are listed above with their associated budgets for comparison between FY 2001 and prior years.

BUDGET THEMES FOR FY 2001

The population of the West is growing, creating new and expanded demands on our Nation's public lands

and increasing the breadth of BLM's constituent and customer base. Demands range from traditional public land uses to newer activities, such as recreation and open space management. The BLM plays a key role in the debate over open space because BLM is a primary open space agency. The BLM administers more Federal land than any other agency (48 percent of the total Federal acreage), managing open space across 264 million acres of mostly western public land through conservation, recreation, and oversight of extraction activities. The BLM must begin to address the demands on public lands associated with population growth. These increased demands affect all aspects of BLM's work.

Sustainable Resource Decisions: The BLM's older resource management plans often failed to anticipate current demands on the public lands, including the steady growth in outdoor recreational activities and the increased demand for natural gas. The BLM must make the agency's planning efforts relevant to the challenges

of the 21st century as well as ongoing issues facing the Bureau, such as new endangered species listings and rangeland health. The BLM must have up-to-date information and plans in order to respond to customer needs and make sound land use decisions. The BLM's desired outcome for land use planning is to ensure the environmental health of public land resources, while reducing uncertainty and economic disruption for local communities.

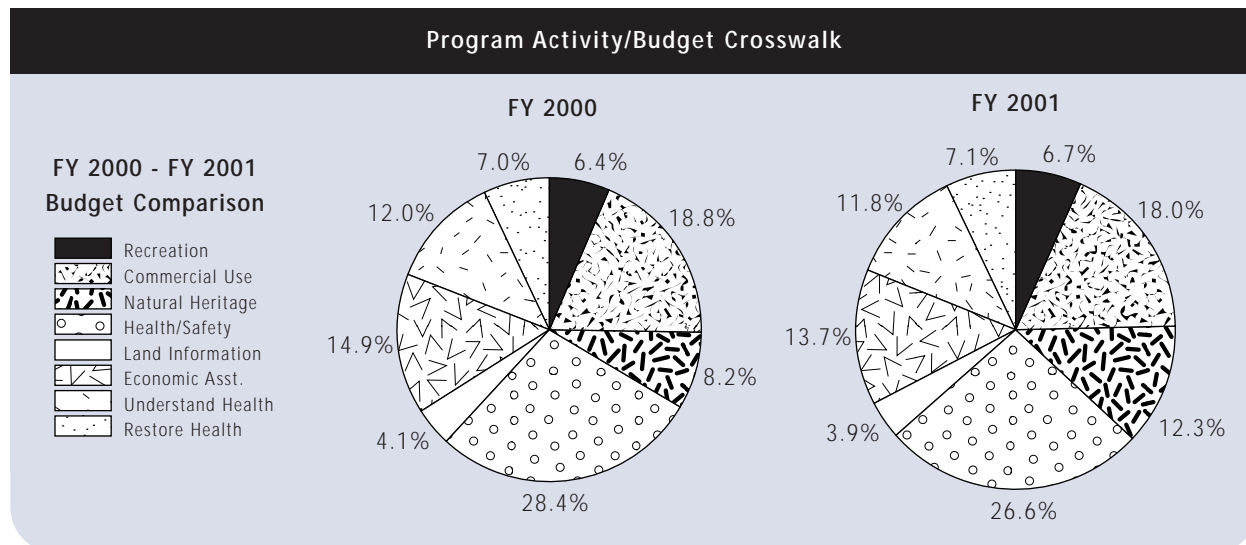
Watershed Restoration: Some of our Nation's most valuable public lands are at risk from past practices and current threats. There are enormous needs for restoring watersheds and the resources that depend on them. The BLM is well positioned to promote biological diversity, clean water, and healthy watersheds, and to protect critical habitat for a variety of species of fish and wildlife. However, the Bureau must address watershed restoration needs now while recovery is still possible, before at-risk and degraded watersheds deteriorate to a condition where they are unable to respond to management actions.

Special Areas: Some 3,671 special areas have been congressionally or administratively designated on BLM public lands, comprising approximately 85.5 million acres. Many BLM field offices lack the resources and

personnel to proactively address issues relating to the protection and management of these special areas. In addition, the BLM cannot maintain an adequate field presence, which limits the agency's ability to deter degradation and vandalism in special areas.

Safe Visits: The BLM maintains buildings, recreation sites, administrative sites, and miles of trails and roads, as well as bridges and dams. The Bureau is also responsible for mitigating abandoned mine lands, which, in an increasingly crowded West, present hazards to the recreating public. As demands on public lands and facilities have increased dramatically, the BLM has sought to improve its existing recreation facilities and to make the most pressing repairs to its roads and trails system. The BLM must deal effectively with these health and safety issues to ensure visitor safety.

The BLM has proposed several funding initiatives for FY 2001 to deal with these challenges. This requested funding will enable BLM to begin undertaking the actions needed to ensure the long-term health and productivity of the public lands, to avoid new litigation, and to process authorizations in a timely manner. These areas of focus are discussed under related program activities throughout this Plan.



I.5 ADJUSTMENTS TO THE STRATEGIC PLAN

Compared with the FY 2000 Annual Performance Plan submitted to Congress in February 1999, this plan adjusts a single goal category by splitting the old mission goal "Restore and Maintain the Health of the Land" into two mission goals: "Understand the Condition of the Lands," and "Restore At-Risk

Resources and Maintain Functioning Systems." This plan also reduces the overall number of long-term goals from 48 to 27 and the number of performance measures from 65 to 47. This FY 2001 Annual Performance Plan is fully consistent with the proposed FY 2000-2005 long-term goals contained in BLM's Proposed Strategic Plan.

I.6 BUREAU OF LAND MANAGEMENT FY 2001 GOALS AT-A-GLANCE

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 2001 Annual Goal	Target Performance	FY 2001 Enacted Funding (\$000's)
01.01 Provide opportunities for environmentally responsible recreation	By FY 2005, 75% of Special Recreation Management Areas physical facilities are in good condition.	FY 2001, 81% of Special Recreation Management Areas physical facilities are in good or fair condition and 10% of the Recreation Fee Demonstration Project facilities are universally accessible.	81% 10%	90,449
	By FY 2005, 90% of recreation users are satisfied with the quality of their recreation experience on the public lands and 81% of recreation users are satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas.	In FY 2001, 94% of recreation users are satisfied with the quality of their recreation experience on the public lands and 85% of recreation users are satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas.	94% 85%	
01.02 Provide opportunities for environmentally responsible commercial activities	By 2005, complete 80% of actions on existing energy and mineral leases, permits, and claims on the federal lands consistent with established land health standards to minimize future liabilities.	In FY 2001, complete 91% of actions on existing energy and mineral leases, permits, and claims consistent with established land health standards to minimize future liabilities.	91%	244,346

I.6 BUREAU OF LAND MANAGEMENT FY 2001 GOALS AT-A-GLANCE (CONTINUED)

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 2001 Annual Goal	Target Performance	FY 2001 Enacted Funding (\$000's)	
01.02 Provide opportunities for environmentally responsible commercial activities <i>(continued)</i>	By 2005, support rural communities in the west and achieve healthy, sustainable rangelands by including provisions in 7,000 grazing authorization renewals required to assure that established land health standards are achieved.	In FY 2001, issue 1,646 grazing permits or leases consistent with established land health standards.	1,646	244,346	
	By 2005, consistent with established land health standards, annually offer for sale, on a decadal average, 211,000 thousand board feet (MBF) of timber in Western Oregon (Oregon and California Grant Lands) and 32,000 MBF of timber outside the Pacific Northwest (Public Domain).	In FY 2001, consistent with the established land health standards, offer 211,000 thousand board feet (MBF) of timber for sale in Western Oregon and 32,000 MBF of timber for sale outside the Pacific Northwest.	211,000 MBF 32,000 MBF		
	By 2005, meet 80% of the demand for rights-of-way and process 90% of lease, permit, and license, and easement actions on the public lands consistent with established land health standards.	In FY 2001, complete 4,067 rights of-way and process 1,182 lease, permit, license, and easement actions on the public lands consistent with established land health standards.	4,067 1,182		
	By FY 2005, 60% of customers and stakeholders understand and are satisfied with commercial use authorization procedures on public lands.	In FY 2001, maintain the Authorization Processing Quality Service Index (AP_QI) for selected commercial applications and permits no more than 2 percentage points lower than 1995 (customer) and 1 percentage point lower than 1997 (stakeholder) baselines.	2% 1%		

I.6 BUREAU OF LAND MANAGEMENT FY 2001 GOALS AT-A-GLANCE (CONTINUED)

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 2001 Annual Goal	Target Performance	FY 2001 Enacted Funding (\$000's)
01.03 Preserve natural and cultural heritage resources	By FY 2005, cumulatively improve the condition of 1,197 Congressionally or Administratively designated special management areas currently at risk.	In FY 2001, improve the condition of 300 Congressionally or Administratively-designated special management areas currently at risk on the public lands and waters.	300	166,898
	By FY 2005, manage the wild horse and burro populations consistent with land health standards and healthy herds to achieve and maintain a thriving natural ecological balance for 100% of the Herd Management Areas.	In FY 2001, reach Appropriate Management Levels (AMLs) on 93 Herd Management Areas, as established through monitoring and planning, through the removal and successful placement of excess wild horses and burros and issue 7,500 titles within six months of eligibility.	93 7,500	
	By FY 2005, restore and protect 1,100 "at risk" cultural and paleontological treasures on the public lands.	In FY 2001, restore and protect 903 "at risk" cultural and paleontological properties on the public lands.	903	
	By FY 2005, ensure that collections at 18% of the non-federal curatorial facilities housing BLM cultural and paleontological collections are available and accessible to the public through development of partnerships.	In FY 2001, make BLM cultural and paleontological collections available and accessible to the public by developing five (5) partnerships with non-Federal curatorial facilities.	5	
	By FY 2005, 80% of recreational and educational users are satisfied with BLM's protection of significant historical, cultural, and other heritage resources.	In FY 2001, 82% of recreational and educational users are satisfied with BLM's protection of significant historical, cultural, and other heritage resources.	82%	

I.6 BUREAU OF LAND MANAGEMENT FY 2001 GOALS AT-A-GLANCE (CONTINUED)

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 2001 Annual Goal	Target Performance	FY 2001 Enacted Funding (\$000's)
01.04 Reduce threats to public health, safety and property	By 2005, the percentage of administrative facilities structurally maintained in fair or good condition will increase to 95%; dams will increase to 70%; and bridges will increase to 99%. The percent of facilities in good safety, health, and environmental condition will increase 14% over baseline.	In FY 2001, the percentage of administrative facilities maintained in fair or good condition will increase to 88%; dams will increase to 61%; and bridges will increase to 95%. The percent of facilities in good safety, health, and environmental condition will increase 2% over baseline.	88% 61% 95% ----- +2% over baseline	361,111
	By 2005, assess condition of 100% of BLM-maintained roads to identify public and administrative access needs, maintenance requirements to resolve public safety and environmental concerns, and prospective road closures and improve roads to 70% in fair or good condition.	In FY 2001, assess condition of 20% of BLM-maintained roads to identify access needs, maintenance requirements, and prospective road closures and improve 62% of BLM roads to fair or good condition.	20% 62%	
	By 2005, identify and correct physical safety hazards at 50 abandoned mines and clean up 1,018 hazardous material sites on public lands (cumulative).	In FY 2001, Identify and correct physical safety hazards at 10 abandoned mines and clean up 156 (cumulative) hazardous materials sites on public lands.	10 156	

I.6 BUREAU OF LAND MANAGEMENT FY 2001 GOALS AT-A-GLANCE (CONTINUED)

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 2001 Annual Goal	Target Performance	FY 2001 Enacted Funding (\$000's)
01.04 Reduce threats to public health, safety and property <i>(continued)</i>	By 2005, investigate and take enforcement action on 52 percent of reported violations of Federal laws and regulations resulting from the urban interface with the public lands and resources.	In FY 2001, maintain an increase of at least 1% in the number of reported violations resulting in enforcement actions compared to 2000.	1%	361,111
	By 2005, improve public and employee fire safety for the Department of the Interior by implementing 100% of Fire Management Plans, reducing the 10-year average percentage of human-caused fires to 16%, and upgrading 90 fire facilities to approved standards.	In FY 2001, implement 50% of Fire Management Plans, reduce the 10-year average of human caused fires to 24%, and upgrade 9 fire facilities to approved standards.	50% 24% 9	
01.05 Improve land, resource, and title information	By 2005, post on the Internet, 4,260,000 General Land Office conveyance records and survey plats for portions of 30 States to assist title, survey, historical, and genealogical research.	In FY 2001, post 335,000 additional General Land Office conveyance records and survey plats on the Internet, providing customers with on-line query, image viewing, and ordering of certified documents.	335,000	52,660
	By 2005, complete 31% of requested boundary surveys, collect 86% of townships with boundaries in a digital format, and integrate 16% with USFS and county data.	In FY 2001, complete 6% of requested boundary surveys to support resource and land transactions, collect 80% of townships with boundaries in digital format, and integrate 8% with county and USFS data.	6% 80% 8%	

I.6 BUREAU OF LAND MANAGEMENT FY 2001 GOALS AT-A-GLANCE (CONTINUED)

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 2001 Annual Goal	Target Performance	FY 2001 Enacted Funding (\$000's)
01.06 Provide economic and technical assistance	By FY 2005, establish 45 formal agreements with federally recognized tribes in the management of tribal minerals, cadastral survey, and the administration of public lands (through P.L. 93-638 contracts, self governance agreements, cooperative agreements and technical assistance).	In FY 2001, establish 25 formal agreements with federally recognized tribes in the management of tribal minerals, cadastral survey and the administration of public lands.	25	186,648
	By 2005, complete 80% of actions on existing energy and mineral leases and permits on Indian lands while protecting/enhancing environmental values and minimizing future liabilities.	In FY 2001, complete 91% of actions on existing energy and mineral leases and permits on Indian lands while protecting/enhancing environmental values and minimizing future liabilities.	91%	
	By FY 2005, complete 80% of projected land disposals and land conveyances in support of local community and State economic needs.	In FY 2001, complete 95,000 acres of projected land disposal and land conveyance actions in support of local community and State economic needs.	95,000	
02.01 Understand the condition of the Public lands	By 2005, assess the condition of the public lands in 200 sub-basins.	In FY 2001, assess the condition of public lands in 22 priority sub-basins.	22	160,291

I.6 BUREAU OF LAND MANAGEMENT FY 2001 GOALS AT-A-GLANCE (CONCLUDED)

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 2001 Annual Goal	Target Performance	FY 2001 Enacted Funding (\$000's)
02.01 Understand the condition of the public lands <i>(continued)</i>	By 2002, evaluate 100 percent of BLM's existing land use plans and associated NEPA documents, and by 2005 initiate amendments or revisions as necessary to reflect new information and management strategies.	In FY 2001, evaluate 65 of BLM's existing land use plans and associated NEPA documents; develop or update 8 land use plans as necessary to reflect new information; and ensure that 29 land use plans contain habitat conservation strategies.	65 8 29	160,291
02.02 Restore at risk resources and maintain functioning systems	By 2005, implement water quality improvement prescriptions on BLM lands in 20% of watersheds within priority sub-basins that do not meet State/Tribal water quality standards.	In FY 2001, implement water quality improvement prescriptions on BLM lands in 80 watersheds within priority sub-basins that do not meet State/Tribal water quality standards; remediate 64 abandoned mines; and at 9 orphan well sites, the wells are plugged or the sites are reclaimed.	80 64 9	96,554
	By 2005, achieve proper functioning condition (PFC) or an upward trend on BLM administered riparian/wetland areas in 80% of the watersheds within priority sub-basins.	In FY 2001, achieve proper functioning condition (PFC) or an upward trend in riparian/wetland areas in 800 watersheds within priority sub-basins.	800	
	By 2005, achieve an upward trend in the condition of BLM administered uplands in 50% of watersheds within priority sub-basins.	In FY 2001, achieve an upward trend in the condition of BLM-administered uplands in 200 watersheds within priority sub-basins; treat 325,000 acres with wildland fire, prescribed fire, and mechanical fuels treatments to restore natural ecological processes; and treat 215,000 acres to prevent the spread of noxious weeds and undesirable plants.	200 325,000 215,000	

Section 2 - GPRA Program Activities and Goals

THE EIGHT PROGRAM ACTIVITIES IN THIS SECTION ADDRESS THE SCOPE OF THE BLM'S MULTIPLE USE MISSION, INCLUDING RECREATION, COMMERCIAL USE, HERITAGE RESOURCES, HEALTH AND SAFETY, INFORMATION RESOURCES MANAGEMENT, ECONOMIC ASSISTANCE TO COMMUNITIES, UNDERSTANDING THE CONDITION OF THE PUBLIC LANDS, AND RESTORING AT-RISK RESOURCES/ MAINTAINING FUNCTIONING SYSTEMS AND THE HEALTH OF THE PUBLIC LANDS. EACH IS RELATED TO THE BLM BUDGET, AS DISCUSSED IN BUDGET TABLES WITHIN EACH PROGRAM ACTIVITY SECTION. ORGANIZATIONAL EFFECTIVENESS STRATEGIES ARE LOCATED AT THE END OF THIS SECTION.

2.1 GPRA Program Activity: Provide Opportunities for Environmentally Responsible Recreation

Description: The public lands provide visitors with a wide array of recreational opportunities. These include hunting, fishing, camping, hiking, boating, operating off-highway vehicles, mountain biking, birding, and visiting natural and cultural heritage sites. The BLM provides these opportunities where they are compatible with other authorized land uses, while minimizing risks to public health and safety and maintaining the health and diversity of the land.

The BLM administers 117,000 miles of fishable streams, 2.9 million acres of lakes and reservoirs, more than 6,400 miles of floatable rivers, more than 500 boating access points, over 60 National Back Country Byways, and 300 Watchable Wildlife sites. The public lands pro-

vide habitat for more than 3,000 species of mammals, birds, reptiles, and fish. Big game animals, including elk, pronghorn, mountain sheep, caribou, deer, and moose, live on western public lands, as do waterfowl and many species of small game animals. The BLM also manages over 4,500 miles of National Scenic, Historic, and Recreational Trails, in addition to thousands of miles of multiple use trails that are available for motorcyclists, hikers, equestrians, and mountain bikers.

The BLM is proposing to preserve national treasures and open spaces by investing in infrastructure and supporting local needs. The Bureau is committed to building and strengthening partnerships with state and local governments, working cooperatively to strengthen their economic base, enhance the quality of life for their citizens, and build a stronger sense of community. These needs must be provided for in an environmentally sound and safe manner.

The FY 2001 funding request is designed to help the BLM facilitate and develop long-term solutions to the environmental challenges facing western communities. In part, funding will be used to provide increased recreation opportunities and facilities, which will also require protection of natural and cultural resources. In addition, requested funding will be used to broaden partnerships with States, Tribes, and local governments to meet BLM's goal of supporting local needs and working together to continue to alleviate the conflict between people and resources.

More than 90 percent of American people participate in some form of outdoor recreation, and visitation to the public lands was projected to grow to approximately 75 million visitor days in 1999. Demand for recreational resources is expected to expand in keeping with the growth of our national population and changes in the demographics of the West. Recreational choices have also been changing, resulting in the following impacts:

- employment and economic growth;
- new demands on local governments for services, leading to even more need for the BLM to work with communities; and

- declining environmental health because of overuse in some localities.

Quality outdoor recreation opportunities depend on healthy land and water resources. The aesthetic and natural values offered by recreation lands can be sustained by informing users how they can minimize impacts to the land, and -- when necessary -- by managing the type and location of physical access to recreation lands. In addition, well-designed, universally accessible facilities contribute to a quality recreation experience and sustain the resources that provide the recreation opportunities.

Working with partners and users, BLM is implementing a recreation fee program to help improve the quality of services provided. The BLM also has an aggressive program directed toward improving the physical conditions of its facilities at recreation areas.

2001 Annual Goals

- 01.01.01: In FY 2001, 81% of Special Recreation Management Areas physical facilities are in good or fair condition and 10% of the Recreation Fee Demonstration Project facilities are universally accessible.
- 01.01.02: In FY 2001, 94% of recreation users are satisfied with the quality of their recreation experience on the public lands and 85% of recreation users are satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas.



White water rafting on the Bruneau River, Idaho.

Recreation Budget Table

Code	Budget Activity/Subactivity (\$000)	FY 1999 Enacted	FY 2000 Enacted	FY 2001 Pres. Budget
		GPRA Activity 1	GPRA Activity 1	GPRA Activity 1
1000	Management of Land & Resources			
1100	Wildlife and Fisheries	6,353	7,275	8,142
1200	Recreation Management	34,202	34,942	43,250
1600	Resource Protection & Maintenance	11,406	12,475	14,214
1650	Transportation and Facilities Maintenance	--	11,488	--
1880	Workforce & Organizational Support	11,912	12,329	12,690
2100	Construction	5,499	5,598	5,600
6000	Oregon & California Grant Lands	--	5,453	5,803
6200	Transportation Facilities Maintenance	4,977	5,070	5,412
6300	Resource Management	166	169	172
	Service Charges (Recreation Permit Cost Recovery)	806	880	750
	Programmatic Total	75,531	78,952	90,449

GPRA PROGRAM ACTIVITY: PROVIDE OPPORTUNITIES FOR ENVIRONMENTALLY RESPONSIBLE RECREATION

Long-Term Goal 01.01.01: By FY 2005, 75% of Special Recreation Management Areas physical facilities are in good condition.

FY 2001 Annual Performance Goal: In FY 2001, 81% of Special Recreation Management Areas physical facilities are in good or fair condition and 10% of the Recreation Fee Demonstration Project facilities are universally accessible.

Performance Measure: Percent of Special Recreation Management Areas' physical facilities in good or fair condition (national)²

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	80	80	81

Performance Measure: Percent of Recreation Fee Demonstration Project facilities universally accessible (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	--	5	10

Baseline/Base Statistics: There are 337 Special Management Areas (SRMAs) on the public lands

Goal Description: Special Recreation Management Areas (SRMAs) are established to direct recreation funding and personnel to lands where a commitment has been made to provide specific recreation activity, experience, and public benefit opportunities. This includes a long-term commitment to managing the physical, social, and managerial settings to sustain these activity, experience, and benefit opportunities. Level funding cannot maintain the increasing use of public land recreational facilities, so a decline in performance is anticipated.

Delineation is based on administrative/management criteria, including the existence of Congressional designations, similar or interdependent recreation values, homogenous or interrelated recreation uses, land tenure and use patterns, transportation systems, administrative

efficiency, intensity of use, high resource values, public concerns, or interagency considerations. These areas usually require a high level of recreation investment and/or management. They may include recreation sites, but recreation sites alone do not constitute an SRMA.

SRMAs established to reflect a Congressional designation may be larger than the designation boundary when significant recreation issues or management concerns occur outside the designated areas. SRMAs generally reflect the recreation niches established by field in geographic terms. Management of outdoor recreation in the BLM can be most effectively measured and evaluated in SRMAs if additional evaluation criteria are developed and evaluations are implemented.

² "(national)" refers to the Washington Office program leads' responsibility to enter data into BLM's Management Information System (MIS). Field offices do not enter performance data into the MIS for "(national)" goals.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: Facilities structurally maintained in fair or good condition are increased an average of 1 percent. (This goal has been modified for FY 2000.)

Report: 0% increase, equates to 80% in good condition. BLM completed an inventory and condition surveys of recreation sites in FY 98 as part of Interior's recreation initiative. The data was used to prepare the 5-Year Deferred Maintenance Plan. Recreation sites make up a major part of BLM's Plan. The current funding total for deferred maintenance is \$9.2 million for FY 2000. BLM's goal is to continue reducing the backlog of deferred maintenance at recreation sites with 5-Year Plan funding.

Goal: 80% of users are satisfied with the condition of BLM recreation areas.

Report: In achieving a 95% satisfaction rating, BLM exceeded the planned goal. The 80% figure was chosen without the benefit of a benchmark from previous surveys covering similar recreation sites and areas.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations- SRMAs	The Facility Inventory Maintenance Management System (FIMMS) is used to track condition of BLM facilities. Updates occur at the end of the year.
Means of Validation	Records for facilities are reported to BLM's MIS by the National Applied Resource Sciences Center (NARSC) national program lead. Specialists assess the quality of FIMMS data.
Data Collection Methodology, Sources, and Limitations- Accessibility	The Accessibility Data Management System (ADMS) is used to determine accessibility for people with disabilities. Updates occur at the end of the year.
Means of Validation	Records for facilities are reported to BLM's MIS by the NARSC national program lead. Specialists assess the quality of ADMS data.

GPRA PROGRAM ACTIVITY: PROVIDE OPPORTUNITIES FOR ENVIRONMENTALLY RESPONSIBLE RECREATION

Long-Term Goal 01.01.02: By FY 2005, 90% of recreation users are satisfied with the quality of their recreation experience on the public lands and 81% of recreation users are satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas.

Annual Performance Goal: In FY 2001, 94% of recreation users are satisfied with the quality of their recreation experience on the public lands and 85% of recreation users are satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas.

Performance Measure: Percent of recreation users satisfied with the quality of their recreation experience (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
(FY 95) 77.1%	--	73	93	93	94

Performance Measure: Percent of recreation users satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
68	--	--	84	84	85

Baseline/Base Statistics: In 1995, 77% of recreation users satisfied

Goal Description: As urbanization of the West continues and the American public's desire to recreate increases, BLM's recreation areas will experience greater usage. BLM lands are also evolving into more of a destination in their own right. This increased usage requires greater management of and investment in BLM recreation areas and will inevitably increase the expectations of the American public regarding the quality of their recreation experience. Funding increases must be significant to move customer satisfaction, and a lag in customer perception of improvements is expected. Adequately serving our customers – the American recreating public – stands as a central goal of the BLM recreation program.

The percent satisfied (percent of respondents who answered 5, 6, or 7 on a scale of 1-7) for the perfor-

mance measure is taken from the recreation and educational user customer survey. The questions that will be used to derive overall customer satisfaction for the recreation opportunities offered by the BLM will be: "Considering all of the factors listed above (condition of sites; condition of facilities; recreation information; and environmental education), how do you rate the quality of your recreation experience at this BLM site?" The baseline data will be derived from the question: "Considering all the factors listed above (facilities and access to public land; management practices; protection of resources; and rules, regulations, and policies), how do you rate BLM's management of public lands?" The baseline question is different due to alterations in the survey.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: 73% of BLM recreation customers are satisfied with their experience.

Report: BLM exceeded the planned goal in achieving a 93% satisfaction rating. The 73% figure was chosen without the benefit of a benchmark from previous surveys covering similar recreation sites and areas.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations- Recreation satisfaction measures	The RMIS (Recreation Management Information System) provides data on numbers of visitors for each BLM recreation site. The average will be derived from an overall level of satisfaction. A contractor will provide data to the BLM to be converted and displayed on the BLM's MIS System.
Means of Validation	Data will be auditable based on accepted statistical standards for customer research. Representative sampling of selected recreation sites will be used to ensure statistical validity of these data.

FY 1999 ANNUAL REPORT FOR DISCONTINUED GOALS:

Goal: 65% of users are satisfied with recreation information and services accessed electronically.

Report: Exceeded; 69% of users were satisfied. Data was sampled in a limited number of states. BLM is only now beginning to provide recreation information through electronic sources. BLM is working with several partners, including DOI (recreation.gov), to upgrade electronic information.

Goal: 90% of field offices are managing recreation activities and resources within BLM's local and regional market niche(s).

Report: Exceeded. BLM field offices responded through augmented efforts to focus recreation management on niches; 95% of offices managed recreation activities within niches. The concept was pioneered several years ago in the Recreation 2000 Strategic Plan update. Most offices have completely embraced and implemented the concept, thus negating the need to keep this goal in future performance plans.

Goal: Recreation fee collections increase to \$7,430,000 and state grant funds total \$6,170,000.

Report: BLM, in collecting \$6,688,000, fell slightly short of the estimated total recreation fee collections. These collections still represent rapid growth in recreation fee collections, and they have been used to correct maintenance backlogs that have adversely impacted the recreation experience. The overall customer satisfaction with BLM recreation opportunities indicates acceptance of recreation fees and their use to make recreation improvements.

BLM received \$6,271,200 in various recreation grants, above estimates at the start of the year. The receipt and expenditure of grants is dependent upon many factors, including the availability of funds and BLM meeting eligibility criteria. Because of outstanding performance in the use of previously received grant monies, BLM continues to be a strong contender in those areas where grants are available.

2.2 GPRA Program Activity: Provide Opportunities for Environmentally Responsible Commercial Activities

Description: The public lands produce products that are key to the Nation's economy, providing economic stability and growth for local and regional economies. Public lands also provide substantial returns to the American people. In 1999, these activities generated \$1.16 billion in revenue. Energy and mineral royalties, rents, bonuses, sales, and fees accounted for \$1.11 billion of the total. The direct and indirect economic impact of energy, mineral, and other production on the public lands amounted to an estimated \$24.7 billion.

As of 1999, the public lands:

- produced about 31 percent of the Nation's coal, 47 percent of its geothermal electrical capacity, 11 percent of its natural gas, and 5 percent of its oil.
- produced more than 45 percent of the Nation's helium and generated more than \$1 million a year by providing fee-for-use storage facilities to the helium industry.
- produced a large portion of the Nation's fertilizer minerals, building and construction materials, industrial clay, gold, silver, and other metals.
- contained 349 coal leases and about 49,000 oil and gas leases, of which 20,000 were producing.
- contained about 290,000 active mining claims.
- produced nearly 11 million cubic yards of sand and gravel and other mineral materials.
- produced 257.5 million board feet of timber in FY 1998, amounting to about 6 percent of Federal production.

- provided livestock grazing for more than 17,000 operators on about 164 million acres of public land in 16 western States. About 88 percent of the cattle produced in Idaho, 64 percent of the cattle in Wyoming, and 63 percent of the cattle in Arizona graze at least part of the year on public rangelands.

Every year thousands of companies apply to the BLM to obtain right-of-way (ROW) grants to use public lands for a variety of purposes, including transmission lines, pipelines, and communications sites, as well as other special leases or permits for uses such as filming. These uses of the public lands are central to the livelihood and culture of many local communities, providing for the basic infrastructure of society.

The nature and scope of commercial activities have changed over time and will continue to evolve as new technologies are developed and as the population increases in the United States, particularly in the West. To accommodate future competing demands on limited resources, BLM will need to direct even greater effort to maintaining the health of the land. Measures to protect the environment must be strengthened at the planning and leasing/permitting stages. Compliance must be ensured through inspection and enforcement. Public lands can meet multiple-use needs only if the land is kept healthy and productive.

Studies by the BLM and the Department reflect concern over the potential for significant environmental and safety problems created by abandoned mines and orphan wells. While many of these were not required to be reclaimed or bonded in the past, the potential liability still exists. The BLM must have adequate financial assurance, such as bonds, to help alleviate problems caused by current and future failed commercial uses.

Because additional funding will be needed to address these issues, the BLM will emphasize cost recovery and other means to increase available funding.

Commercial Opportunities Budget Table

Code	Budget Activity/Subactivity (\$000)	FY 1999 Enacted	FY 2000 Enacted	FY 2001 Pres. Budget
		GPR Activity 2	GPR Activity 2	GPR Activity 2
1000	Management of Land & Resources			
	Land Resources	38,145	45,108	49,015
1300	Energy and Minerals	73,036	76,452	82,087
1400	Realty and Ownership Management	18,148	18,714	19,336
1600	Resource Protection and Maintenance	1,289	1,316	2,154
1880	Workforce & Organizational Support	36,927	38,221	39,339
1900	Mining Law Administration	32,650	33,366	34,328
6000	Oregon & California Grant Lands		34,515	35,815
6100	Construction and Acquisition		284	290
6300	Resource Management		33,565	34,846
6400	Information & Resource Data System		666	680
8000	Range Improvements		6,000	6,000
	Service Charges (Deposits and Forfeitures)		7,920	6,750
	Miscellaneous Trust Funds		3,850	3,850
9900	Helium			
	Programmatic Total	167,543	232,096	244,346

2001 Annual Goals

- | | |
|---|---|
| <p>01.02.01: In FY 2001, complete 91% of actions on existing energy and mineral leases, permits, and claims consistent with established land health standards to minimize future liabilities.</p> | <p>01.02.04: In FY 2001, complete 4,067 rights-of-way and process 1,182 lease, permit, license, and easement actions on the public lands consistent with established land health standards.</p> |
| <p>01.02.02: In FY 2001, issue 1,646 permits, leases, or authorizations consistent with established land health standards.</p> | <p>01.02.05: In FY 2001, maintain the Authorization Processing Quality Service Index (AP_QI) for selected commercial applications and permits no more than two (2) percentage points lower than 1995 (customer) and one (1) percentage point lower than 1997 (stakeholder) baselines.</p> |
| <p>01.02.03: In FY 2001, consistent with the established land health standards, offer 211,000 thousand board feet (MBF) of timber for sale in Western Oregon and 32,000 MBF of timber for sale outside the Pacific Northwest.</p> | |

GPRA PROGRAM ACTIVITY: PROVIDE OPPORTUNITIES FOR ENVIRONMENTALLY RESPONSIBLE COMMERCIAL ACTIVITIES

Long-Term Goal 01.02.01: By 2005, complete 80% of actions on existing energy and mineral leases, permits, and claims on the federal lands consistent with established land health standards to minimize future liabilities.

Annual Performance Goal: In FY 2001, complete 91% of actions on existing energy and mineral leases, permits, and claims consistent with established land health standards to minimize future liabilities.

Performance Measure: Percent of actions on existing leases, permits, and claims consistent with land health standards (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	100 ³	--	--	93	91

Baseline/Base Statistics: Energy and mineral resources generate the highest commercial economic production values among uses of BLM-administered public lands. See the preceding Description section and BLM's Public Land Statistics publication for information on energy and mineral leases, permits, and claims.

Utah, New Mexico, Wyoming, Montana, and Colorado contain vast quantities of gas reserves and resources. For natural gas to be available to meet the future demands prescribed by the Kyoto Protocol, it is necessary to develop regional/basin resource databases and analysis. This type of data is available in a variety of formats from programmatic and site-specific NEPA documents, as well as from other agencies, and needs to be inventoried, formatted, and analyzed for planning decisions for oil and gas leasing and development. Principal gas producing regions (basins) cross state lines. This requires us to compile mineral ownership in GIS for each state, determine status and availability for leasing, conduct an analysis of mineral resource potential, and develop a strategy to maximize public benefit for public mineral resources.

Goal Description: The BLM's energy and minerals programs involve a sequential set of determinations or approvals on the part of the agency. In a land use plan, the BLM determines where and under what conditions energy and mineral development is an acceptable land use. The BLM then issues a lease or a permit granting to an operator the exclusive right to explore and develop the energy or mineral in a specific location. The operator submits to the BLM a proposed plan of operation. Following approval of this plan, the BLM inspects the operation, verifying production for leasable and sal-

able minerals and ensuring that the operators comply with approved plans and conditions of approval.

With level budgets, it will be impossible for the BLM both to accomplish the workload associated with existing leases and permits and to conduct the reviews required to meet the demand for new leases. Accordingly, during the period covered by this plan, the allocation of available resources in the BLM's energy and mineral programs will be guided by the following criteria: (1) meeting contractual obligations on existing

³ 100% is used as the baseline for comparison, against which other years are measured. It does not mean that all requests were met.

leases and permits (including inspections) will take priority over issuing new leases; (2) reserve data will be collected and assessed to determine the potential of the public lands to meet U.S. future demand for natural gas resulting from the Kyoto Protocol; (3) lease transfers will be authorized only with sufficient bonding to ensure the eventual reclamation of the area; (4) oil and gas idle/inactive wells will be reviewed to ensure timely plugging and abandonment; and (5) new leases and permits will be issued only where the supporting planning and NEPA documents incorporate current information and reflect our understanding of conditions and trends.

More resources will be devoted to meeting obligations on existing leases than on issuing new leases. This will result in a decrease in revenues from bonus bids and rentals and, eventually, in a decline in revenues from the far more significant royalties received from production.

The BLM also has several OIG/GAO reports and ongoing audits that support increasing our current capabilities. These include:

- Administrative Cost Recovered through Net Receipts Sharing Deductions, BLM/MMS

- Audit of Issuance of Mineral Patents, BLM/SOL
- Audit of Trespass on Public lands
- Sale of Materials from Public Lands
- Unauthorized Activities on Mining Claims
- Management of the Drainage Protection Program
- Audit of Royalty Rate Reductions for the Stripper Oil Properties Program, BLM/MMS
- 1992 Audit of Inactive/Idle Oil and Gas Wells

The time required to process authorizations to conduct activities on leased lands will increase as complex and changing conditions require more detailed environmental analyses. With the listing of additional threatened and endangered species and the multiple demands on the western public lands, the workload associated with issuing new leases and permits will also increase.

FY 1999 ANNUAL PERFORMANCE REPORT

This is a new goal for FY 2000. Prior year data in goal tables is from BLM records.

DATA VERIFICATION AND VALIDATION

<p>Data Collection Methodology, Sources, and Limitations</p>	<p>Data is collected in the BLM Management Information System for workload accomplishments and synthesized into this performance measure by program staff, as defined in the data specification. All data originates from AFMSS system, which is used nationwide to record minerals operations. Above workload accomplishments are derived from AFMSS.</p>
<p>Means of Validation</p>	<p>Program evaluations of Workload Measures MIS/AFMSS and self-validations by field personnel in a rotation cycle</p>

GPRA PROGRAM ACTIVITY: PROVIDE OPPORTUNITIES FOR ENVIRONMENTALLY RESPONSIBLE COMMERCIAL ACTIVITIES

Long-Term Goal 01.02.02: By 2005, support rural communities in the West and achieve healthy, sustainable rangelands by including provisions in 7,000 grazing authorization renewals consistent with established land health standards.

Annual Performance Goal: In FY 2001, issue 1,646 grazing permits or leases consistent with established land health standards.

Performance Measure: Number of grazing permits or leases renewed consistent with established land health standards (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
1,672	1,439	--	3,872	3,456	1,646

Baseline/Base Statistics: There are approximately 1,646 permits or leases expiring in the eleven western states in FY 2001 (no livestock grazing in Alaska). There are approximately 21,500 allotments in the 11 western states.

Goal Description: Ten years from the time it is first issued, each grazing permit comes up for renewal. The workload for renewals experienced a major short-term increase in FY 1999 and 2000 that required shifting workforce priorities. BLM is addressing renewal of permits through implementation plans and work schedules prepared by each field office manager. These plans are based on compliance with all applicable laws, regulations, and policies affecting public land use management.

Permit renewal is a Federal action that is subject to conformance with Land Use Plans and compliance with Federal laws and regulations for protection of the environment, including the National Environmental Policy Act, the National Historic Preservation Act, the Endangered Species Act, and others. Livestock grazing is also subject to BLM Policy for conserving special status plant and animal species, to the fundamental requirements for ecosystem health, and to standards and guidelines for livestock grazing activities found in 43 CFR, subpart 4180, of the grazing administration regulations.

There are five OIG audits/GAO investigations that affect annual and long-term rangeland tasks. Two issues affect day-to-day operations.

- *BLM's Range Improvement Project Data Base Is Incomplete and Inaccurate.* A Bureauwide tracking and monitoring proposal is being developed to respond to this audit.
- The other issue is a material weakness contained in the report, *Interior's Monitoring Has Fallen Short of Agency Requirements.* This weakness is being corrected by implementing the Standards for Rangeland Health and Guidelines for Livestock Grazing initiative. Grazing permit and lease issuance is a high priority that affects the timely implementation of the OIG/GAO recommendations.

Field Office strategy plans include melding renewal of grazing permits and leases with assessment of rangeland health (see 02.01.01) under the approved standards for each state for fundamentals of rangeland health. The permit renewal process will include resource condition assessments in each allotment to

determine if management changes are needed in future permits and to provide specific terms and conditions regarding grazing practices and resource conditions that must be met. New grazing decisions affecting permits may be made by BLM when monitoring reveals that rangeland health fundamentals and standards are not being met.

The grazing permit renewal review process is placing a heavy demand on resource management staffs in BLM field offices. The permit renewal schedule will also have profound impacts on the resources of the U.S. Fish and Wildlife Service and the National Marine Fisheries Service. In addition to the workload for permit renewal/rangeland health assessment, the BLM is providing information to interest groups under the Freedom of

Information Act. Many of the same employees needed for permit renewal review also assist in prescribed fire/wildfire activities and preparations for appeals or litigation. Additionally, a large workload is anticipated for conducting Section 7 consultations under the Endangered Species Act for livestock grazing that may affect threatened or endangered species or designated critical habitat.

FY 1999 ANNUAL PERFORMANCE REPORT

This is a new goal for FY 2000. Prior year data in goal tables is from BLM records.

DATA VERIFICATION AND VALIDATION

<p>Data Collection Methodology, Sources, and Limitations</p>	<p>Data is entered into the Grazing and Billing System (GABS) by field offices</p>
<p>Means of Validation</p>	<p>An information memorandum "tool kit memo" has been developed for use by each State Director to assess quality of work. In addition, the headquarters office will follow up with validations of quality control through spot checks.</p>



Mule deer feeding at the Amax coal mine reclaimed area in Wyoming.

GPRA PROGRAM ACTIVITY: PROVIDE OPPORTUNITIES FOR ENVIRONMENTALLY RESPONSIBLE COMMERCIAL ACTIVITIES

Long-Term Goal 01.02.03: By 2005, consistent with established land health standards, annually offer for sale, on a decadal average, 211,000 thousand board feet (MBF) of timber in Western Oregon (Oregon and California Grant Lands) and 32,000 MBF of timber outside the Pacific Northwest (Public Domain).

Annual Performance Goal: In FY 2001, consistent with the established land health standards, offer 211,000 thousand board feet (MBF) of timber for sale in Western Oregon and 32,000 MBF of timber for sale outside the Pacific Northwest.

Performance Measure: Thousand board feet (MBF) of timber offered for sale in the Pacific Northwest consistent with established land health standards (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
189,700	257,500	211,000	61,730	70,000	211,000

Performance Measure: Thousand board feet (MBF) of timber offered for sale outside the Pacific Northwest consistent with established land health standards (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
15,700	7,200	--	7,000	29,000 ⁴	32,000

Baseline/Base Statistics: In 1997, 189,700 MBF Pacific Northwest, 15,700 MBF Public Domain

Goal Description: Most of BLM's timber volume offered is planned for sale under the Pacific Northwest Forest Plan. The Plan allocation is 213,500 thousand board feet (MBF) annually. California's portion is 2,500 MBF (funded under the Public Domain Forestry Program), while Oregon's portion is 211,000 MBF. However, California is actively exchanging timber lands for more environmentally sensitive lands, primarily along the Sacramento River. As a result, California's target has been adjusted to 1,000 MBF.

Timber offered for sale in over 45 million acres of public domain forests outside the Pacific Northwest is addressed by objectives in local Resource Management Plans. The Public Domain Forest Management Program will place greater emphasis on essential reforestation and timber stand improvement work.

To date, the success of offering timber for sale under the forest plan has been dependent on a balanced application of the various components across the

⁴ Figure represents new measure that now includes salvage timber and timber harvest funded by the Forest Ecosystem Health and Recovery Fund.

landscape such as watershed analysis, timber harvest, restoration projects, and adaptive management practices. In-depth assessment of risks to the resources and comprehensive monitoring and assessment of the impact of timber harvest on resource conditions is necessary to withstand legal challenges.

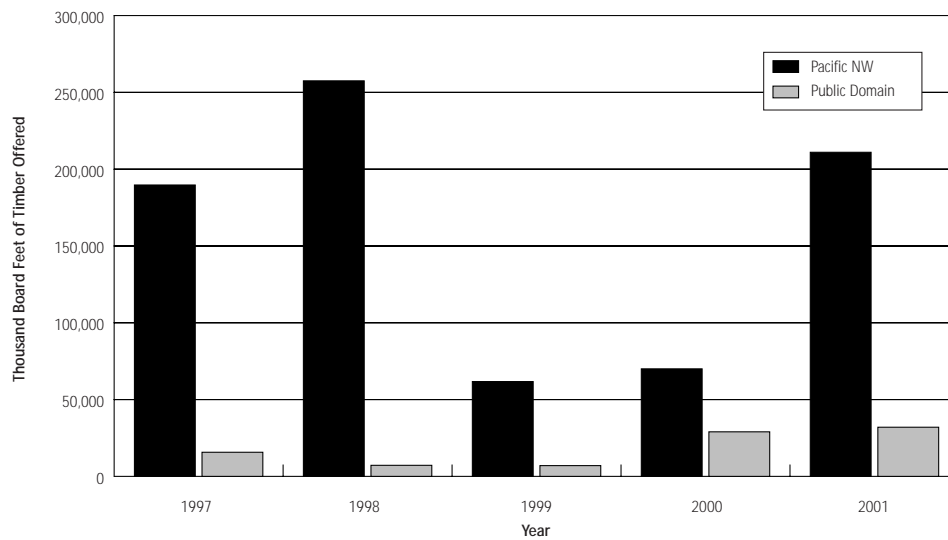
Increased urbanization will pressure BLM both to meet the needs of local communities and to continue to address the complexities of offering timber for sale as outlined in the Northwest Forest Plan. For example, as urban areas expand, more small tracts/home sites are being pushed up against BLM lands, with the owners representing a vocal interest group with values that are often in direct opposition to offering timber for sales.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: 211.0 mmbf (34,815 mcf) of timber is offered for sale under the standards and guidelines for land health outlined in the Pacific Northwest Forest Plan. (In FY 1999 the unit of measure was million board feet.)

Report: 61.73 mmbf completed. Court injunctions on timber sales in the Northwest prevented the BLM from offering for sale the full ASQ of 211 MMBF of timber in FY 1999 and 2000. The BLM intends to complete the appropriate level of survey and management work for special status species, based on settlement of currently pending litigations, in order to offer FY 1999 and FY 2000 timber sales and meet future year's ASQ levels. The long-term goal allows some flexibility at an annual level because it strives for a decadal average of 211 MMBF.

THOUSAND BOARD FEET OF TIMBER OFFERED



DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations (for both measures)

The Timber Sale Information System will track the entire timber sale process from offering, sale or no-bid, administration, payments, and progress, to completion, modification, and termination. This performance measure will include salvage and forest health sale offerings prepared under the Forest Ecosystem Health and Recovery Program fund (5900).

Means of Validation

Random sampling

GPRA PROGRAM ACTIVITY: PROVIDE OPPORTUNITIES FOR ENVIRONMENTALLY RESPONSIBLE COMMERCIAL ACTIVITIES

Long-Term Goal 01.02.04: By 2005, meet 80% of the demand for rights-of-way and process 95% of lease, permit, and license, and easement actions on the public lands consistent with established land health standards.

Annual Performance Goal: In FY 2001, complete 4,067 rights-of-way and process 1,182 lease, permit, license, and easement actions on the public lands consistent with established land health standards.

Performance Measure: Number of ROW actions processed (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
6,143	5,118	--	5,008	4,067	4,067

Performance Measure: Number of lease, permit, license, and easement actions processed (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	--	1,182	1,182

Baseline/Base Statistics: BLM processes approximately 5,400 ROW actions and 1,300 lease, permit, license, and easement actions per year. ROW and lease actions include issuing new and amended authorizations, and assigning, renewing, terminating, or relinquishing existing authorizations.

Goal Description: The long-term goal is to meet 80% of the projected demand for rights-of-way (ROWs) and 95% of lease, permit, license, and easement actions on the public lands by 2005. Demand for ROW grants on the public lands is projected to increase due to economic changes in the utility industry (deregulation), increasing urbanization, and changing technology. Some other types of ROW actions may remain stable or decline.

BLM has personnel in almost all Field Offices with responsibilities that include processing ROW actions. BLM has outstanding partnerships with other Federal agencies, as well as State and local governments, for managing the ROW program. BLM also has outstanding

partnerships with the utility, telecommunications, and pipeline industries. These partners support BLM's current ROW management practices. Our industry partners have expressed support for increased processing fees if they can obtain ROWs more quickly. In FY 1999, due to an increase in ROW applications being filed, BLM experienced an increase in the number of backlogged applications for grants.

The trend in lease and permit application filing is level at about 1,300 actions per year. Most authorizations are for short-term uses such as movie permits.



FY 1999 ANNUAL PERFORMANCE REPORT

This is a new goal for FY 2000. Prior year data in goal tables is from BLM records.

Cowboy on the range near Vernal, Utah.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations

State Offices will report in a national automated system (LR2000) the number of ROW grants and amendments processed. The percentage growth will be calculated at headquarters.

Means of Validation

Field evaluation of ROW grants and amendments processed will be performed randomly. Internal audit or self-assessment may be used.

GPRA PROGRAM ACTIVITY: PROVIDE OPPORTUNITIES FOR ENVIRONMENTALLY RESPONSIBLE COMMERCIAL ACTIVITIES

Long-Term Goal 01.02.05: By FY 2005, 60% of customers and stakeholders understand and are satisfied with commercial use authorization procedures on public lands.

Annual Performance Goal: In FY 2001, maintain the Authorization Processing Quality Service Index (AP_QI) for selected commercial applications and permits no more than two (2) percentage points lower than 1995 (customer) and one (1) percentage point lower than 1997 (stakeholder) baselines.

Performance Measure: Percentage points of change from customer baseline quality service index for selected commercial use applications (national)

FY 95 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	**	1	2

Performance Measure: Percentage points of change from stakeholder baseline quality service index for selected commercial use applications (national)

FY 95 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	**	--	**	0	1

Baseline/Base Statistics:

	FY 95 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
Authorization processing quality service index (AP_QI) - Customers	67	67	--	**	66	65
1. Grazing Permits	81	77	--	**	--	--
2. Oil & Gas	52	58	--	**	--	--
3. Rights-of-Way	64	60	--	**	--	--
4. Recreation Permits	72	75	--	**	--	--
Authorization processing quality service index (AP_QI) - Stakeholders	57 ⁵	**	--	**	57	56

Note: ** Next survey planned for FY 2000

⁵ 1997 baseline

Goal Description: An average of customer/stakeholder satisfaction will be derived from customer surveys. An Authorization Process Quality Index (AP_QI) calculates the percentage of customers rating the BLM products and services a score of 5 or higher on a scale of 1 (needs major improvement) to 7 (excellent). The index incorporates the survey questions: "Processing in a timely manner" and "Informing you of issues, terms, and condition pertaining to permits being processed". The AP_QI will be based on four separate customer groups and processes, as well as one stakeholder composite group. The program-specific results will monitor the rise and fall of satisfaction in each program for enhanced programmatic accountability.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: Customer satisfaction with use authorization processes is increased to 66%. (This goal is slightly different from the service index described above).

Report: Not collected in FY 1999; completed every two years.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations	A customer survey is conducted every two years. It is compiled by a consultant and stored/analyzed/managed in the BLM MIS database.
Means of Validation	Survey sampling and use of focus groups to provide new direction

FY 1999 ANNUAL REPORT FOR DISCONTINUED GOALS:

Goal: Report annual economic benefits of commercial activities- statistics

Report: \$1.16 billion of revenue was generated. There was an estimated \$24.7 billion of output impact from energy, mineral, and other activities on the public lands. No target was set as benefits are externally controlled.

Goal: Complete reviews on 30% (2.18 million acres) of BOR withdrawals and initiate Federal Energy Regulatory Commission Relicensing reviews.

Report: Not met. 1,256,698 acres completed (cumulative figure includes 373,606 in 1999 alone). The Office of Management and Budget had proposed to delegate the President's withdrawal review authority to the Secretary in order to expedite processing. This was not done because of concern about the legality of this action. Withdrawal reviews were placed on hold pending a determination. BLM recently began sending with-

Public/Federal Land Commercial Activity	Value FY 1999 (millions \$)	Output Impact FY 1999 (millions \$)	BLM Revenue Generated FY 1999 (millions \$)
Oil and Gas, Geothermal, & Helium	5,854	10,771	692
Coal Leasable Mineral	2,924	7,602	346
Other Leasable and Salable Minerals	1,000	2,600	48
Locatable Minerals	1,204	3,130	25
Grazing	95	410	14
Timber	22	114	22
Realty	18	42	9
Total	11,117	24,669	1,156

Note: Table does not include the economic value of commercial and non-commercial recreation activities on the public lands. Recreation is discussed in the previous section.

Special Notes for 1999 table:

1. Starting this year, value and revenue from geothermal, CO₂, and helium have been added to oil and gas. Previously, geothermal and CO₂ were included with other leasable minerals. Helium, which was reported separately last year, has been combined with oil and gas for the first time.
2. Oil and gas revenue went down significantly due to lower prices. There was a significant drop in the number of active mining claims and corresponding fees collected. A dramatic decrease in timber sales occurred because of pending lawsuits.
3. The BLM does not collect locatable minerals production data. The production value was estimated from the 1995 estimate and adjusted for production patented out of the public lands in subsequent years.

drawal reviews to the Department, which has recently sent a review package to OMB. The remaining packages are awaiting review by BOR; thus, the target was not met and we have not had packages to send forward. We will continue to send withdrawal reviews to the Department as they are cleared by BOR.

Although no reviews were anticipated to be completed this year, one was completed for a project that was underway prior to the identification of this goal. Normally there is a six-year window where BLM has an opportunity to submit comments/recommendations to FERC during the licensing phase of an application made under the Federal Power Act.

Goal: 100% of National Environmental Policy Act (NEPA) documents for new commercial authorizations address achievement of land health standards.

Report: Goal not achieved. Guidance on implementation of this strategic goal was not issued to Field Offices, since policy was prepared to address land health standards in land use plans and NEPA documents. This goal is now addressed in 02.01.01, "Understand the Condition of the Public Lands."

Goal: Goal not achieved. Backlogs in authorizing rights-of-way (ROWs) and oil and gas applications for permit to drill (APDs) are cumulatively reduced from the 1998 baseline by 20% and 10 % (respectively)

Report: Not met. The number of backlogged ROW applications actually increased by 10% rather than decreasing by 20%. This occurred because the BLM employees were shifted to other work. The total num-

ber of authorizations for FY 99 was less than that for FY 98, which was due to no increases in funding and the continued reduction of experienced realty staff.

Exceeded. The FY 99 improvement over the previous year for the timely processing of APDs was 98%. The FY 99 goal was for a 10% improvement over FY 98. This resulted from a 31% decrease in APDs received, as well as the Bureau raising the workload priority for APD processing. Wyoming saw an increase of APDs of 50% over FY 98, while the other states experienced an average decrease of 82%.

Goal: 66% of regulations are reviewed for adequacy of bonds or other financial assurances, and needed revisions are initiated to protect the financial interests of the public.

Report: 66% completed. Bonding review of oil and gas, rights-of-way, locatable minerals, salable minerals, geothermal resources, and solid leasable minerals, except for coal program areas, has been performed and revisions initiated. Four of six program areas were reviewed or initiated, representing a 66% reported accomplishment.

Goal: One state is employing a statewide vegetation classification system for rare, vulnerable, and representative habitat types.

Report: Not achieved. Work on this goal was redirected to strategic goal 02.02.01.00, which focused on developing a system for assessing the health of the land.

2.3 GPRA Program Activity: Preserve Natural and Cultural Heritage Resources

Description: The public lands contain exceptional geologic formations; rare and vulnerable plant and animal communities; wild free roaming horse and burro herds; wilderness areas and wild and scenic rivers; and innumerable paleontological, archaeological, and historical sites. The array of diverse biological, cultural, and scenic resources within BLM's Special Areas are world-class treasures. For example, BLM manages 85 percent of the National Historic Trails System and 20 percent of the National Wild and Scenic Rivers System. These resources are scientifically, ecologically, educationally, and recreationally important, representing a significant part of our Nation's natural and cultural heritage.

Congress has passed a variety of laws concerning the management and use of these heritage resources, including the Antiquities Act (1906), the Wilderness Act (1964), the National Historic Preservation Act (1966), the Wild and Scenic Rivers Act (1968), the Wild Free-Roaming Horses and Burros Act (1971), the Endangered Species Act (1973), the Sikes Act (1974), the Federal Land Policy and Management Act (1976), the Archaeological Resources Protection Act (1979), and the Native American Graves Protection and Repatriation Act (1990).

The BLM is generally required to inventory, evaluate, and, where appropriate, protect these legacies for the use and enjoyment of the American people. Some 3,671 special areas have been congressionally or administratively designated on BLM managed public lands. These areas cover approximately 85.5 million acres – more than the entire acreage administered by the National Park Service (NPS). These special area designations cover approximately one-third of the 264 million acres administered by the BLM.

The BLM's ability to protect and manage these national heritage assets is not keeping up with the public's increased use of these important assets. Additional funding is critical for the BLM to protect these resources from the pressures on BLM's biological,

scenic, and cultural treasures, many of which are now at risk.

There is a severe shortage of resources and staff in BLM's field offices to proactively address protection and management issues for special areas. Lack of adequate funding has also resulted in severe limitations on hiring seasonal staff and providing an active field presence. Without seasonal hires and an on-the-ground ranger staff, visitor services during the peak tourist season are severely lacking or, in most cases, nonexistent. The result, even if unintended, is the destruction of irreplaceable resources by the users.



Archaeologists from BLM's Safford Field Office and the University of Arizona excavate the tusk of a prehistoric mammoth at the Murray Springs Archaeological site.

Abuse and damage to these lands include off-highway vehicle (OHV) use that is creating unintended roads, acceleration of erosion, and damage to critical watersheds. Hundreds or thousands of archaeological sites are being looted or physically damaged by trampling and erosion each year. These are just some of the uses that are affecting the special and unique resources found in BLM's special areas.

Many heritage resource laws establish procedures for formally recognizing areas that are unique or that contain significant scientific, educational, and recreational values. Some of these designations, including wilderness areas and wild and scenic rivers, require congressional action. Others, such as "areas of critical environmental concern," are administrative.

Because these designations are often controversial, the BLM's challenge is to work with interested parties to expeditiously identify such areas, resolve resource use conflicts, and manage resulting designations. The BLM follows established planning and impact assessment procedures. The BLM also encourages the study and evaluation of candidate areas on a comprehensive statewide basis, using the full range of available management tools in cooperation with other Federal and non-Federal parties.

Although the BLM land base has been established for some time, the precise pattern of land ownership is not rigidly fixed by law. In fact, the BLM is engaged in a continuous process of identifying opportunities for land exchanges and reconfiguration of Federal land holdings. Given the tight budgets of recent years, land exchanges are becoming an increasingly viable option for obtaining lands with key conservation values while transferring properties with development and commercial potential to State and private interests. Over time, this process will rationalize land ownership patterns, upgrade the conservation value of Federal lands, and enable appropriate economic development in communities across the West.

The BLM understands that simply recognizing that an area contains unique and important features does not, by itself, translate into protection of the resource. Research may be necessary to determine the effects of fire, weeds, or other events. Wild horse and burro populations must be managed to ensure both the health of the land and viable free-roaming herds. Recovery plans must be implemented for threatened and endangered species. The protection of scenic values must be considered when uses are authorized. Wilderness areas and wild and scenic rivers must be managed. The BLM's challenge is to improve its understanding and on-the-ground management of recognized heritage resources.

2001 Annual Goals

- 01.03.01: In FY 2001, improve the condition of 300 Congressionally or Administratively designated special management areas currently at risk on the public lands and waters.
- 01.03.02: In FY 2001, reach Appropriate Management Levels (AML's) on 93 Herd Management Areas, as established through monitoring and planning, through the removal and successful placement of excess wild horses and burros and issue 7,500 titles within six months of eligibility.
- 01.03.03: In FY 2001, restore and protect 903 "at risk" cultural and paleontological properties on the public lands.
- 01.03.04: In FY 2001, make BLM cultural and paleontological collections available and accessible to the public by developing five (5) partnerships with non Federal curatorial facilities.
- 01.03.05: In FY 2001, 82 percent of recreational and educational users are satisfied with BLM's protection of significant historical, cultural, and other heritage resources.

Heritage Budget Table

Code	Budget Activity/Subactivity (\$000)	FY 1999 Enacted	FY 2000 Enacted	FY 2001 Pres. Budget
		GPR Activity 3	GPR Activity 3	GPR Activity 3
1000	Management of Land & Resources			
	Land Resources	24,626	25,620	36,528
1100	Wildlife and Fisheries	--	--	--
1150	Threatened and Endangered Species Management	17,419	18,811	23,672
1200	Recreation Management	15,873	16,211	19,269
1400	Realty & Ownership Management	7,535	7,700	7,959
1600	Resource Protection and Maintenance	967	987	1,616
1880	Workforce & Organizational Support	15,485	16,028	16,497
2100	Construction	--	--	--
3100	Land Acquisition	14,600	15,500	60,900
6000	Oregon & California Grant Lands	441	448	457
6300	Resource Management	166	169	172
6400	Information & Resource Data System	274	279	285
	Programmatic Total	96,945	101,305	166,898

GPRA PROGRAM ACTIVITY: PRESERVE NATURAL AND CULTURAL HERITAGE RESOURCES

Long-Term Goal 01.03.01: By FY 2005, cumulatively improve the condition of 1,197 Congressionally or Administratively designated special management areas currently at risk.

Annual Performance Goal: In FY 2001, improve the condition of 300 Congressionally or Administratively-designated special management areas currently at risk on the public lands and waters.

**Performance Measure:
Number of special management areas treated to improve condition.**

	FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
	--	--	--	73	197	300
Cumulative Total	--	--	--	73	270	570

Baseline/Base Statistics: There are some 3,671 congressionally or administratively designated special management areas on the public lands and related waters.

Goal Description: BLM currently has some 3,671 congressionally or administratively designated special areas on the public lands. Special management areas include congressionally designated areas such as National Conservation, Scenic, and Recreation Areas; wilderness areas; and Wild and Scenic Rivers. Administratively designated areas include National Monuments; National Historic, Scenic, and Recreational Trails; National Historic Landmarks and Register Sites; Areas of Critical Environmental Concern; Natural Areas; Wild Horse and Burro Special Management Areas; Globally Important Bird Areas; Back Country Byways; significant caves and cave systems; heritage and cultural properties; and wilderness study and related areas.

An increase in funds in 2001 will be used to stabilize and protect 300 of these sites. Examples of protection and stabilization activities include reclaiming abandoned mining sites, closing mine shafts, revegetating oil and gas drill pads, removing or stabilizing tailing piles, and removing exotic plants. Other examples include reclaiming abandoned roads, revegetating off-highway vehicle damage, re-establishing native plants, removing abandoned struc-

tures and facilities, and constructing vehicle barriers to prevent damage by unauthorized vehicular access. Wild and scenic river restoration will concentrate on cleaning up streams, re-establishing native vegetation, stabilizing streambanks and channels, improving stream flow; enhancing water quality, and improving fish and wildlife habitat.

FY 1999 ANNUAL PERFORMANCE REPORT

This is a related goal, modified for FY 2000.

Goal: Conditions are improved in 2% of wilderness areas, wild and scenic rivers, areas of critical environmental concern, and other designated special areas.

Report: 2% completed. A variety of actions were taken to improve conditions, including vegetative treatments, maintenance, closures, fencing, signs, etc.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations

State Offices will report treatments in the MIS Performance Module

Means of Validation

Field evaluation, internal audit, or self-assessment.

GPRA PROGRAM ACTIVITY: PRESERVE NATURAL AND CULTURAL HERITAGE RESOURCES

Long-Term Goal 01.03.02: By FY 2005, manage wild horse and burro populations consistent with established land health standards and healthy herds to achieve and maintain a thriving natural ecological balance for 100% of the Herd Management Areas.

Annual Performance Goal: In FY 2001, reach Appropriate Management Levels (AMLs) on 93 Herd Management Areas, as established through monitoring and planning, through the removal and successful placement of excess wild horses and burros, and issue 7,500 titles within six months of eligibility.

Performance Measure: Number of Herd Management Areas (HMA) reaching Appropriate Management Levels (AML). (on-the-range measure)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	58	78	51	49	93

Performance Measure: Number of titles issued to adopters for excess animals within six months of title eligibility (off-the-range measure)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	5,954	--	6,763	5,928	7,500

Baseline/Base Statistics: There are 197 Wild Horse and Burro (WH&B) Herd Management Areas in 10 western states. There are approximately 46,000 animals in Herd Management Areas (HMAs) that have AML set at 27,000 animals.

Goal Description: The Wild Free-Roaming Horse and Burro Act, as amended, requires the protection and management of wild horses and burros, assuring a thriving, natural ecological balance and multiple-use relationship on the range. The BLM is responsible for implementing this Act and for assuring healthy, viable wild horse and burro populations within Herd Management Areas (HMAs). The long-term goal is to achieve and maintain appropriate management levels on all HMAs. BLM's success in managing populations depends on the perfection of fertility control and the timely removal of excess animals from the public lands. However, BLM is limiting the number of animals

removed from the range in order to control the costs associated with holding and adopting animals.

In order to maintain a thriving natural ecological balance on public rangelands, excess wild horses and burros are gathered and transported to BLM preparation facilities, where they are administered vaccinations, tested for equine infectious anemia, and given a freeze-mark. Satellite adoptions are held throughout the country, where these excess wild horses and burros are offered to qualified individuals for adoption. BLM conducts compliance inspections on adopted animals to ensure that they are being treated humanely. After an

adopter has cared for the animal for one year, they can receive title to the animal. It is also BLM's goal to assure that title is issued to 100% of the eligible adopters whose animals have been properly and humanely cared for. Compliance inspections, title issuance, and law enforcement involvement for mistreatment cases are top priorities and will be completed at the expense of total numbers of animals removed and adopted.

Activities in the Wild Horse and Burro Program are interdependent. The number of animals removed relates to the number held in facilities, prepared for adoption, adopted, inspected, and titled.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: 76 Herd Management Areas (HMAs) are at Appropriate Management Level (AML) and 6,316 (100%) of wild horses and burros removed from public lands are accurately accounted for and are monitored for humane treatment

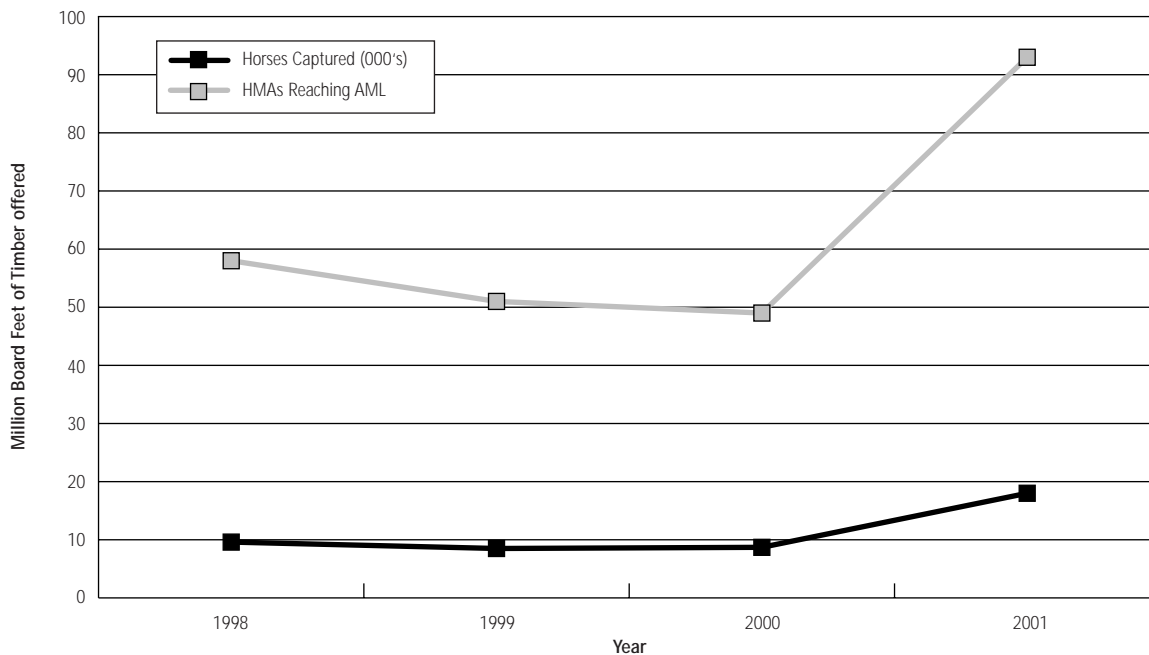
Report: This goal was not met; 51 HMAs reached AML. There were excess animals in BLM holding facilities at

the beginning of FY 99 due to fewer animals being adopted than expected in FY 98. To minimize the number of animals being held in facilities, it was necessary to limit the number of approved gathers. The decrease in demand for adoption of wild horses and burros and limited funding dictated that fewer animals be removed from Herd Management Areas. This reduced BLM's ability to achieve AML on as many HMAs as originally intended.

The number of animals removed was 6,024. At the beginning of FY 99 there were excess animals in BLM holding facilities due to lack of demand for adopting wild horses and burros in FY 98. The cost of holding additional animals exceeded available funding. To minimize the number of animals being held in facilities, BLM needed to limit gathers to control the flow of animals into the adoption system.

In 2001, BLM is planning to increase the number of animals removed from the range. This will result in higher short-term costs for holding animals, but will reduce the long-term cost of gathers and will also improve the condition of the range.

HERD MANAGEMENT AREAS REACHING APPROPRIATE MANAGEMENT LEVEL AND NUMBER OF HORSES CAPTURED



EXPLANATION OF DATA

The graph shows the relationship between the number of wild horses and burros removed from public lands and the ability to achieve AMLs on HMAs. AML is the number of animals determined to be in balance with vegetation capabilities, given competing land uses (e.g., wildlife, livestock, rights-of way, etc.). Removing an appropriate number of animals each year is the primary technique for maintaining a natural balance on the range.

Due to the high cost of holding animals in captivity, the number of animals removed is limited by the number that can be adopted each year. With the current population of animals on the public lands, the BLM must remove approximately 8,000 animals per year to maintain an overall static level. If adoption success allows for more than 8,000 animals to be removed, BLM will make progress toward achieving AML on more of the 200 total HMAs. If less are removed, given reproduction rates, fewer HMAs will reach AML and future removals will have to make up for more than the past difference.



Wild burros take a midday dust bath at the Marietta Wild Burro Range, the Nation's only designated burro range. (photo by JoLynn Worley)

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations - HMAs	Data for HMAs reaching AML will be entered at the Field Office level into MIS. System Interface: MIS and spreadsheet software
Means of Validation	Field offices validate data prior to submitting it to the National Program Office. National reviews are conducted periodically.
Data Collection Methodology, Sources, and Limitations - Titles	The Wild Horse and Burro Information System (WHBIS) is used for data collection. Data is extracted quarterly from WHBIS for reporting.
Means of Validation	Field offices validate data prior to submitting it to the National Program Office. National reviews are conducted periodically.

GPRA PROGRAM ACTIVITY: PRESERVE NATURAL AND CULTURAL HERITAGE RESOURCES

Long-Term Goal 01.03.03: In FY 2005, restore and protect 1,100 "at risk" cultural and paleontological properties on the public lands. (noncumulative)

Annual Performance Goal: In FY 2001, restore and protect 903 "at risk" cultural and paleontological properties on the public lands. (noncumulative)

Performance Measure: Number of "at risk" cultural and paleontological properties on the public lands restored and protected (noncumulative)

	FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
	--	--	--	128	481	903
Cumulative Total	--	--	--	128	609	1,512

Baseline/Base Statistics: Approximately 228,000 archaeological and historical properties have been recorded through FY99, which projects, based on acres inventoried to date, to between 4 and 4.5 million cultural properties on the public land. BLM has 3,610 contributing cultural properties under 255 listings on the National Register of Historic Places, either individually or as part of a National Register district, thematic, landscape, multiple property, or traditional cultural property. This includes 22 National Historic Landmarks and 5 World Heritage properties. Some of the more than 50 specially designated areas totaling nearly 300,000 acres that are managed for their outstanding paleontological values are eligible for the National Register of Historic Places by virtue of their historical importance in advancing the science of paleontology.

Goal Description: BLM's archaeological and paleontological sites continue to be targeted by pothunters, looters, and commercial collectors who are "mining" these areas for commercially valuable artifacts and fossils, many of which can be sold to private collectors for thousands, if not tens or hundreds of thousands, of dollars. Contributing to the overall decline in the condition of these resources is development, overuse, weathering, and, increasingly, recreational activities. While most remains and papers documenting the origin and context of artifacts and fossils are stored and protected in 190 non-Federal curatorial facilities and 3 BLM museums, they are minimally accessible for education, interpretation, or research.

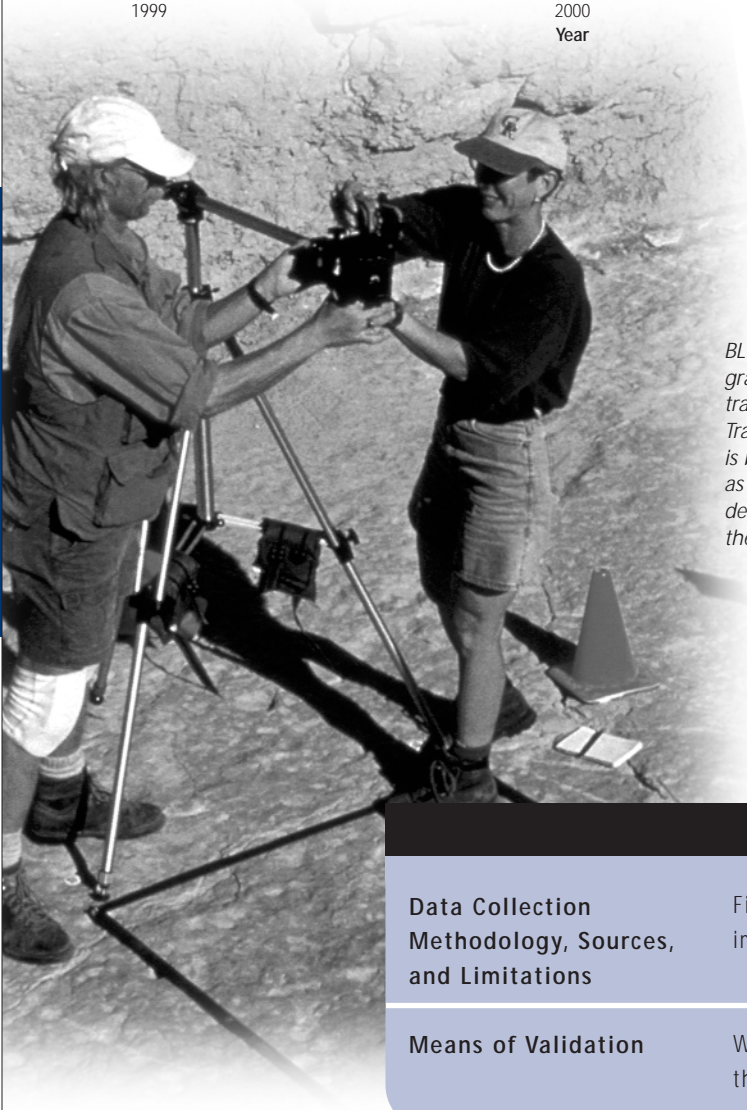
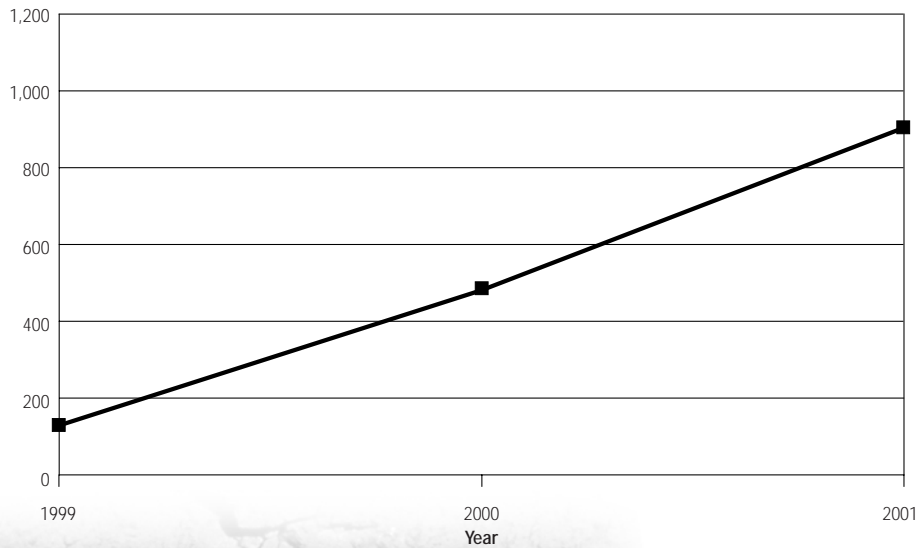
National Treasures include National Register of Historic Place-quality properties, world-class paleontological

resources, and the irreplaceable collections that document past cultures and lifeforms. As the threats and dangers to BLM's national treasures are addressed, the list will be augmented by additional places requiring attention. Dollars will be focused on enhancing protection of these resources through planning, stabilization, restoration, monitoring, interpretation and "hardening" of sites for visitor use, including increasing cultural heritage staff capability in field offices.

FY 1999 ANNUAL PERFORMANCE REPORT

This is a new goal for FY 2000. Prior year data in goal tables is from BLM records.

NUMBER OF AT-RISK CULTURAL AND PALEONTOLOGICAL PROPERTIES RESTORED AND PROTECTED (NONCUMULATIVE)



BLM is using close-range photogrammetry to study the dinosaur tracks at the Red Gulch Dinosaur Tracksite in Wyoming. This method is better than other methods, such as casting, because it does not degrade the tracks or cause them harm.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations

Field office personnel report the number of properties improved in the MIS.

Means of Validation

WO program personnel will sample records and data that is reported in MIS.

GPRA PROGRAM ACTIVITY: PRESERVE NATURAL AND CULTURAL HERITAGE RESOURCES

Long-Term Goal 01.03.04: By FY 2005, ensure that collections at 18% of the non-federal curatorial facilities housing BLM cultural and paleontological collections are available and accessible to the public through development of partnerships.

Annual Performance Goal: In FY 2001, make BLM cultural and paleontological collections available and accessible to the public by developing five (5) partnerships with non-Federal curatorial facilities.

Performance Measure: Number of partnerships with non-federal curatorial facilities (national) (noncumulative)

	FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
	--	7	--	5	5	5
Cumulative Total	--	7	--	12	17	22

Baseline/Base Statistics: To date, 190 non-Federal curatorial facilities holding museum objects originating from the BLM-administered lands have been identified, including 123 with archaeological collections; 85 curating paleontological materials; 6 holding historic collections; 4 with biological materials; 2 curating ethnological collections; and 1 holding artwork (some facilities hold more than one type of material). Millions of museum objects are housed in these 190 facilities scattered across 34 states and Canada. At least 3.5 million more objects are housed in 3 BLM facilities—the Anasazi Heritage Center in Dolores, Colorado, the Billings Curation Center in Billings, Montana, and the National Historic Oregon Trail Interpretive Center in Flagstaff Hill, Oregon.

Goal Description: In fiscal year 1998, the BLM initiated the Museum Partnership Program to support the scientific and educational use of museum collections originating from the public lands, and to examine the exhibit potential of these collections. Seven grants totaling \$60,000 were funded in FY 1998 involving the following museum facilities and/or professional organizations: the San Diego Museum of Man, Western Wyoming College, New Mexico Museum of Natural History and Science, the Arizona State Museum, the Society for Vertebrate Paleontology, and the Department of the Interior Museum. In addition to the Museum Partnership Program, BLM field offices provided \$71,000 to 20 museum facilities and/or professional organizations for 20 additional projects, many involving maintenance and care of BLM collections housed in non-Federal facilities. In FY 1998, the BLM also launched a major effort to locate non-Federal curatorial facilities holding museum

objects originating from BLM-administered lands. To date, 190 such facilities have been identified, including 123 holding archaeological collections and 85 curating paleontological materials. Millions of museum objects are housed in these curatorial facilities scattered in 34 states and Canada; potentially hundreds of museum partnerships could be developed with these 190 curatorial facilities holding BLM collections.

FY 1999 ANNUAL PERFORMANCE REPORT

This is a new goal for FY 2000. Prior year data in goal tables is from BLM records.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations

BLM National Curator maintains records of partnerships with non Federal curatorial facilities.

Means of Validation

BLM staff will review records and supporting documentation.

GPRA PROGRAM ACTIVITY: PRESERVE NATURAL AND CULTURAL HERITAGE RESOURCES

Long-Term Goal 01.03.05: By FY 2005, 80% of recreational and educational users are satisfied with BLM's protection of significant historical, cultural, and other heritage resources.

Annual Performance Goal: In FY 2001, 82% of recreational and educational users are satisfied with BLM's protection of significant historical, cultural, and other heritage resources.

Performance Measure: Percent of recreational and educational users satisfied with BLM's protection of significant historical, cultural, and other heritage resources (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
78	n/a	79	84	82	82

Baseline/Base Statistics: In 1997, 78 percent of recreational and educational users were satisfied with BLM's protection of significant historical, cultural, and other heritage resources

Goal Description: An average of overall customer/stakeholder satisfaction (percentage of customers indicating the BLM provides products and services rated from 5-7 on a 1-7 scale) from customer surveys represents the level of customer satisfaction with the BLM. The average is derived from the overall level of satisfaction from corresponding questions in the Recreation and Education User Surveys. The anticipated decrease in the overall satisfaction is based on an environment of continued constrained budget capabilities and increased workloads.



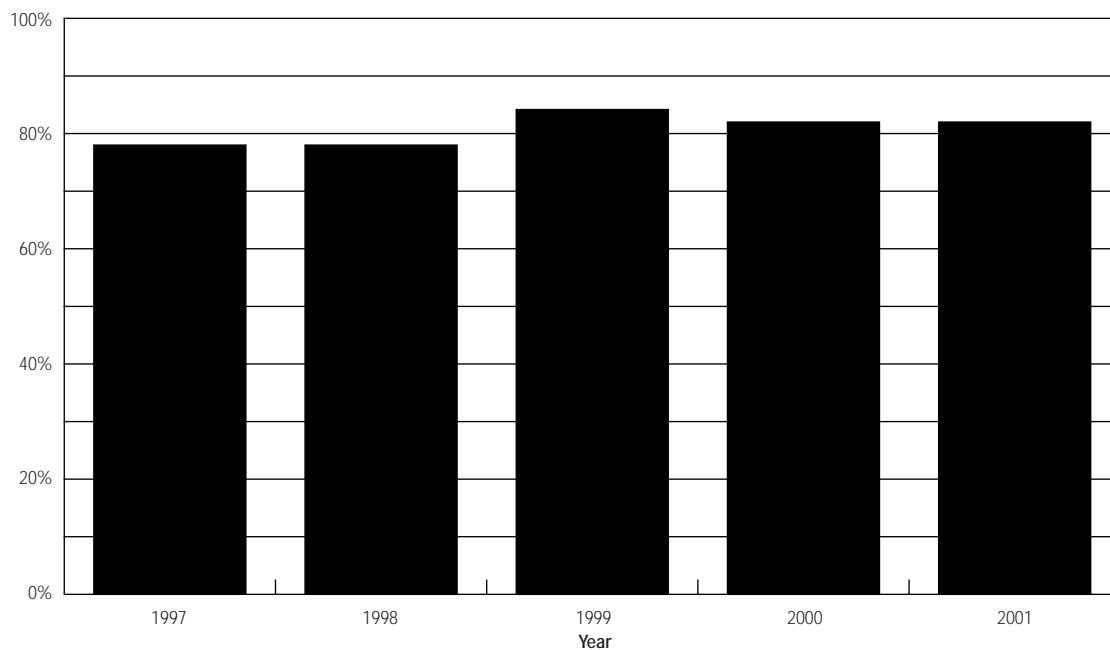
BLM Law Enforcement Specialist Bob Ruiz talks to students from a Phoenix school about Native American rock art during a field trip to BLM-managed public lands.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: 79% of customers are satisfied with BLM's protection of historical, cultural, and other heritage resources

Report: Exceeded; 84% of customers were satisfied. BLM surveyed more people this year.

PERCENT OF RECREATIONAL AND EDUCATIONAL USERS SATISFIED WITH BLM'S PROTECTION OF SIGNIFICANT HISTORICAL, CULTURAL, AND OTHER HERITAGE RESOURCES



DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations

Customer surveys are conducted on a periodic basis by the national office. An average of the overall customer satisfaction (those answering 5,6, or 7) is derived from completed customer surveys. The percentage will represent the level of customer satisfaction with the BLM on a 1-7 scale, with 1 meaning "needs improvement" and 7 meaning "excellent."

Means of Validation

These records will be stored for verification during national validation reviews by customer service staff.

FY 1999 ANNUAL REPORT FOR DISCONTINUED GOALS:

Goal: 40% of site records for recorded cultural properties on public lands are automated and 15% of site locations for recorded cultural properties are digitized.

Report: 45% of site records were automated and 24% of site locations were digitized. The project is ahead of schedule: 55,615 properties have been electronically mapped versus the 33,121 planned, and 102,760 properties have been automated versus the 88,322 planned. FY 1999 was the second of what is expected to be a four-year BLM program to help State Historic Preservation Offices (SHPOs) automate and electronically map their state's cultural resources inventories. Once the SHPO's automation and electronic mapping project is complete, BLM staff and other users will be able to access these inventories from their desktops.

To assist SHPOs develop their data bases, most BLM western State Offices are transferring funds directly to their SHPOs through cooperative agreements. BLM has been providing, and will continue to provide, between \$250,000 and \$300,000 in funding to SHPOs annually over four years. Some western states are using the BLM's funds to match funds from other sources. By working towards mutual goals and sharing financial resources and expertise, the States and the Federal agencies can automate the statewide inventories, a task that no single entity alone could accomplish.

Goal: 5% (21) of evaluation studies for National Wild and Scenic Rivers are completed.

Report: Not met. Less than 1% was achieved (1 river segment was completed). Other segments were not completed because the areas selected for planning shifted to other areas not having eligible river segments. BLM is updating more land use plans in FY 2000 and 2001, which should accelerate the completion of the studies. These river studies are being addressed in FY 2000 under goal 02.01.02.

Goal: Three visitor/operations sites will be designed for the Escalante-Grand Staircase National Monument.

Report: This annual performance goal was not met. No sites were designed in FY 1999. Design of three visitor/operations sites was significantly delayed due to unforeseen difficulties related to acquiring private lands for these sites. Until the land is actually acquired, site design is premature. Two of the sites, Cannonville and Bigwater, are in the final stages of acquisition and contracts for site design are being developed. In addition, the first phase of a design contract has been issued for a visitor/operations site in Escalante. It is anticipated that acquisition for the first two sites and site design for all three will be completed in FY 2000. An additional site in Glendale has not progressed to the final stages of acquisition, so site design will be delayed. It is uncertain when site design for the Glendale site will be completed.

2.4 GPRA Program Activity: Reduce Threats to Public Health, Safety and Property

Description: The BLM is responsible for protecting public lands and facilities from unauthorized uses, hazardous materials, illegal dumping, theft, wildfire, and other unsafe conditions. Population growth in rural areas of the West increases risks and responsibilities in fire suppression, search and rescue, and response to natural emergencies. For hazardous substance releases, the BLM must provide immediate protection for employee and public safety, remediate environmental damage, and determine responsible parties.

The public lands contain more than \$5 billion in capital improvements, including roads, trails, dams, bridges, buildings, and recreation sites. Use of these facilities is increasing. Compliance with Federal, State, and local safety, health, and environmental regulations is monitored and inspections are conducted by environmental and safety professionals. Findings are entered into the BLM's automated facilities maintenance system. This system helps develop cost data and assists in tracking maintenance needs.

The BLM is also responsible for enforcing Federal laws and regulations related to public lands and resources. The agency investigates illegal uses of public lands and implements appropriate administrative, civil, or criminal enforcement remedies to hold violators responsible, recover full compensation, and ensure compliance with laws and regulations. Concentrating its enforcement efforts on resource protection activities, the BLM refers non-resource-related violations to local law enforcement when possible.

The BLM cannot control all threats. It can, however, manage the agency's preventative efforts and ability to respond to emergencies. The BLM must evaluate safety concerns; identify hazards and risks; assess incidents and response experience; educate the public; train employees; and implement policies and procedures to protect the public lands, as well as employees and visitors. The agency also must work to reduce hazards and risks through field inspections, periodic maintenance, and repair of its buildings, recreation sites, roads, bridges, trails, and dams.

2001 Annual Goals

- 01.04.01: In FY 2001, the percentage of administrative facilities maintained in fair or good condition will increase to 88%; dams will increase to 61%; and bridges will increase to 95%. The percent of facilities in good safety, health, and environmental condition will increase 2% over baseline.
- 01.04.02: In FY 2001, assess condition of 20% of BLM-maintained roads to identify access needs, maintenance requirements, and prospective road closures and improve 62% of BLM roads to fair or good condition.
- 01.04.03: In FY 2001, identify and correct physical safety hazards at 10 abandoned mines and cleanup 156 hazardous material sites on the public lands (noncumulative).
- 01.04.04: In FY 2001, maintain an increase of at least 1% in the number of reported violations resulting in enforcement actions compared to 2000.
- 01.04.05: In FY 2001, Implement 50% of Fire Management Plans, reduce the 10-year average of human-caused fires to 24%, and upgrade 9 fire facilities to approved standards.

Public Health and Safety Budget Table

Code	Budget Activity/Subactivity (\$000)	FY 1999 Enacted	FY 2000 Enacted	FY 2001 Pres. Budget
		GPRA Activity 4	GPRA Activity 4	GPRA Activity 4
1000	Management of Land & Resources			
1600	Resource Protection and Maintenance	55,315	58,972	63,655
1650	Transportation and Facilities Maintenance	--	34,463	--
1880	Workforce and Organizational Support	11,912	12,329	12,690
2100	Construction	5,499	5,598	5,600
2640	Central Hazardous Materials Fund	5,000	4,978	5,000
2800	Wildland Fire Management	254,395	262,180	268,420
2810	Wildland Fire Preparedness	--	175,850	182,090
2820	Wildland Fire Operations	--	86,300	86,330
6000	Oregon & California Grant Lands	5,299	5,397	5,746
6200	Transportation and Facilities Maintenance	4,977	5,070	5,412
6300	Resource Management	111	113	115
6400	Information & Resource Data System	211	215	219
	Programmatic Total	337,420	349,454	361,111

**GPRA PROGRAM ACTIVITY:
REDUCE THREATS TO PUBLIC HEALTH,
SAFETY, AND PROPERTY**

Long-Term Goal 01.04.01: By 2005, the percentage of administrative facilities structurally maintained in fair or good condition will increase to 95%; dams will increase to 70%; and bridges will increase to 99%. The percentage of facilities in good safety, health, and environmental condition will increase 14% over baseline.

Annual Performance: In FY 2001, the percentage of administrative facilities maintained in fair or good condition will increase to 88%; dams will increase to 61%; and bridges will increase to 95%. The percentage of facilities in good safety, health, and environmental condition will increase 2% over baseline.

Performance Measure	FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
Percent of administrative facilities in fair or good condition (national)	--	86	87	86	87	88
Percent of dams in fair or good condition (national)	--	55	57	56	59	61
Percent of bridges in fair or good condition (national)	--	91	92	92	94	95
Percent of facilities in good safety, health, and environmental condition (national)	--	60	62	--	establish baseline	+2% over baseline

Baseline/Base Statistics: BLM maintains 3,355 buildings, 662 administrative sites, 1,847 recreation sites, 811 bridges, and 806 qualifying dams. BLM has approximately 104 facilities that can be assessed for safety, health and environmental condition. BLM began performing baseline CASHE assessments at its facilities in FY 94.

The percentage of facilities in good safety, health, and environmental condition was estimated to be 60% in FY 1998, a figure that will be validated in FY 2000.

Goal Description: BLM is aggressively re-assessing its facilities and maintenance requirements for its buildings, administrative and recreation sites, dams, and bridges. This multiyear effort aims to improve deferred maintenance cost estimates and to improve data critical to management efforts.

All BLM facilities require routine preventative maintenance and many require repairs to alleviate past deferred maintenance, although the maintenance workload is not spread evenly across the agency. Some facilities may need to be closed.

The Compliance Assessment - Safety, Health, and the Environment (CASHE) program evaluates BLM facilities and operations for compliance with Federal, State, and local safety, health, environmental, transportation, and fire prevention regulations to reduce the risk to employees, the public, and the environment from potential hazards at BLM facilities.

FY 1999 ANNUAL PERFORMANCE REPORT

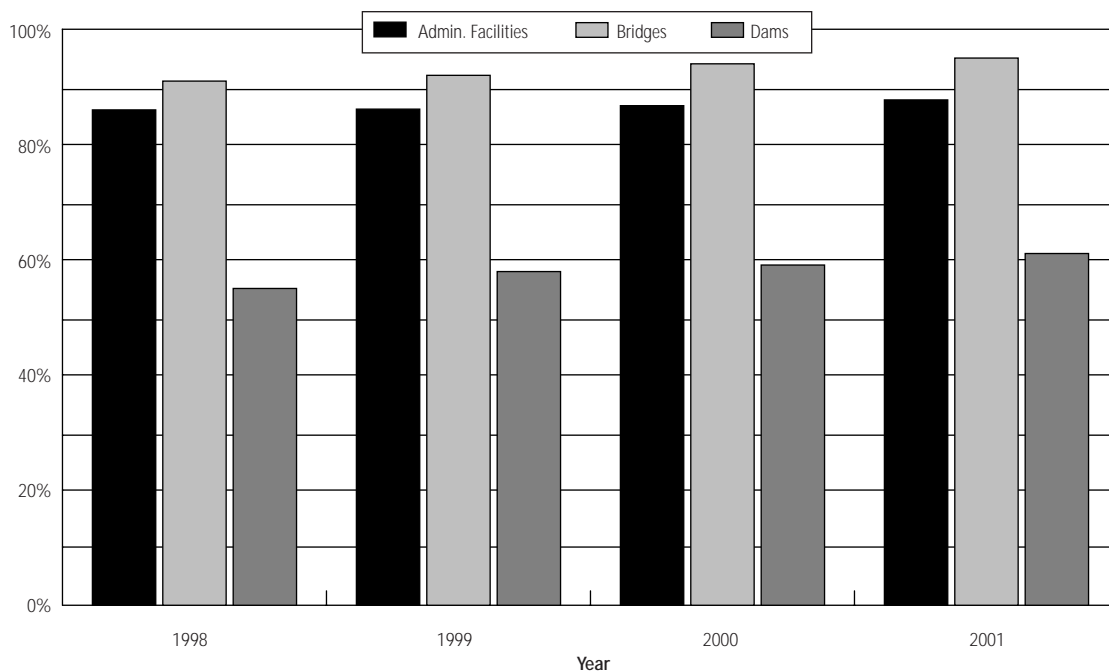
Goal: Facilities (administrative) structurally maintained in fair or good condition are increased an average of 1 percent.

Report: Substantially met. There was no increase; 86% of administrative sites are in fair or good condition. BLM completed an inventory and condition survey of administrative sites in FY 99. The data were used to prepare the 5-Year Deferred Maintenance Plan. A significant part of BLM's 5-Year Deferred Maintenance Plan is projects at administrative sites. The current working total for deferred maintenance is \$9.2 million for FY 2000. BLM intends to continue reducing the backlog of deferred maintenance at administrative sites with 5-Year Plan funding.

Goal: Facilities (dams) structurally maintained in fair or good condition are increased an average of 1 percent.

Report: Substantially met. There was no increase; 56% of dams are in fair or good condition. Dams are inspected on a 3-year cycle. BLM's 5-Year Deferred Maintenance Plan includes a number of projects to improve dams. The current working total for deferred maintenance is \$9.2 million for FY 2000. The BLM intends to continue reducing the backlog of dam improvement projects with 5-Year Plan funding.

PERCENT OF FACILITIES IN FAIR OR GOOD CONDITION



Goal: Facilities (bridges) structurally maintained in fair or good condition are increased an average of 1 percent.

Report: Met. There was a 1% increase; 92% of bridges are in fair or good condition. Bridges are inspected on a 3-year cycle. BLM's 5-Year Deferred Maintenance Plan includes a number of projects to improve bridges. The current working total for deferred maintenance is \$9.2 million for FY 2000. The BLM intends to continue reducing the backlog of bridge improvement projects with 5-Year Plan funding.

Goal: In FY 1999, the percentage of BLM facilities in good safety, health, and environmental condition will be increased by 2% over the 1998 baseline

Report: Not met. Data are unavailable; the increase is unknown, although it is known that progress is being

made. It is estimated that 60% of facilities are in good safety, health, and environmental condition. Without going to the Field Offices for a special report, it is not possible to determine whether the target goal was specifically met in FY 1999. From anecdotal reports from State Offices that have performed follow-up Compliance Assessment - Safety, Health, and the Environment (CASHE) evaluations and annual safety inspections, we can conclude that approximately 60% of BLM facilities are in good safety, health, and environmental condition. A system to automate the documenting of compliance findings, tracking of their status, and reporting of facilities' compliance condition is being proposed by the Bureau. The BLM will complete the baseline CASHE evaluations of all its Field Offices by the end of FY 2000.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations- Administrative facilities, dams, and bridges	Each State Office will maintain a current database (using FIMMS) that lists each administrative facility, as well as its latest inspection date and condition.
Means of Validation	The data entered into the FIMMS automated system will be periodically reviewed by the State Office and annually evaluated by the Washington Office.
Data Collection Methodology, Sources, and Limitations- Facilities in good safety, health, and environmental condition	BLM is proposing to develop a CASHE and Safety Management System (CSMS). Currently, paper records are maintained by the CASHE Program Lead based on anecdotal information received from State and Field Offices.
Means of Validation	Follow-up CASHE evaluations will be performed and documented by State/Field Office personnel at all facilities on a five-year cycle to verify safety, health, and environmental condition. The data will also be annually evaluated by the Washington Office.

GPRA PROGRAM ACTIVITY: REDUCE THREATS TO PUBLIC HEALTH, SAFETY, AND PROPERTY

Long-Term Goal 01.04.02: By 2005, assess the condition of 100% of BLM-maintained roads to identify public and administrative access needs, maintenance requirements to resolve public safety and environmental concerns, and prospective road closures and improve roads to 70% in fair or good condition.

Annual Performance Goal: In FY 2001, assess the condition of 20% of BLM-maintained roads to identify access needs, maintenance requirements, and prospective road closures, and improve 62% of BLM roads to fair or good condition.

Performance Measure: Percentage of roads assessed to identify access needs, maintenance requirements, and prospective road closures (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	--	3	20

Performance Measure: Percentage of roads in fair or good condition (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	56	54	60	60	62

Baseline/Base Statistics: BLM maintains 79,247 miles of road. Fair condition means minor repairs or routine maintenance is needed. Good conditions means no corrective maintenance is needed. In both instances, the road is serving the purpose for which it was constructed.

Goal Description: BLM roads are an important part of the infrastructure of the West, providing access for recreational traffic, commercial uses, fire fighting, and other purposes. Upkeep and maintenance includes periodic cleaning of culverts and ditches, grading to the surface, and other measures needed to ensure the road is serving its intended purpose.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: Facilities structurally maintained in fair or good condition is increased an average of 1 percent; 54% of roads will be in fair or good condition.

Report: Exceeded; 60% of roads are in fair or good condition. The goal was for a 2% decrease and 54% of

roads in fair or good condition. BLM intends to perform condition assessments on a statistically valid sample of roads in FY 2000 to gather reliable data on the condition of its road system. This is part of BLM's new Transportation Re-engineering. Transportation Re-engineering will integrate transportation with land use planning and set criteria for management decisions on road

maintenance levels and priorities. A significant part of BLM's 5-Year Deferred Maintenance Plan is road improvement projects. The current working total for deferred maintenance is \$9.2 million for FY 2000. BLM intends to continue reducing the backlog of road improvement projects with 5-Year Plan funding.



BLM Rangers patrol the Dalton highway in Alaska. (photo by Edward Bovy)

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations	Each State Office will maintain a current database (using FIMMS) that lists roads assessed.
Means of Validation	The data entered into the FIMMS automated system will be periodically reviewed by the State Office and annually evaluated by the Washington Office.
Data Collection Methodology, Sources, and Limitations	Each State Office will maintain a current database (using FIMMS) that lists each road, as well as its latest inspection date and condition.
Means of Validation	The data entered into the FIMMS automated system will be periodically reviewed by the State Office and annually evaluated by the Washington Office.

GPRA PROGRAM ACTIVITY: REDUCE THREATS TO PUBLIC HEALTH, SAFETY, AND PROPERTY

Long-Term Goal 01.04.03: By 2005, identify and correct physical safety hazards at 50 abandoned mines and cleanup 1,018 hazardous material sites on public lands (cumulative).

Annual Performance Goal: In FY 2001, identify and correct physical safety hazards at 10 abandoned mines and cleanup 156 hazardous material sites on the public lands (noncumulative).

Performance Measure: Number of abandoned mines where physical safety hazards are eliminated (non-cumulative)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	--	--	10

Performance Measure: Number of hazardous materials cleanup actions completed (non-cumulative)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	111	103	135	156

Baseline/Base Statistics: A 1996 abandoned mine lands field survey estimated about 25% of 7,000 sites inventoried posed significant physical safety hazards. Hazardous materials sites on public lands stem primarily from an array of activities ranging from landfills to illegal dumping and drug labs.

Goal Description: With additional funding, BLM can increase its goal target for abandoned mine hazard reduction. With proposed funding, only 10 mines can be improved. Regarding hazardous materials, an April 1999 General Accounting Office (GAO) report stated that (1) until BLM can define the extent of its cleanup responsibilities, (2) determine the strategies it will use to pursue cleanups, and (3) consider how to use CERCLA enforcement authority as a tool in that strategy, the Bureau cannot present a strong justification for more funds or effectively set priorities for using its current resources.

The GAO recommended that BLM (1) identify potential hazardous waste sites and collect consistent data to determine which of these pose the highest risks; (2) develop a comprehensive and efficient cleanup strategy, including the use of CERCLA authorities to get more responsible parties to perform or pay for the clean up of the contamination they caused; and (3) clarify the applicability of the Department's Central Hazardous Materials Fund to BLM's site cleanup efforts.

BLM agrees with the GAO's findings and has developed a plan to implement the recommendations. These steps

are integral components of the proposed strategic and annual remediation goal presented above. Even as BLM takes these programmatic steps, it will continue on-the-ground cleanup actions, including some CERCLA actions that may require the expenditure of monies to cover up-front actions needed to support future cost recoveries.

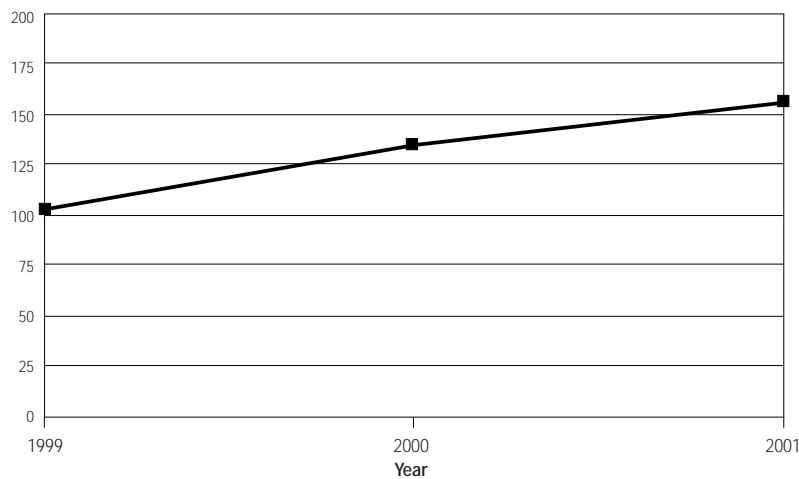
FY 1999 ANNUAL PERFORMANCE REPORT

Goal: In FY 1999, 111 hazardous materials sites will be under remediation. (Note: there is a slight change

between the FY 1999 and FY 2000 goal. The FY 1999 goal was "under remediation"; the FY 2000 goal reads "completed.")

Report: 166 hazardous materials sites were under remediation. An increase in the actual number of sites under clean-up in California resulted in the program exceeding the target goals.

NUMBER OF HAZARDOUS MATERIAL CLEANUP ACTIONS COMPLETED



DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations- abandoned mines	Field specialists enter data into the Abandoned Mine Land Inventory System (AMLIS) which contains data about the sites to be cleaned up.
Means of Validation	WO program and field personnel will conduct national validation reviews of AMLIS and field specialists' files.
Data Collection Methodology, Sources, and Limitations- hazardous materials	The Hazardous Materials Database (HAZMAT), under development, will contain data on clean-up actions at each hazardous materials sites. Until it is implemented, States will enter data into the MIS Performance Module.
Means of Validation	National validation reviews and program evaluations are conducted by Management Systems and program staff.

GPRA PROGRAM ACTIVITY: REDUCE THREATS TO PUBLIC HEALTH, SAFETY, AND PROPERTY

Long-Term Goal 01.04.04: By 2005, investigate and take enforcement action on 52 percent of reported violations of Federal laws and regulations resulting from the urban interface with the public lands and resources.

Annual Performance Goal: In FY 2001, maintain an increase of at least 1% in the number of reported violations resulting in enforcement actions compared to 2000.

Performance Measure: Increase in the percent of reported violations resulting in enforcement actions⁶ (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	4%	1%	1%

Baseline/Base Statistics: The BLM received reports of 10,177 violations in 1999.

Workload Measures and Other Related Performance Statistics: Percent of reported violations resulting in enforcement actions.

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	42%	46%	47%	48%

Goal Description: BLM investigates violations and takes enforcement action to deter violations and obtain compliance with Federal laws and regulations governing public land use. There are currently 53 special agents in the BLM assigned and funded with law enforcement funds to conduct long-term criminal investigations of complex offenses. BLM's law enforcement and resource protection responsibilities are augmented by 146 law enforcement rangers who provide a uniformed presence; these rangers patrol public lands, provide visitor protection, and supply investigative capabilities.

Central to BLM's program is cooperation with all relevant Federal, State, and local law enforcement agencies and utilization of both reimbursable and non-reimbursable agreements to augment BLM's law enforcement efforts. The BLM currently has 60 reimbursable and 53 non-reimbursable agreements in effect with State, county, and local law enforcement agencies to enhance its law enforcement program.

BLM law enforcement's LAWNET is a computerized incident-based reporting system that was developed to comply with Federal crime reporting requirements; LAWNET allows the BLM to focus its limited law enforcement resources. This capability to identify criminal activity and focus law enforcement resources addresses several problems identified by the OIG in its audit of the BLM law enforcement program.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations

Data to be reported through the LAWNET automated system.

Means of Validation

Law Enforcement staff and WO analysts will conduct data validation reviews and internal data quality procedures.

⁶ A single identified and reported violation can result in one or more law enforcement actions such as multiple citations, arrests, search warrant(s) served, indictment(s), etc.

GPRA PROGRAM ACTIVITY: REDUCE THREATS TO PUBLIC HEALTH, SAFETY, AND PROPERTY

Long-Term Goal 01.04.05: By 2005, improve public and employee fire safety for the Department of the Interior by implementing 100% of Fire Management Plans, reducing the 10-year average percentage of human-caused fires to 16%, and upgrading 90 fire facilities to approved standards.

Annual Performance Goal: In FY 2001, implement 50% of Fire Management Plans, reduce the 10-year average of human caused fires to 24%, and upgrade 9 fire facilities to approved standards.

Performance Measure: Percent of Fire Management Plans implemented consistent with agency fire management standards (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	10	35	50

Performance Measure: Human caused fires (% total) (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
35	34	--	30	27	24

Performance Measure: Number of fire facilities upgraded to approved standards (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	12	9	9

Baseline/Base Statistics:

Number of Fire Management Plans = 54

Agency administrators needing to meet standards = 188. Fire managers needing to meet standards = 90.

Most current 10-year average, number of fires = 2,755; acres burned = 583,000.

Most current 10-year average (human-caused), number of fires = 854; acres burned 151,580.

Of the 185 existing fire facilities, 80 need work to meet health and safety standards.

Goal Description: The implementation of Fire Management Plans (FMPs) ensures the proper allocation of initial attack resources and support organizations to produce the least total cost-plus-loss (preparedness cost + suppression cost + resource values lost) that meets land management objectives. Full implementation of FMPs includes the performance standards for managers and fire program personnel. FMP implementation will provide for the safest possible operation of the Bureau's fire program. Implementation will be evaluated through reviews conducted yearly by field offices, biennially by State Offices, and every fourth year by the National Office. FMPs should be reviewed and updated annually, and evaluated for effectiveness every three to five years.

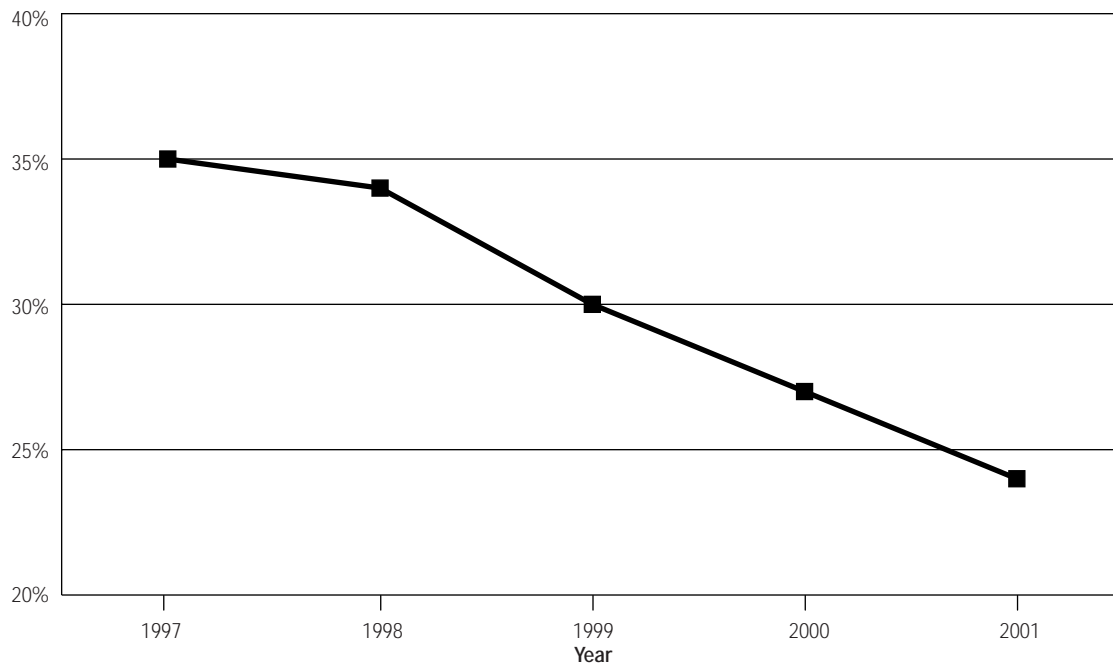
BLM's Wildland Fire Prevention Plans identify actions that most effectively reduce the possibility of loss from catastrophic fires, including adult awareness efforts, school programs, and cause-specific mitigation.

Reduction of human-caused fires is an objective of prevention, whereas natural fires cannot be prevented. BLM will work with communities to implement the actions identified in FMPs.

Following the tragic 1994 fire season, the "Wildland Firefighter Safety Awareness Study" was chartered by the five Federal agencies most involved in wildland firefighting. This three-year contract encompassed a survey and analysis process aimed at changing the culture of wildland firefighters to improve safety. The results of this contract have led to the development of the Safety Awareness in the Fire Environment (SAFE) Initiative. The SAFE Initiative endeavors to create an environment and culture that puts safety first through actions, leadership, commitment, and accountability.

Fire facility improvements must be completed to meet standards acceptable for habitation and safe working environments.

PERCENT OF FIRES CAUSED BY HUMANS



FY 1999 ANNUAL PERFORMANCE REPORT

The FY 2000 goals are new. Data in the tables for FY 1997 to FY 1999 are from BLM records.

Goal: 100% of state and field offices are prepared for emergencies and can respond to current threats.

Report: The target was met. The baseline quantity target was changed at mid-year to accommodate changes in the BLM organizational structure. The BLM certified to the Assistant Secretary for Policy, Management, and Budget a 100% viable Continuity of Operations capability at all facilities in all locations.



BLM firefighter on the fire line near Petersen Mountain in the Carson City District, Nevada.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations- Fire Management Plans	Reviews are conducted yearly by Field Offices, biennially by State Offices, and every fourth year by the National Office. FMPs should be reviewed and updated annually.
Means of Validation	Data is evaluated by program personnel for effectiveness every three to five years.
Data Collection Methodology, Sources, and Limitations- Human caused fires	Data entered into the Department's Wildland Fire Reporting System contains records with causes of fires.
Means of Validation	Fire program personnel will conduct national validation reviews and program review of reports.
Data Collection Methodology, Sources, and Limitations- Fire facilities	The Fire Facility Deferred Maintenance and Capital Improvement Plan and FIMMS system have baseline statistics and condition records on facilities.
Means of Validation	National validation reviews of fire records and FIMMS are conducted by integrated teams.

FY 1999 ANNUAL REPORT FOR DISCONTINUED GOALS:

Goal: Facilities (trails) structurally maintained in fair or good condition are increased an average of 1 percent.

Report: Not met. There was a 12% decrease; 77% of trails are in fair or good condition. BLM missed the goal by 13 percent. BLM intends to perform condition assessments on a statistically valid sample of trails in FY 2000 to gather reliable data on the condition of its trail system. This is part of BLM's new Transportation Re engineering for roads and trails. The data will supplement information from an inventory and condition surveys of trails in FY 98-99. BLM's 5-Year Deferred Maintenance Plan includes a number of projects to improve trails. The current working total for deferred maintenance is \$9.2 million for FY 2000. The BLM intends to continue reducing the backlog of trail improvement projects with 5-Year Plan funding.

Goal: 15 steps are completed in the Wildland Firefighter Awareness Study/Implementation Plan and 60% of key firefighting positions have new standards.

Report: Goal achieved. 15 steps were completed. Fire and Aviation met 100 percent of projected Safety and Health accomplishments for FY 99. These accomplishments, many of which were interagency, included completion of a Lessons Learned Training Course; development and dissemination of an Interagency Incident Response Pocket Guide; development of a SAFENET (a

ground SAFECOM) process and form; revisions to the Department of the Interior's Safety Management Information System to accommodate fire injury data; the hiring of a Project Manager for the Interagency SAFE Initiative; and development of Fire Danger Pocket Cards. Safety and health accomplishments related to public safety included the establishment of National Fire Prevention Education Teams and development of Community Action Kits.

65% of firefighting positions have standards completed. The minimum qualifications standards for all critical fire management positions were developed. Additionally, position competencies were developed that will guide the development of a training curriculum. This project has been expanded as other agencies have seen the benefit of the Bureau's standards.

Goal: Facilities structurally maintained in fair or good condition is increased an average of 1 percent. (Recreation Sites)

Report: Not met. There was no increase; 80% of recreation sites are in fair or good condition. BLM completed an inventory and condition survey of recreation sites in FY 98 as part of Interior's recreation initiative. The data was used to prepare the 5-year Deferred Maintenance Plan. Recreation sites make up a major part of BLM's Plan. The current working total for deferred maintenance is \$9.2 million for FY 2000. BLM intends to continue reducing the backlog of deferred maintenance at recreation sites with 5-Year Plan funding.

2.5 GPRA Program Activity: Improve Land, Resource, and Title Information

Description: The BLM has extensive historical and current information on land ownership, use, and condition in the United States. The agency maintains cadastral survey and historical data on patented lands, along with information on the mineral estate, resource conditions, and permits or leases on Federal lands. Historical records are critical to resolving many ownership disputes and are increasingly recognized as an important source of both genealogical information and historical data on resource conditions.

As the complexities of managing ecosystems increase, data collection and analysis become even more vital to managing the land. The BLM's information about land ownership, status, and condition is of interest to a wide variety of parties, including public land users; other Federal, State, Tribal, and local agencies; and the scientific community.

Federal agencies must increasingly share data among themselves, as well as with external parties. As the Internet enhances awareness of the vast data available from the agency, demand is increasing. Electronic formats are in high demand for resource inventories, maps,

informational brochures, and other documents. Use of BLM's national and local web sites has risen astronomically in the past few years. Three types of data are in especially high demand: documents for General Land Office (GLO) and other title, boundary, and survey information; geographic coordinate-based data from BLM's natural resource map-oriented Geographic Information System (GIS); and the public land survey data contained in the Geographic Coordinate Database (GCDB).

To simplify the exchange and retrieval of information among diverse organizations and individuals, data standards must be developed and agreed to by all participants. Quality control is essential to ensure that BLM's data and information are reliable and current.

Advanced technologies must be available to ensure wide dissemination of information on a variety of media, and systems enhancements will be necessary over time.

While the Internet and BLM's Intranet are providing better and faster access to information, they also raise potential Privacy Act concerns.

The BLM is assessing objectives, user requirements, architecture, and priorities for land and resources information systems. Legacy data will be improved to conform to existing data standards and other requirements necessary for conversion from the Year 2000 (Y2K) data base to a permanent database.



Eastern States Public Room Assistant Pat Tyler, working in the BLM's Springfield, Virginia, Office. (photo by Joy Pasquariello)

2001 Annual Goals

- 01.05.01: In FY 2001, post 335,000 additional General Land Office conveyance records and survey plats on the Internet, providing customers with on-line query, image viewing, and ordering of certified documents.
- 01.05.02: In FY 2001, complete 6% of requested boundary surveys to support resource and land transactions, collect 80% of townships with boundaries in digital format, and integrate 8% with county and USFS data.

Information Budget Table

Code	Budget Activity/Subactivity (\$000)	FY 1999 Enacted	FY 2000 Enacted	FY 2001 Pres. Budget
		GPRA Activity 5	GPRA Activity 5	GPRA Activity 5
1000	Management of Land & Resources	1,519	1,657	1,951
1400	Realty & Ownership Management	16,769	17,640	18,214
1880	Workforce & Organizational Support	11,912	12,329	12,690
4550	Land and Resource Information Systems	34,716	19,037	19,586
6000	Oregon & California Grant Lands	211	215	219
6400	Information & Resource Data System	211	215	219
	Programmatic Total	65,127	50,878	52,660

GPRA PROGRAM ACTIVITY: IMPROVE LAND, RESOURCE, AND TITLE INFORMATION

Long-Term Goal 01.05.01: By 2005, post on the Internet, 4,260,000 General Land Office conveyance records and survey plats for portions of 30 States to assist title, survey, historical, and genealogical research.

Annual Performance Goal: In FY 2001, post 335,000 additional General Land Office conveyance records and survey plats on the Internet, providing customers with on-line query, image viewing, and ordering of certified documents.

Performance Measure: Number of conveyance records and survey plats posted on the Internet (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	2,000,000	--	250,000	335,000	335,000

Baseline/Base Statistics: 30 million estimated 1999 customer hits at BLM's GLO website.

Goal Description: On May 1, 1998, 2 million General Land Office (GLO) land title records were web-enabled at www.glorerecords.blm.gov, allowing customer access to data and images. The response has been astounding: more than 1,053,000 customers have accessed 42 million pages, generating 16 million data and image requests. Automation of Serial patents, representing all Bureau patents issued from 1908 to the 1960s, will be completed in FY 2002, expanding the website to include images of western U.S. records. Additional Indian records, agricultural scripts, timber culture records, mineral certificates, military bounties, railroad lists, state

selections, survey plats, and field notes will be automated and posted on the Internet through FY 2005. Customers will be able to query GLO data to gain access to images of land title documents and survey information.

FY 1999 ANNUAL PERFORMANCE REPORT

This is a new goal for FY 2000. Prior year data in goal tables is from BLM records.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations	BLM employees in Eastern States Office prepare documents for the web at www.glorerecords.blm.gov . A count is kept of the records posted.
Means of Validation	Staffs at the Eastern States Office prepare GLO Database reports and participate in National Program evaluations conducted with the Washington Office.

GPRA PROGRAM ACTIVITY: IMPROVE LAND, RESOURCE, AND TITLE INFORMATION

Long-Term Goal 01.05.02: By 2005, complete 31% of requested boundary surveys, collect 86% of townships with boundaries in a digital format, and integrate 16% with USFS and county data.

Annual Performance Goal: In FY 2001, complete 6% of requested boundary surveys to support resource and land transactions, collect 80% of townships with boundaries in digital format, and integrate 8% with county and USFS data.

Performance Measure: Percent of requested boundary surveys completed in digital format to support resource and land transactions (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
5%	5%	--	6%	6%	6%

Performance Measure: Percent of townships with boundaries in digital format and integrated with county and USFS data (cumulative)(national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
69%	72%	--	74%	78%	80%
2%	2%	--	3%	7%	8%

Workload Measures and Other Related Performance Statistics: Number of GCDB townships to be collected - 31.625

Goal Description: These performance targets are based upon the need to provide the most accurate available location information for the boundaries of the land parcels recorded in BLM's land title records, consistent and integrated with the data of other major stakeholders such as the U.S. Forest Service (USFS) and State and local governments. Meeting the performance target should minimize litigation and conflicts based upon conflicting or inconsistent land parcel portrayals, allowing decisions to be supported by a common cadastral data solution across government agencies and private industry.

The demand for Geographic Coordinate Data Base (GCDB) data is significant and will continue to increase as we enter the information age. Decision makers and the public will demand not only more data, but also data that is consistent across government organizations and private industry. The GCDB is the single largest source of parcel boundary data and provides the most accurate information defining the boundaries associated with land title. As more groups and organizations implement geographic information systems (e.g., counties, States, Federal agencies, nonprofit organizations, and private industry), the GCDB will play a critical role

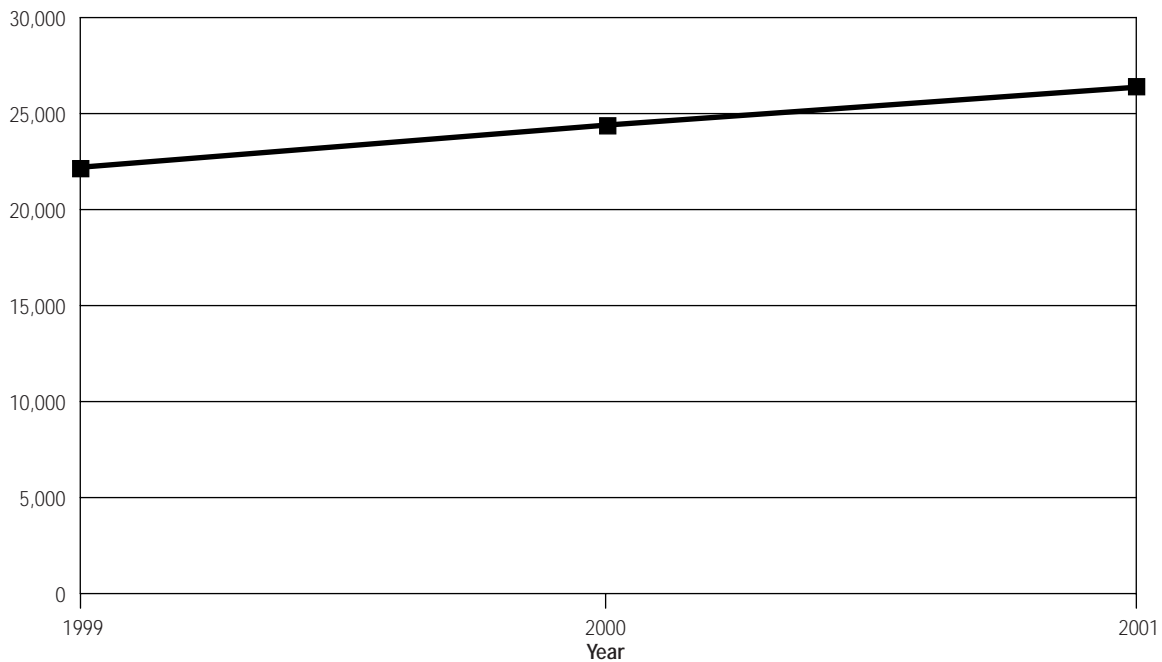
in defining boundaries consistently across organizations, reducing conflicts related to rights and ownership disputes.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: 25,000 townships of GCDB data are collected (cumulative).

Report: The goal was exceeded. The total number of townships collected was 26,372. The collection of GCDB data continued in areas of mineralization and the more complex land tenure areas of urban interface Federal and Tribal lands. GCDB data will be used for management of high priority areas.

TOWNSHIPS OF GCDB DATA COLLECTED



DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations	Townships are imported into the lands system. Township information is collected by the GCDB project manager and stored in the GCDB Project Plan Tracking System.
Means of Validation	An ongoing record of GCDB data collection and conversion accomplishments will be used for validation by the project office.

FY 1999 ANNUAL REPORT FOR DISCONTINUED GOALS:

Goal: Automated land records cartographic products module is deployed in 0% of states. (This goal was revised from the original goal of deploying in 4 states after the budget was enacted and a project review was conducted)

Report: 1 state was deployed with automated land and mineral records data. ALMRS operational tests in New Mexico revealed significant data problems, preventing certification of data and deployment of the system in FY 1999.

Goal: Land resource information is available on Internet map servers in 10% of BLM states.

Report: The goal was exceeded. A total of 33% of BLM states have aggressively used the Internet to serve their map data. While the sophistication of the map-serving technology varies, most states are making good progress in placing their data holdings on the Internet for public access. We expect that in a few years all states will offer extensive digital map archives to users directly through an Internet map server.



BLM seasonal Surveyor Francis Zahler sets a marker stake near Lewistown, Montana.

2.6 GPRA Program Activity: Provide Economic and Technical Assistance

Description: Directed by specific statutes, the BLM provides various types of economic and technical assistance to many local, State, and Tribal governments and to Alaska Natives. The BLM is responsible for:

- disbursing payments of shared revenues derived from activities on the public lands;
- disbursing payments-in-lieu of taxes (PILT) to counties;
- conveying land to Alaska Native peoples, Native corporations, and the State of Alaska under the Alaska Native Claims Settlement Act (ANCSA), the Alaska National Interest Lands Conservation Act (ANILCA), and the Alaska Statehood Act;
- settling Alaska Native and American Indian allotment land claims;
- providing Tribes with technical assistance to develop leased energy/minerals resources;
- providing fire suppression services on all Federal and Native lands in Alaska; and
- adjusting land tenure through disposal, exchange, and acquisition.

The Department's *Revitalization of Indian Country* theme for FY 2001 emphasizes development of programs that improve the quality of life for Tribes. The BLM sees several opportunities for expanding its partnerships with tribal communities and for providing direct and lasting benefits to their economic welfare. However, the critical BLM funding shortfalls have limited the amount available for tribal economic opportunities.

The BLM can provide benefits to enhance the economic well-being of Tribes in a variety of ways. The royalties from mineral development on tribal lands are critical to

a Tribe's financial well-being. The training and management opportunities provided by tribal involvement in BLM's programs enable tribal members to acquire marketable skills, expand their vocational possibilities, and improve their prospects for employment. Self-Determination agreements under Public Law 93-638 and agreements under the Federal Oil and Gas Royalty Management Act (FOGRMA) provide opportunities and funds for Tribes to manage and develop their mineral resources.

The BLM must meet its statutory responsibilities to convey land to Alaska Natives and corporations, to the State of Alaska, and to other States and beneficiaries. The BLM will also strive to provide land and other resources to support community economic and infrastructure development when consistent with the local land use plan and other statutory and regulatory requirements.

The BLM develops and maintains government-to-government relationships with Native American Tribal Governments through a variety of means, including the compacting and contracting of certain functions under the Indian Self-Determination and Education Assistance Act, as amended.

2001 Annual Goals

- 01.06.01: In FY 2001, establish 25 formal agreements with federally recognized Tribes in the management of tribal minerals, cadastral survey, and the administration of public lands. (noncumulative)
- 01.06.02 In FY 2001, complete 91% of actions on existing energy and mineral leases and permits on Indian lands while protecting/enhancing environmental values, and minimizing future liabilities.
- 01.06.03 In FY 2001, complete 95,000 acres of projected land disposal and land conveyance actions in support of local community and State economic needs.

Technical Assistance Budget Table

Code	Budget Activity/Subactivity (\$000)	FY 1999 Enacted	FY 2000 Enacted	FY 2001 Pres. Budget
		GPRA Activity 6	GPRA Activity 6	GPRA Activity 6
1000	Management of Land & Resources	2,617	2,679	3,611
1400	Realty & Ownership Management	31,131	33,640	34,487
1880	Workforce & Organizational Support	7,147	7,398	7,614
6000	Oregon & California Grant Lands	5,718	5,818	5,936
9500	Jobs-in -the-Woods	5,591	5,689	
	Payment in Lieu of Taxes	125,000	134,385	135,000
	Programmatic Total	171,612	183,920	186,648

GPRA PROGRAM ACTIVITY: PROVIDE ECONOMIC AND TECHNICAL ASSISTANCE

Long-Term Goal 01.06.01 By FY 2005, establish 205 formal agreements with federally recognized Tribes in the management of tribal minerals, cadastral survey, and the administration of public lands (through P.L. 93-638 contracts, self governance agreements, cooperative agreements and technical assistance) (cumulative).

Annual Performance Goal: In FY 2001, establish 25 formal agreements with federally recognized Tribes in the management of tribal minerals, cadastral survey and the administration of public lands (noncumulative).

Performance Measure: Native American agreements established (national)

	FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
	15	19	--	23	23	25
Cumulative Total	15	34	--	57	80	105

Baseline/Base Statistics: There are 550+ federally recognized tribes.

Goal Description: Development of formal agreements with federally recognized Tribes supports the President's and Secretary's goals of increased tribal inclusion in BLM programs. The Bureau has a unique role to play in assuring that these objectives are attained. The BLM has trust responsibilities for various programs, along with opportunities to involve Tribes administering public lands across at least the following programs: on-shore mineral leasing, cadastral survey, lands and realty actions, wildlife, and cultural resources.

The development of formal agreements with Tribes, including provisions for funding, can have a direct and lasting impact on the economic welfare of Tribes. The self-governance agreements under P.L. 93-638 and agreements under the Federal Oil and Gas Royalty Management Act for management of portions of the minerals program would provide opportunities for Tribes to manage and develop tribal mineral resources. The efforts under the cadastral survey program would also provide many training and resource management opportunities for additional tribes. Tribal inclusion in the administration of the public lands can improve the dialog between BLM managers and the Tribes, as well as providing opportunities for Tribes to assist BLM in managing and protecting public lands, some of which are ancestral tribal lands.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: 15% (20) of field offices have formal agreements with federally recognized tribes. (This goal counts number of field offices. The new FY 2001 goal has been changed to count the number of agreements)

Report: Exceeded. 21% (28) of field offices have agreements with federally recognized Tribes. The Native American Coordinators in each state annually update the list of formal agreements between field offices and federally recognized Tribes. These numbers are reported to the National Native American Liaison. The agreements can include self-governance agreements, 638 contracts, cooperative agreements, MOA's, MOU's, and technical assistance agreements.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations	BLM Native American Coordinators will provide data on the number of agreements in place to the Native American Office.
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Means of Validation	Program evaluation and random selection of measures for validation.
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GPRA PROGRAM ACTIVITY: PROVIDE ECONOMIC AND TECHNICAL ASSISTANCE

Long-Term Goal 01.06.02: By 2005, complete 80% of actions on existing energy and mineral leases and permits on Indian lands while protecting/enhancing environmental values, and minimizing future liabilities.

Annual Performance Goal: In FY 2001, complete 91% of actions on existing energy and mineral leases and permits on Indian lands while protecting/enhancing environmental values and minimizing future liabilities.

Performance Measure: Percent of requests for Technical Assistance for Mineral Operations on Indian lands completed (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	100% ⁷	--	--	95%	91%

Baseline/Base Statistics: BLM provides technical assistance to Tribes to support six coal leases in three states. These leases cover about 120,000 acres of land. In 1998, these leases produced about \$60 million in royalties for the Tribes. BLM supports 107 other solid mineral operations in nine states. These operations cover about 37,796 acres. In 1998, these leases produced about \$9 million in royalties for the Tribes.

Goal Description: Upon the issuance of leases and permits by the Tribes/Bureau of Indian Affairs (BIA), BLM has a trust obligation in terms of supporting activities on Indian lands while protecting/enhancing environmental values and minimizing future liabilities.

The BLM anticipates that demand for natural gas will increase as a result of the Kyoto Protocol and the Nation's need for clean energy. The Southern Ute Indian Tribe Coal Bed Methane EIS, expected to be completed in FY 2000, will result in an increase in applications for permit to drill (APDs), as well as the operational and inspection/enforcement workload. Coal operations provide employment to the Tribes.

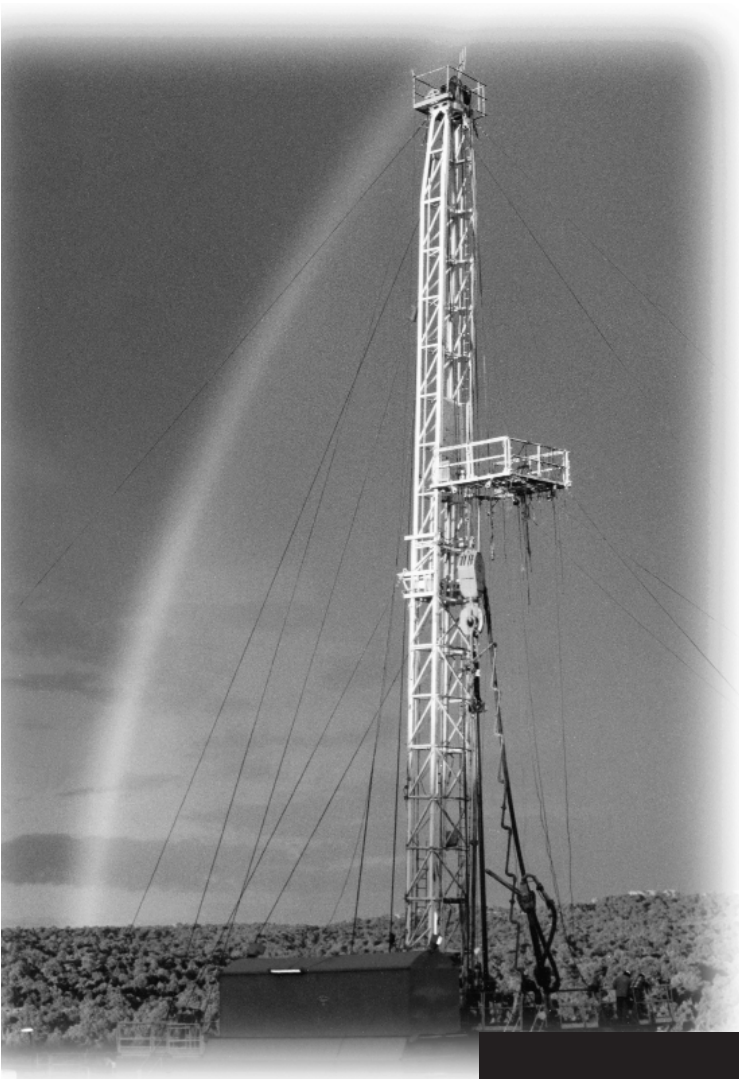
The BLM must provide support before new leases can begin production, including additional leasing. The Northern Cheyenne are investigating the possibility of entering into Indian Mineral Development Act agreements for coal. Many operations also produce sand and gravel, and there are significant opportunities to increase this production from lands near rapidly growing urban areas. The BLM can provide additional assistance to the Tribes by providing mineral appraisals, exploration permitting, and mine plan reviews. Substantial growth is anticipated in this program. For example, tribal leases issued jointly by the Cherokee, Chickasaw, and Choctaw Tribes may be activated soon on the Arkansas River in Oklahoma.

⁷ 100% is used as the baseline for comparison, against which other years are measured. It does not mean that all requests were met.

Current funding is insufficient to maintain current levels. Additional funding in FY2000 and FY2001 are needed to support any additional new leasing proposals, provide training to tribal members in inspection and enforcement activities, enhance production verification activities, and assist in the development of Indian coal regulations. At the proposed funding levels, growth in this support area is less than what BLM would like to achieve.

FY 1999 ANNUAL PERFORMANCE REPORT

This is a new goal for FY 2000. Prior year data in goal tables is from BLM records.



Drilling taking place on BLM-managed public land located within the Farmington District, New Mexico.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations

All inspection activities are documented in the Automated Fluid Minerals Support System (AFMSS) in accordance with the guidance on oil and gas Inspection and Enforcement documentation.

Means of Validation

Program evaluations are periodically conducted by program staff and national office evaluation teams.

GPRA PROGRAM ACTIVITY: PROVIDE ECONOMIC AND TECHNICAL ASSISTANCE

Long-Term Goal 01.06.03 By FY 2005, complete 80% of projected land disposals and land conveyances in support of local community and State economic needs.

Annual Performance Goal: In FY 2001, complete 95,000 acres of projected land disposal and land conveyance actions in support of local community and State economic needs.

Performance Measure: Projected Federal land disposals and conveyances (acres) completed (national)⁸

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	--	95,127	95,000

Baseline/Base Statistics: BLM can only estimate the demand for conveyances. Actual disposals and acquisitions are dependent on availability of land for sale, marketability, availability of funds, willingness of landowners to sell, and other external factors. BLM rarely has the resources to fully meet demand.

General Description: The BLM has a long history of providing support for local community and State economic needs. This goal recognizes the significant contribution BLM makes to States and local communities through the disposal and conveyance of lands for community expansion, open space, scientific purposes, environmental values, wildlife habitat, threatened and endangered species protection, recreational activities, educational purposes, historic preservation, economic development, and other purposes.

The BLM has personnel in almost every field office who are responsible for completing land disposals and conveyances.

The accomplishment of this goal includes the total number of acres from all land disposals and conveyances. Cross references to BLM's cost management system are: (ES) Recreation and Public Purpose, (EU) Land Exchange, Land Sale, Desert Land Entry, Color of Title, Legislative Transfer, State Indemnity Selection, Airport, and other conveyances, and (HX) Alaska conveyances.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations

Field and State Offices will report case information in the new automated Land Resources 2000 system (LR-2000). Using LR 2000 and year-end reports, Headquarters will calculate the percentage of goal accomplishment.

Means of Validation

Random sampling of case recordation, program evaluations, and other activities.

⁸ Using land disposal and conveyance acreage statistics or estimates from individual State offices the Washington Office will project the total number of acres anticipated each year through 2005. However projections are largely based on availability of land for sale by private parties and enacted funding. On an annual basis the number of acres actually achieved will be reported in LR 2000 and will be used to measure attainment of the goal.

FY 1999 ANNUAL REPORT FOR DISCONTINUED GOALS:

Goal: Document the specific trust responsibilities of 66% of field offices, by tribe.

Report: Substantially met. 64.5% were completed, representing 86 field offices. The Bureau of Land Management has a trust responsibility to federally recognized Tribes, brought about through the development of treaties, laws, and policies related to Tribes and tribal members. The lands and resources of Tribes and individual allottees are entrusted to the U.S. Government. The BLM manages its trust responsibility to 86 Tribes through consultation and coordination, as well as through agreements, memorandums of understanding, and technical assistance. The relationship between the field offices and the Tribes is documented at the field office level, and then at the State office through the

Native American Liaison. Although the BLM has a trust responsibility to all federally recognized tribes (559), not all field office areas include or border reservations or allotment areas.

Goal: 100% of land entitlement action plans are completed for States, Tribes, and Alaska Natives that have statutory land entitlements.

Report: 100% completed (revised to three plans). The target of five plans in Alaska was initially set too high. Upon further review it was determined that only three plans were necessary. All three plans were completed.

The BLM is responsible for processing statutory land entitlement rights, such as those of the Alaska Native Peoples.



2.7 GPRA Program Activity: Understand the Condition of the Public Lands

Description: Public lands are diverse and geographically dispersed, intermingled with lands owned and managed by many others. The BLM has a complex mission, involving all landowners and users in common watersheds, plant and animal populations, and human use issues. The BLM's land use decisions affect adjacent landowners and State, local, and Tribal governments, along with the myriad users of the public lands. The BLM is dedicated to understanding socio-economic and environmental trends, cooperating in decision-making, and implementing appropriate on-the-ground activities.

During the past two decades, the demands on resources issues related to management of public lands have grown at a rate that outpaces the BLM's ability to resolve existing land use conflicts and anticipate future demands accurately. Several major issues have emerged since this first round of Bureau land use plans (LUPs) and associated Environmental Impact Statements (EISs) were completed, such as the listing of many species under the Endangered Species Act, rapid population growth in the West, and new laws that require other Federal and State agencies to participate in activities occurring on Federal lands.

As a result, the BLM is increasingly finding its land use plans and National Environmental Policy Act (NEPA) documents are out of date and no longer reflect current natural resource or socio-economic conditions. Updating the Bureau's planning base must occur to address these issues, provide cumulative analysis, and meet new environmental standards.

The BLM will continue following the strategies established several years ago as described in the agency's 1997 Strategic Plan. Those strategies encompassed (1) developing standards of land health, (2) using these standards to help assess risk patterns to resources, and (3) developing and implementing restoration actions based on priorities established at a landscape scale.

Fundamental to the 1997 strategies, the BLM has developed standards for healthy lands that describe the physical and biological conditions or the degree of function required for healthy, sustainable lands. The BLM developed uniform fundamentals of rangeland health at the national level that were used by the State Directors, with the assistance of chartered resource advisory councils, to develop specific standards. While consistent with the fundamentals, these standards reflected local circumstances and views. Subsequently, BLM determined to develop land health standards for all lands that it manages. Standards have been incorporated into land use plans and provide the basis for defining healthy lands as applied to specific terrain. Under the provisions of its operating procedures, all future management actions must conform to the standards.

The BLM is now conducting systematic assessments at several scales to determine if the standards and fundamentals are being achieved. At the local level, assessments are being done routinely in conjunction with grazing permit renewal decisions. The BLM is also developing an assessment strategy that will use available information to portray, at the national level, patterns of risk at the landscape scale. It is the BLM's vision that an assessment strategy can be prepared that will enable the agency to use information at local, regional, and national scales to cost-effectively identify and prioritize land health problems, existing or prospective, as well as opportunities for remedial management actions.

The BLM uses land use plans developed at the field office level to guide specific management decisions. Rapidly changing circumstances, including a recognition of the need for more collaborative plans addressing ecosystem level issues, as well as limited capabilities, have resulted in many of the BLM's land use plans not adequately providing for current management needs. The BLM will use the results of the assessments to evaluate the adequacy of management direction allotted for in existing plans. Many existing plans are expected to be updated to meet management needs.

Understand Condition of the Public Lands Budget Table

Code	Budget Activity/Subactivity (\$000)	FY 1999 Enacted	FY 2000 Enacted	FY 2001 Pres. Budget
		GPR Activity 7	GPR Activity 7	GPR Activity 7
1000	Management of Land & Resources			
	Land Resources	37,799	41,698	48,021
1110	Wildlife and Fisheries	9,051	10,283	11,511
1880	Workforce & Organizational Support	23,824	24,658	25,380
2800	Wildland Fire Management (DOI-wide)	32,500	28,777	28,777 ⁹
1600	Resource Protection and Maintenance	4,144	4,232	5,969
2640	Central Hazardous Materials Fund	2,500	2,489	2,500
6000	Oregon & California Grant Lands	31,599	32,125	34,283
6300	Resource Management	31,348	31,910	34,063
6400	Information & Resource Data System	211	215	219
	Miscellaneous Trust Funds	3,850	3,850	3,850
	Programmatic Total	145,227	148,112	160,291

⁹ Of this total, between one-quarter and one-third is directed to BLM; the remainder is split between the National Park Service, U.S. Fish and Wildlife Service, and Bureau of Indian Affairs. The BLM is requesting a \$100 million supplement to increase fire operations capability Departmentwide. In FY 2002, Wildland Fire Funds will be displayed in the program activity entitled Restore At-Risk Resources and Maintain Functioning Systems.

2001 Annual Goals

- 02.01.01: In FY 2001, assess the condition of public lands in 22 priority sub-basins.
- 02.01.02: In FY 2001, evaluate 65 of BLM's existing land use plans and associated NEPA documents; develop or update 8 land use plans as necessary to reflect new information; and ensure that 29 land use plans contain habitat conservation strategies.

GPRA PROGRAM ACTIVITY: UNDERSTAND THE CONDITION OF THE PUBLIC LANDS

Long-Term Goal 02.01.01: By 2005, assess the condition of the public lands in 200 sub-basins.

Annual Performance Goal: In FY 2001, assess the condition of public lands in 22 priority sub-basins.

Performance Measure: Number of sub-basins assessed

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	--	0	22

Baseline/Base Statistics:

No. of sub-basins in the 11 western states and Alaska: 735

No. of sub-basins with at least 25 % public land: approx. 225

No. of sub-basins with at least 50% public land: approx. 110

No. of sub-basins with at least 75% public land: approx. 45

Goal Description: The BLM is committed to having a comprehensive resource assessment strategy in place by 2001. This strategy will integrate assessment needs over multiple scales (coarse, intermediate, fine). One of the purposes of coarse-scale assessments is to help identify priority sub-basins, which are then used to focus BLM's restoration activities. The sub-basin is a medium-sized unit within the widely accepted U.S. Geological Survey hierarchy of watersheds.

Intermediate level assessments are used to establish a baseline condition from which to measure change over time in response to restoration actions. The goal of 200 sub-basins reflects an estimate of the number of priority sub-basins that will be assessed for baseline conditions or reassessed to determine change from baseline.

FY 1999 ANNUAL PERFORMANCE REPORT

These goals are related to the long-term goal above, but have different measures.

Goal: Assess 7,065 miles of flowing riparian areas and 2,347,000 acres of key watersheds and standing wetlands.

Report: A total of 6,301.5 miles and 2,564,366 acres of assessments were completed. BLM originally set a

goal of 7,065 miles. At midyear this goal was adjusted to 6,508 miles. The main factor that influenced production was a heavy grazing permit renewal workload. Employees responsible for both activities adjusted priorities in order to complete the permit renewal workload.

Goal: Five (of seven total) milestones are completed for the national health of the land reporting system.

Report: A draft assessment strategy was developed. Four milestones were completed and a fifth milestone was partially completed. The BLM has decided to revise the developmental process to include a national assessment prototype, to be completed in FY 2000.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations

State Offices report in accordance with guidance on identifying priority sub-basins. Field reports will be submitted to the Washington Office program lead.

Means of Validation

National validation reviews and program evaluations will be conducted by Washington Office teams and program staff.

GPRA PROGRAM ACTIVITY: UNDERSTAND THE CONDITION OF THE PUBLIC LANDS

Long-Term Goal 02.01.02: By 2002, evaluate 100 percent of BLM's existing land use plans and associated NEPA documents and by 2005 initiate amendments or revisions as necessary to reflect new information and management strategies.

Annual Performance Goal: In FY 2001, evaluate 65 of BLM's existing land use plans and associated NEPA documents; develop or update 8 land use plans as necessary to reflect new information; and ensure that 29 land use plans contain habitat conservation strategies.

Performance Measure: Number of land use plans evaluated (cumulative)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	8	24	65

Performance Measure: Number of land use plans developed or updated to reflect all new information and convey current management strategies

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	2	6	8

Performance Measure: Number of plans containing habitat conservation strategies (cumulative)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	17	0	29

Baseline/Base Statistics: There are currently 162 land use plans.

Goal Description: Land use plans provide the basis for nearly all decisions affecting the public lands. Recent activities or events have focused renewed attention on land use plans and National Environmental Policy Act (NEPA) documents. These include the Southwest Wyoming oil and gas initiative, the need to renew thousands of livestock grazing permits within a 2-3 year time frame, and court and Interior Board of

Land Appeals (IBLA) decisions that have questioned the adequacy of BLM's land use plans and NEPA procedures.

The focus of this goal is to determine the adequacy of BLM's existing planning/NEPA base with respect to new information about demands on public land resources, such as new listings of threatened or endangered species, increased (and cumulative) demands on air and

water resources and wildlife habitat, increased (and changing) recreation demands, discoveries of new cultural or paleontological resources, changing approaches to fire management, aggressive invasions of noxious weeds, urbanization, and increased demands for open space.

Land use planning efforts will consider prevailing and potential risks to resources and will evaluate the opportunities for improving land conditions identified in sub-basin assessments to determine their suitability and appropriateness for management implementation. Land use planning efforts will seek to emphasize collaborative actions with others wherever possible. Updating NEPA and planning documents will reduce the risks of litigation and ensure that BLM a greater degree of success in meeting its program goals.

BLM State Offices have identified known priority areas needing immediate planning/NEPA attention. A comprehensive evaluation of all land use plans will be completed in subsequent years to identify any additional plan-

ning/NEPA needs. Once areas needing additional planning work have been identified, amendments/revisions will be initiated to address deficiencies.

The units identified in the performance measure for plans revised to meet strategic plan goals, address program needs, and incorporate new information/circumstances do not include plan amendments that are completed for specific actions (for example, land tenure adjustment amendments) if other parts of the plan being amended do not meet all of the above-mentioned requirements or are deficient. Numerous planning updates to correct deficiencies will be initiated in FY 2001 that will not be completed or reported until subsequent years.

FY 1999 ANNUAL PERFORMANCE REPORT

This is a new goal for FY 2000. Prior year data in goal tables is from BLM records.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations - Land Use Plans evaluated	Evaluation reports are prepared by teams, and provide a written record. Field Offices enter a number in the Management Information System (MIS).
Means of Validation	Washington Office and field planning staff will inspect field office evaluation reports.
Data Collection Methodology, Sources, and Limitations - Land Use Plans amended	Planning staff will review amendments and Records of Decision and enter the number of plans into the BLM's MIS.
Means of Validation	Planning staff will inspect field office records of decisions.
Data Collection Methodology, Sources, and Limitations - Habitat conservation strategies	Data will be documented in Land Use Plans and Records of Decision developed by Field Offices. Data will be reported by field offices in the MIS.
Means of Validation	Deputy State Directors for Resources will be responsible for validating the number of existing plans, and those containing all current and appropriate conservation strategies.

FY 1999 ANNUAL REPORT FOR DISCONTINUED GOALS:

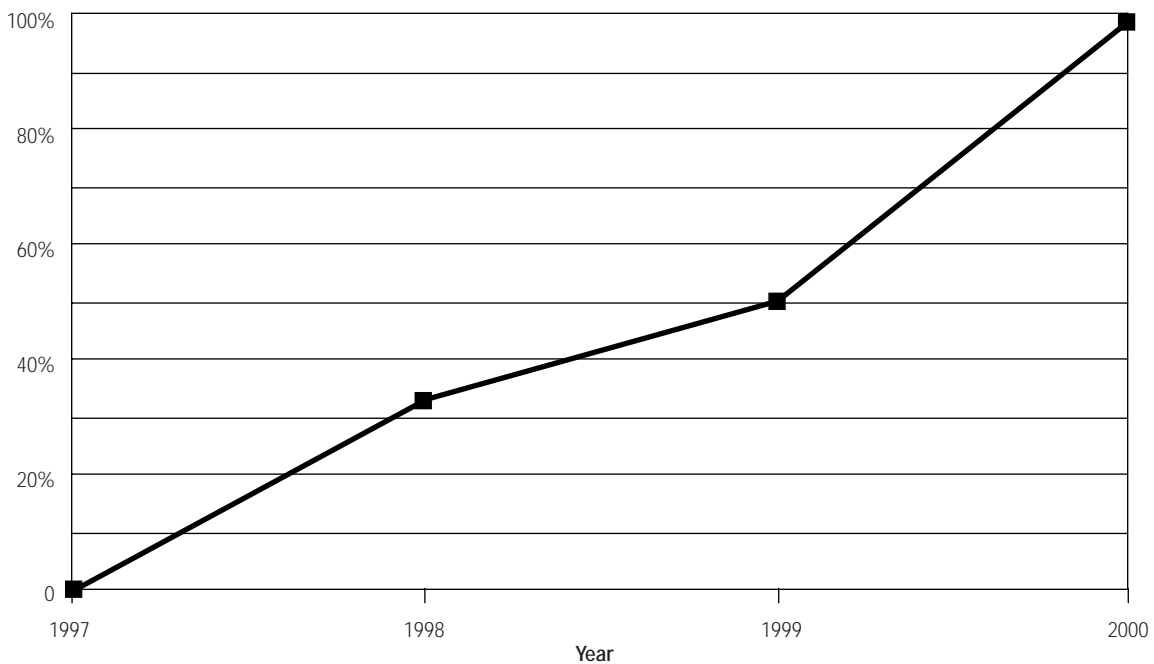
Goal: 53% of land use plans contain comprehensive land health standards.

Report: 50.6% of land use plans were completed, which represents 83 land use plans. The shortage in units completed in FY 1999 stems primarily from unanticipated delays in completing land use plan amendments. Most of these amendments are planned for completion in FY 2000.



King Range National Conservation Area - King's Peak overlooking the Pacific Ocean in California.

PERCENT OF LAND USE PLANS CONTAINING COMPREHENSIVE LAND HEALTH STANDARDS



2.8 GPRA Program Activity: Restore At-Risk Resources and Maintain Functioning Systems

Description: Restoring and maintaining the health of the land is the foundation of everything the BLM does. Livestock grazing, timber harvesting, hunting, fishing, and other resource uses can be sustained over time only if the land is healthy. Compared to other public land management agencies, the BLM is particularly well positioned to make significant national contributions to (1) clean water and healthy watersheds, (2) biological diversity, and (3) the protection of critical habitat for a variety of plant and animal species.

The BLM manages far more land in Clean Water Act Category 1 (impaired) watersheds than any other Interior agency. Public lands (where ownership is greater than or equal to 15 percent) play a critical role in more than one-third of all Category 1 watersheds in the West. The need to proactively address water quality and related resource issues has been rapidly increasing, but our budget has not kept pace, leaving the BLM woefully lacking capacity to adequately address these needs.

Many of the lands managed by the BLM were degraded by the end of the 19th century because of unsustainable livestock grazing, timber harvesting, and mining practices. While important strides were made in the 20th century in developing and applying more sustainable management practices, resource conditions are still unsatisfactory in some areas. In some instances, it will be impossible to restore lands to their previous resiliency and diversity. In other areas, decades may be required to demonstrate any real progress. The BLM must address watershed restoration needs while recovery is still possible and before at-risk and degraded watersheds deteriorate to a condition where they are unable to respond to management actions.

Under current scenarios, resource conditions will continue to deteriorate in many locations. Given the risk of catastrophic wildfires and expansion of weed infestations, there will continue to be losses of habitat and declines of dependent plant and animal populations.

The number of plants and animals added to the list of threatened and endangered species will most likely continue to increase, and recovery options for these species will either be lost or much more difficult and expensive to achieve. The consequences of not devoting more resources to emerging issues are exemplified in the Southwest, where scarce, core BLM technical expertise is diverted from managing resources on the ground to responding to litigation, complying with settlement agreements, and conducting monitoring and assessment work mandated in biological opinions.

Funding and staffing are currently available to restore only the highest priority lands with the greatest likelihood for recovery and increased benefits. Special attention is given to those lands and watersheds that are at risk of being degraded to a condition that prevents normal functionality. In addition, special attention is given to water where quality and/or beneficial uses are impaired.

The BLM will continue to develop and implement a systematic approach to restore degraded areas and reduce stresses on lands at risk. The geographic pattern of the public lands requires collaborative management strategies that depend upon the cooperation and commitment of other landowners or managers. Therefore, BLM must focus on a broader landscape scale to ensure that restoration actions are effective.

There are several possible approaches to the landscape scale that could be used. BLM has chosen to focus its strategy on watersheds and sub-basins. Sub-basins are drainage areas determined by topography. Drainage areas exist in a hierarchy and have been uniformly typed in tiers by the U.S. Geological Survey. Several agencies have found sub-basins to be a convenient units for the analysis and development of restoration strategies.

Predominant among these is the evaluation of sub-basins conducted by the Environmental Protection Agency (EPA) and posted on its website as an Index of Watershed Indicators. An even more refined scale is the watershed. The Unified Federal Policy developed pursuant to the Clean Water Action Plan focuses on water-

sheds and provides for the assessment, analysis, and development and implementation of restoration action plans for these units.

Sub-basins and watersheds are composed of (1) water areas (streams, rivers, lakes, and the like), (2) riparian/wetland areas that are subject to periodic inundation, and (3) the remaining areas of the drainage, known as uplands. It is important to realize that these are interrelated components that can affect each other. In most cases, an effective strategy must address the entire sub-basin or watershed. However, BLM recognizes that these three areas have fundamental features and requirements that often mandate distinct approaches. Accordingly, this performance plan sets forth a separate goal for each of these components.

BLM's restoration strategy depends upon prioritizing sub-basins. Priority sub-basins will be identified using resource assessments and giving consideration to (1) sub-basins identified under the Clean Water Act as Category I impaired, or other sub-basins with significant water quality restoration opportunities on the public lands; (2) sub-basins that need restoration to conserve

multiple species of plants and animals, with priority given to those supporting special status species; (3) sub-basins where resource conditions endanger public health or safety; (4) sub-basins that need restoration to achieve rangeland or forest health, especially those areas threatened by significant weed invasion; and (5) sub-basins containing wild horse and burro herd management areas that are not at appropriate management levels.

Beneficial results of remedial actions for natural resources often take years to be realized. Because of this, measuring change on the ground during the same year in which restoration actions are applied is usually not possible. Therefore, performance measures tend to focus on actions taken and whether planned measures have been implemented within a priority area.

2001 Annual Goals

02.02.01: In FY2001, implement water quality improvement prescriptions on BLM lands in 80 watersheds within priority sub-basins that do not meet State/Tribal water quality standards; remediate 64 abandoned mines; and at 9 orphan well sites, the wells are plugged or the sites are reclaimed.

02.02.02: In FY2001, achieve proper functioning condition (PFC) or an upward trend in riparian/wetland areas in 800 watersheds within priority sub-basins.

02.02.03: In FY2001, achieve an upward trend in the condition of BLM-administered uplands in 200 watersheds within priority sub-basins; treat 325,000 acres with wildland fire, prescribed fire, and mechanical fuels treatments to restore natural ecological processes; and treat 215,000 acres to prevent the spread of noxious weeds and undesirable plants.

Restore at-Risk Resources and Maintain Functioning Systems Budget Table

Code	Budget Activity/Subactivity (\$000)	FY 1999 Enacted *	FY 2000 Enacted *	FY 2001 Pres. Budget
		GPRA Activity 8	GPRA Activity 8	GPRA Activity 8
1000	Management of Land & Resources			
	Land Resources	40,209	44,979	51,327
1110	Wildlife and Fisheries	16,359	18,815	21,059
1600	Resource Protection and Maintenance	1,566	1,600	1,660
2640	Central Hazardous Materials Fund	2,500	2,489	2,500
6000	Oregon & California Grant Lands	14,351	14,803	16,008
6300	Resource Management	14,140	14,589	15,789
6400	Information & Resource Data System	211	215	219
8000	Range Improvements	4,000	4,000	4,000
	Miscellaneous Trust Funds			
	Programmatic Total	78,985	86,686	96,554

* Although this program activity did not exist in FY 1999 and 2000, the funding was projected backwards from related activities identified during those years.

GPRA PROGRAM ACTIVITY: RESTORE AT-RISK RESOURCES AND MAINTAIN FUNCTIONING SYSTEMS

Long-Term Goal 02.02.01: By 2005, implement water quality improvement prescriptions on BLM lands in 20% of watersheds within priority sub-basins that do not meet State/Tribal water quality standards.

Annual Performance Goal: In FY 2001, implement water quality improvement prescriptions on BLM lands in 80 watersheds within priority sub-basins that do not meet State/Tribal water quality standards; remediate 64 abandoned mines; and at 9 orphan well sites, the wells are plugged or the sites are reclaimed.

Performance Measure: Number of watersheds in priority sub-basins with water quality prescriptions implemented ¹⁰

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	--	--	80

Performance Measure: Number of abandoned mine land sites in remediation process (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	45	120	64	64

Performance Measure: Number of orphan wells plugged or sites reclaimed

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	--	12	9

Baseline/Base Statistics: none

Goal Description: The BLM is guided by the Uniform Federal Policy in working collaboratively with others (States, Tribes, local governments, and interested stakeholders) to implement the Clean Water Action Plan. This focuses on managing watersheds for the benefit of water bodies through a variety of actions. BLM is committed to remediating abandoned mines where they are major contributors to water quality problems. Best Management Practices and complementary management

measures will be applied as needed to meet State Water Quality Standards. The improved condition of water bodies is expected to result in improved habitat for fish and other aquatic organisms.

BLM implements its Abandoned Mine Land Program under the auspices of the Clean Water Action Plan, key action item #29, in cooperation with the States and U.S. Forest Service. Watersheds are prioritized by the States.

¹⁰ This is a new measure. Once priority sub-basins have been determined, and initial analysis of condition and trend have been evaluated, these percentages will be reevaluated.

Then BLM and the Forest Service work with the States to find partnership and fund leveraging opportunities to clean up abandoned mine land sites contributing pollution to a watershed segment. After initial pilot programs in 1997-1998, BLM began implementing a national program in FY 1999 with \$10 million in appropriations. Site reclamation typically takes five years from initial assessment through on-the-ground work and administrative closeout.

An orphan well is an unplugged oil and gas well that has no principally responsible party that BLM can order to permanently plug and abandon the well. The obligation then reverts to BLM, the appropriate state agency, or the surface owner. Improperly plugged wells can lead to severe environmental problems, such as undesirable fluids migrating up or down the well bore and con-

taminating drinking water. Additionally, a well leaking at the surface can pollute surface waters with salt or oil. Lack of adequate funding has created an extensive backlog of abandoned wells that require plugging.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: 45 abandoned mines which degrade water quality are improved or remediated.

Report: The goal was exceeded. In reviewing the data, Utah had counted a project which actually comprised 67 sites as only one site in BLM's Management Information System (MIS). BLM targeted 111 sites to be underway but actually completed a total of 120.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations - sub-basins	Data on percentage of watersheds with prescriptions implemented is reported by field offices in the Bureau's MIS. Headquarters staff compute the percentage for performance reports.
Means of Validation	State and Federal partners will work cooperatively to maintain the database. BLM's self-validation procedures and program evaluations may assess this or other goals in a random sequence.
Data Collection Methodology, Sources, and Limitations- abandoned mines	Data is captured in the Abandoned Mine Land Inventory System (AMLIS) and compiled by Washington Office Headquarters staff.
Means of Validation	National Program Evaluations and Validations.
Data Collection Methodology, Sources, and Limitations- orphan wells	Field Offices enter orphans wells data into the AFMSS system. National Program Leads will report quarterly to the Department through the MIS.
Means of Validation	National Program Evaluations and Validations.

GPRA PROGRAM ACTIVITY: RESTORE AT-RISK RESOURCES AND MAINTAIN FUNCTIONING SYSTEMS

Long-Term Goal 02.02.02: By 2005, achieve proper functioning condition (PFC) or an upward trend on BLM-administered riparian/wetland areas in 80 percent of the watersheds within priority sub-basins.

Annual Performance Goal: In FY 2001, achieve proper functioning condition (PFC) or an upward trend in riparian/wetland areas in 800 watersheds within priority sub-basins.

Performance Measure: Cumulative number of watersheds within priority sub-basins achieving an upward trend in riparian/wetland condition ¹¹

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	--	--	800

Baseline/Base Statistics: none

Goal Description: The BLM participates with the U.S. Forest Service to support an on-going team of experts who work with local officials to plan and implement strategies and actions aimed at restoring riparian areas and wetlands to properly functioning condition. Riparian/wetland areas usually contain high values for supporting ecological functions and processes, as well as providing habitat for many sensitive or special-status plants and animals.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: Improvements are completed for 2,000 miles of riparian areas in the Northwest Forest Plan, Interior Columbia Basin, and other priority areas.

Report: A total of 1,514 miles of riparian improvements were completed. About half the states exceeded their goals, while half came up short. The main factor that influenced production was a heavy grazing permit renewal workload.

Goal: Plant and animal habitat improvement prescriptions are applied on 800 miles of public lands.

Report: Exceeded. A total of 1,138 miles of habitat improvements were completed. Overall performance exceeded the target performance goals for implementing habitat improvement prescriptions to improve the condition of riparian and aquatic (stream) habitats on public lands. The performance target of 800 miles of improvement prescriptions applied to riparian and aquatic habitat was exceeded by 338 miles, or 42%, for a total of 1,138 miles. The four highest performing states that combined accounted for 77% of the accomplishments were California (259 miles), Idaho (216 miles), Arizona (211 miles), and Oregon (187 miles). Target performance was exceeded because coordinated management approaches to resolve aquatic and riparian issues were used at the field office level. For example, multiple funding subactivities were often used to fund necessary projects and were not limited to those funded from the Fisheries and Endangered Species accounts.

¹¹ This is a new measure. Once priority sub-basins have been determined, and initial analysis of condition and trend have been evaluated, these percentages will be reevaluated.



East Douglas Creek, Colorado - 1991.



East Douglas Creek, Colorado - 1996, Conditions on the allotment improved dramatically as a result of aggressive management.

DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations

Proper Functioning Condition (PFC) is a well-defined evaluation used by BLM and the USFS. The source of information is field offices. PFC is an evaluation of hydrologic function that does not necessarily correlate with stream or riparian habitat condition.

Means of Validation

Validation procedures are built into the training and inventory process. Validation is completed by program personnel; this measure may be randomly selected for evaluation.

GPRA PROGRAM ACTIVITY: RESTORE AT-RISK RESOURCES AND MAINTAIN FUNCTIONING SYSTEMS

Long-Term Goal 02.02.03: By 2005, achieve an upward trend in the condition of BLM-administered uplands in 50% of watersheds within priority sub-basins.

Annual Performance Goal: In FY 2001, achieve an upward trend in the condition of BLM-administered uplands in 200 watersheds within priority sub-basins; treat 325,000 acres with wildland fire, prescribed fire, and mechanical fuels treatments to restore natural ecological processes; and treat 215,000 acres to prevent the spread of noxious weeds and undesirable plants.

Performance Measure: Cumulative number of watersheds within priority sub-basins achieving an upward trend in upland condition ¹²

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
--	--	--	--	--	200

Performance Measure: Number of acres of wildland fire, prescribed fire, and mechanical fuels treatments to restore natural ecological processes (thousands) (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
63	201	250	254	300	325

Performance Measure: Acres treated to prevent the spread of noxious weeds and undesirable plants (thousands) (national)

FY 97 Actual	FY 98 Actual	FY 99 Planned	FY 99 Actual	FY 00 Enacted	FY 01 Proposed
40	102	116	120	199	215

Baseline/Base Statistics: The total number of watersheds within priority sub-basins will be determined by February 2001.

Goal Description: Based upon the Wildland Fire Management Program and Policy Review, it has been determined that the health of uplands can be improved by reducing the spread of weeds and reintroducing fire into specific landscapes, specifically those in heavier fuel models.

With congressional approval of the Wildland Fire Operations appropriation to be used for implementing

fuels projects, the number of acres treated by prescribed fire and other fuel modification projects has dramatically increased. This level of increase is expected to accelerate through FY 2005 and then level off at an average of 500,000 acres per year.

Ongoing inventory efforts identify an average increase of 2,300 acres per day infested by noxious invasive

¹² This is a new measure. Number of priority sub-basins must be determined, and initial analysis of condition and trend evaluated. These percentages will be reevaluated against the baseline number.

weeds on BLM lands, causing permanent land degradation to hundreds of public land watersheds. This results in a steady degradation of native plant communities, rare plant and wildlife habitat, riparian areas, soil stability, water quality and quantity, fish habitat, wilderness values, recreation opportunities, livestock forage, forests, and ranches. Invasive plants also contribute to desertification. In some cases, fire may be an appropriate control. A recent internal analysis indicated that \$25 million for invasive plant prevention, control, and restoration will be needed annually to bring the spread of invasive plants down to a reasonable level. Until that level of investment is approached, many more BLM watersheds will become permanently degraded at an accelerating rate.

This goal entails limiting the geographic expansion of invasive plants by locating new infestations and eradicating them through mechanical, cultural, and chemical treatments. These efforts are commonly called detection and quick control surveys because, when many of the new infestations are found, the survey crew immediately applies the appropriate treatment to control the plants. Unchecked new infestations spread and dominate vege-

tative communities, multiplying treatment and rehabilitation costs. There may be situations where new sites are located but cannot be treated that year because of lack of funding or workforce. This goal also includes mapping sites for possible follow-up treatment.

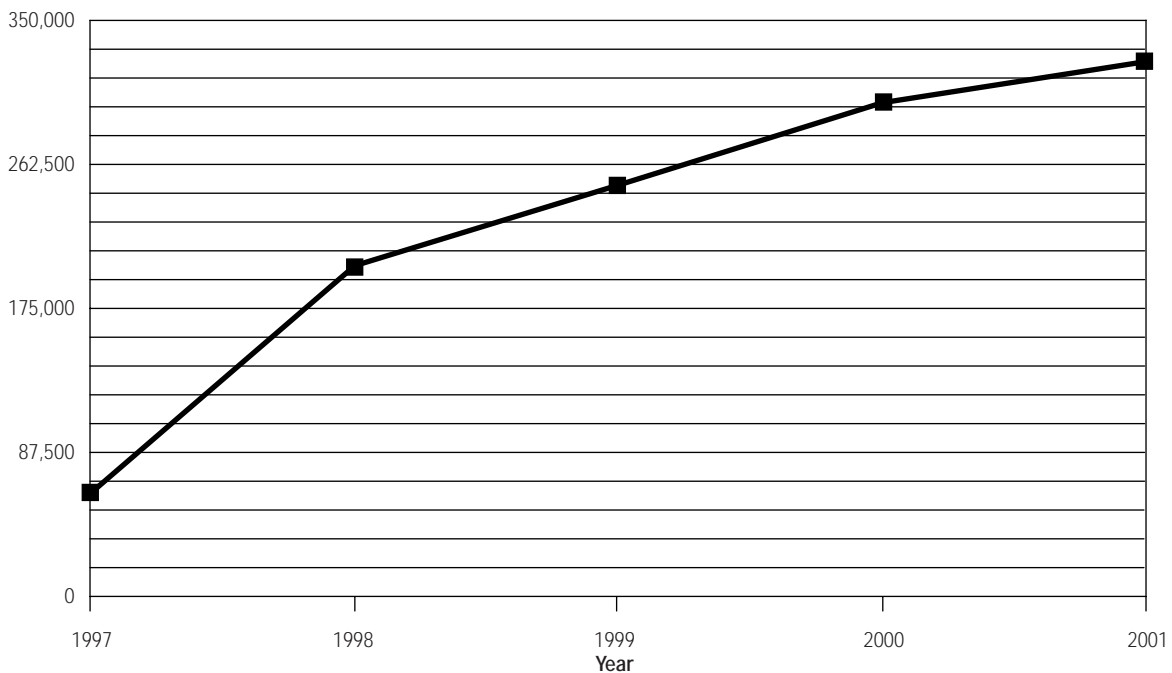
In addition to the above, land health standards and guidelines implementation; forest restoration and management treatments; wild horse removals; and fish, wildlife and special status species habitat improvements will also be used to accomplish the upland restoration goal.

FY 1999 ANNUAL PERFORMANCE REPORT

Goal: Improvements are completed in 39,974 acres of watersheds in the Northwest Forest Plan, Interior Columbia Basin, and other priority areas.

Report: Exceeded. The BLM improved the watershed health and condition of a total of 1,039,051 acres, considerably beyond the goal above. Early in the 1999 workplan process, funding limitations constrained Bureau expectations for this performance measure.

ACRES OF WILDLAND FIRE, PRESCRIBED FIRE, AND MECHANICAL TREATMENT TO RESTORE NATURAL ECOLOGICAL PROCESSES



However, the Clean Water Action Plan 1999 appropriations and state-level developments in Total Maximum Daily Load (TMDL) litigation, particularly in Idaho, combined to create a much greater extent of watershed improvement than the Annual Performance Plan goal.

Goal: Plant and animal habitat improvement prescriptions are applied on 1,213,500 acres of public lands.

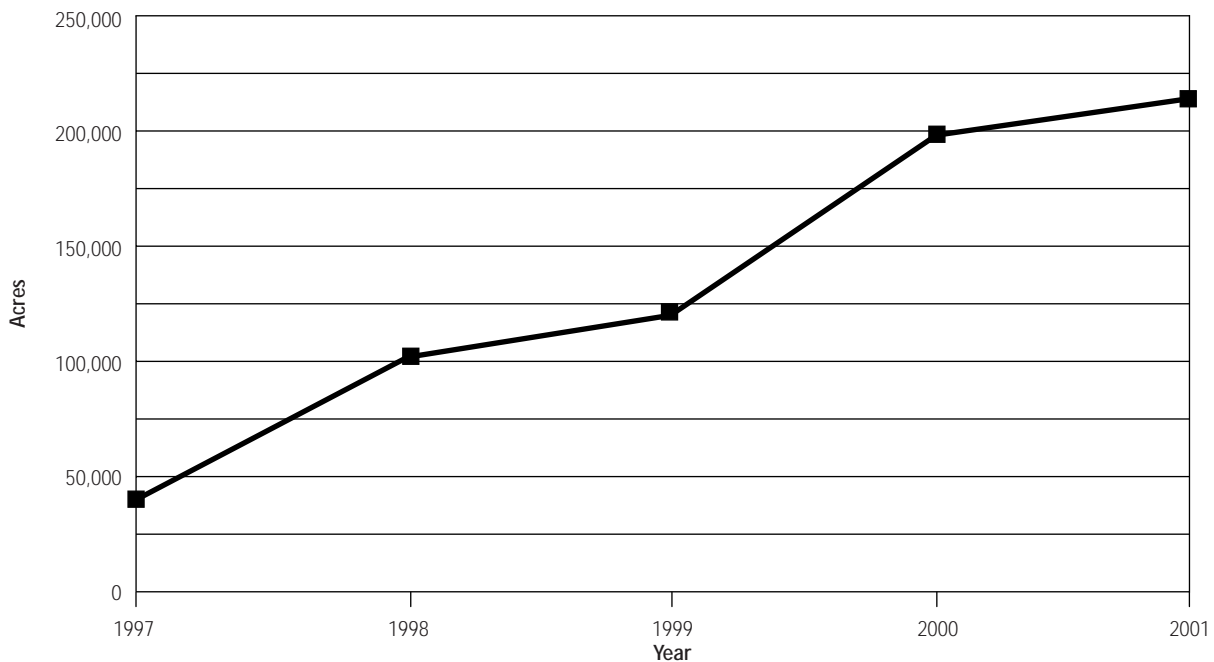
Report: Exceeded. A total of 6,396,789 acres were improved. Overall performance exceeded the target performance goals for implementing habitat improvement prescriptions to improve the condition of terrestrial and lake/pond habitats on public lands. The performance target of applying habitat improvement prescriptions to 1,213,500 acres was exceeded by 5,183,289 acres, or 427%, for a total of 6,396,789 acres. The large increase in performance was due to large acreage prescriptions to improve habitat condition that were applied to the land in support of coordinated, multi-resource management plans. Examples of these include

removal of excess numbers of wild horses and burros, modification of livestock grazing practices within allotments, and other resource prescriptions such as enclosures, water developments, and prescribed fire. Accomplishments were also associated with implementation of actions to support the standards and guidelines for rangeland health.

Goal: 250,000 acres of vegetation communities are improved (through fuels treatments).

Report: Exceeded. A total of 253,771 acres of fuels were treated, meeting this goal. State goals were substantially exceeded in Alaska and Idaho. Several states were hampered by unusually wet spring and late summer weather conditions. The Lowden Fire curtailed operations in California and prompted Field Office, State, and National program reviews. In addition to the performance goal, a considerable amount of planning and inventory relating to out-year projects was accomplished.

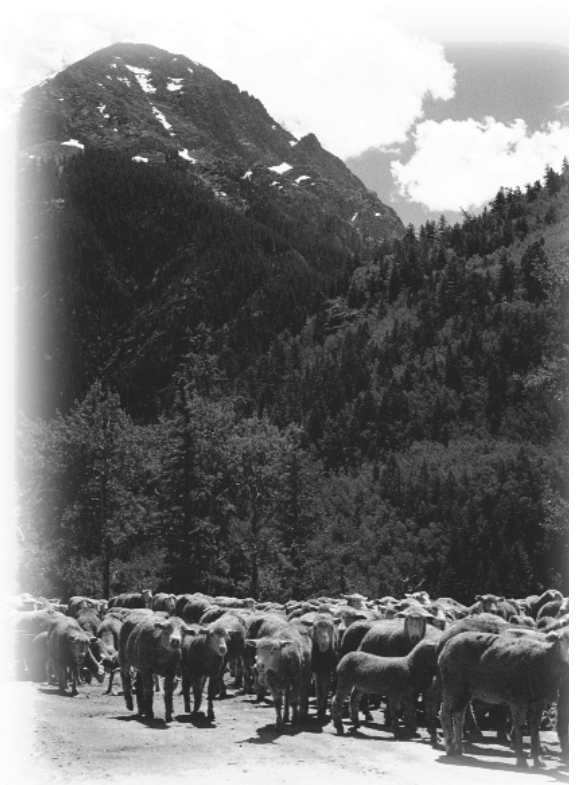
ACRES TREATED TO PREVENT THE SPREAD OF NOXIOUS WEEDS AND UNDESIRABLE PLANTS



Goal: A total of 116,494 acres are treated to prevent the spread of noxious weeds and undesirable plants.

Report: 120,496 acres of weeds were treated, exceeding this goal. The increase of 4,002 acres was due to favorable field conditions, which allowed treatment protocols to be more effective.

Sheep drive on Shelf Road, Montrose District, Colorado. Sheep are being used to eat noxious weeds on test plots in western Colorado.



DATA VERIFICATION AND VALIDATION

Data Collection Methodology, Sources, and Limitations - upward trend in upland condition	National teams will be deployed to predetermined locations at least twice each year to assess conditions. Washington Office Program personnel will determine percentage and enter it into BLM's MIS.
Means of Validation	Through periodic evaluation of program activities by Washington Office and field personnel, these procedures will be assessed.
Data Collection Methodology, Sources, and Limitations- prescribed fire	Data will be provided by the National Interagency Fire Center.
Means of Validation	Technical program reviews are conducted by Fire Center staff and Washington Office evaluation teams.
Data Collection Methodology, Sources, and Limitations- invasive plants	Pesticide Use Plans (PUPs) and Project Plans record the treatment sites, acres, and treatment method.
Means of Validation	BLM range staff will conduct sampling of PUPs and Project Plans.

2.9 Management Strategies for Improving Organizational Effectiveness

Accomplishing BLM's mission requires strong internal business and support service functions. Business services are complex and require significant resources. Management is making investments now so that the agency will work better in the future. Continuous improvement in managerial skills, workforce development, management tools, and products and services is the key to effectiveness and efficiency.

To be successful, the agency must have strong leadership-- leadership with the vision and management skills needed to carry out its various programs. The BLM must encourage teamwork, promote learning, and foster mutual respect among its employees and the public. It must also ensure that employees have the tools and skills needed to effectively complete required tasks. The Bureau's workforce is composed of almost 9,000 permanent, temporary, seasonal, and other employees in some 185 offices distributed across the country. BLM's workforce is often cited as a model for working effectively with communities, customers, and constituent groups.

The BLM manages far more public land acreage than any other Federal agency, and BLM's multiple-use mission is extremely complex and multifaceted. Yet the BLM has long had a reputation for making its funding go farther by working smarter and more efficiently. The agency is also known for its effective use of technology, data, process design, and good science to get the job done. Moreover, customers, stakeholders, and constituents are supportive of the workforce and are generally satisfied with the effort the BLM makes to manage the complex issues surrounding public lands.

The BLM employs a balanced scorecard approach to strategic planning and performance measurement. This approach is based on the interaction between financial management, customer service, employee learning and growth, and the mission goals in BLM's Strategic Plan. The BLM has also established customer-service-oriented goals in its Annual Performance Plans. These goals tie customer service to the Strategic Plan and measure

progress toward the goals. Measuring customer feedback provides BLM with specific information on what needs improvement and also serves to measure customer outcomes.

BLM's leadership and workforce employ strategies to improve internal functions and operations that are critical to mission accomplishment. Recognizing the importance of communicating these strategies to the workforce and the interest that stakeholders have in the workings of the agency, the BLM has included organizational effectiveness in this Annual Performance Plan. Strategies focus on the "means" rather than an outcome, as they are only indirectly related to mission. They address how BLM effectively accomplishes its mission. The Bureau's objectives are to:

- Improve leadership by responding to the concerns raised in BLM employee surveys;
- Provide excellence in customer service;
- Increase partnerships, Challenge Cost-Share projects, and other collaborative arrangements;
- Improve the budget process to enhance BLM's responsiveness to changes in land and resource management, user demographics, and cost management;
- Develop management systems that strengthen accessibility, usability, and data for decision making;
- Recover appropriate costs of providing services; and
- Improve the diversity and skills of BLM's workforce.

STRATEGIES TO IMPROVE ORGANIZATIONAL EFFECTIVENESS

To enhance the effectiveness of the organization and improve business practices, the BLM relies on the following strategies:

- Provide cost-effective and quality customer service. The BLM systematically collects and assesses customer and stakeholder data on broad agency priori-

ties, user satisfaction with specific services, and employee feedback. By using customer feedback instruments such as comment cards, focus groups, and surveys, BLM employees receive input on performance issues that require attention at all levels of the organization. This iterative learning process helps the BLM eliminate barriers to providing "best in business" customer service and achieve a high level of internal satisfaction.

- Leverage appropriated funding with third-party in-kind contributions of materials, goods, labor, and services to help manage the public lands. The BLM partners with businesses, State and local governments, schools, and others to complete special projects. These arrangements are known as Challenge Cost-Share projects.
- Use an integrated information technology architecture (BLM Architecture) for Information Resources Management to meet BLM mission needs. The BLM Architecture provides a strategic information asset base that defines the information requirements needed to conduct BLM business processes. It identifies the information technologies needed to support business operations, as well as transitional processes needed to implement new technologies in response to changing business needs.
- Provide managers and staff with mission-critical business information, including financial, performance, customer satisfaction, workforce, and employee survey data. BLM's Management Information System (MIS) distributes information from a variety of sources over the Internet, including performance indicators, financial statements, and program-related data such as recreation or facility records. Data can be retrieved and compared by local offices, which enhances managers' ability to use this important information for decision making.
- Recover appropriate costs of providing services. Managing public lands for commercial and other uses such as recreation has an associated cost to the government. The BLM measures the full costs associated with processing rights-of-way, wild horse and burro

adoptions, mineral interest conveyances, recordable disclaimers of interests, leases, restoration of damaged lands, slash disposal, copy fees, road maintenance, mining claim recordation, mining law administration, special recreation fees, recreation fee collections, recreation fee demonstration areas, communication sites, and miscellaneous fees. The BLM recovers appropriate costs from service beneficiaries who otherwise would be subsidized by all taxpayers.

- Integrate workforce planning and human resources management into strategic planning and business practices. As part of workforce planning, supervisors, managers, team leaders, and employees will identify critical occupational skills for BLM's workforce, which encompasses 140 different job series. Core competencies will be defined to provide BLM's foundation for human resource management based on key measurable knowledge, skills, and abilities. Competency criteria assist in workforce development, recruitment, selection and retention.
- Increase the representation of minorities and women within planned and designated occupational series. BLM maintains a strong program of outreach, coordination, and cooperative initiatives with institutions of higher education under the umbrellas of Historically Black Colleges and Universities (HBCUs), the Hispanic Association of Colleges and Universities (HACU), and Tribal Colleges and Universities (TCUs). The BLM seeks to train prospective employees and complement workforce planning by using the cooperative work/study authority under the Student Career Experience Program.
- Conduct workforce planning and employment program assessments on an annual basis, considering factors such as the representation of minorities, women, and persons with disabilities by geographic area of assignment, by program assignment, and by grade level, making adjustments as necessary. The BLM seeks to hire the most qualified applicants from lists of diversified candidates. In accordance with standards established for management, BLM plans to include workforce diversification accomplishments in the performance goals and evaluations of managers and supervisors.

RELATED BUDGET ACCOUNTS, BUDGET ACTIVITIES, SUBACTIVITIES

Strategies in this section are generally means-related, focusing on how we can collaborate with others, improve business practices, and manage internal human resources. Funds for accomplishing the goals in this section are derived from benefitting mission program activities and other funding sources.

FY 1999 ANNUAL REPORT FOR DISCONTINUED GOALS:

Goal: Establish national protocols for identifying scientific information needs with three national research organizations.

Report: Met. Three protocols were developed. The U. S. Geological Survey, the science agency for the Department of the Interior, continues to be BLM's principal science partner. However, agreements with the Forest Service have allowed for successful cooperative efforts in research to acquire new scientific information needed for the President's Forest Plan and forest management in the Pacific Northwest. In addition, cooperative research efforts with the Natural Resources Conservation Service have helped the BLM begin to answer important questions and improve management of the public land's arid rangeland ecosystems, especially in the Great Basin and western plains.

Goal: Sixteen regional information sharing partnerships are established to increase condition and trend data and innovative resource management practices

Report: Exceeded. A total of 30 partnerships were established, exceeding this goal by almost 100%. BLM is well-known for its collaborative efforts with the public, interest groups, schools, and other agencies.

Goal: Two field classrooms will be available to teachers and students on the BLM public lands under the Hands-on-the-Land network of field classrooms.

Report: Met. Two classrooms were available, meeting this goal. The BLM and other members of Partners in

Resource Education (the National Park Service, the Forest Service, the U.S. Fish and Wildlife Service and the Natural Resources Conservation Service) received \$200,000 in funding from the Environmental Protection Agency to establish a national network of field classrooms on public lands. Eleven agency sites participated in a pilot initiative, including BLM's Campbell Creek Science Center (AK) and Red Rock Canyon National Conservation Area (NV). All sites offered hands-on learning opportunities for students and teachers. In addition, the pilot sites developed a joint web site for schools, shared environmental monitoring data, and sponsored an electronic field trip for students and teachers on the topic of watersheds. In April 2000, the pilot sites will meet to develop a long range strategy for the program.

Goal: 66% of public lands are covered by multi-jurisdictional planning efforts, and 60% of state and local government stakeholders and partners are satisfied with BLM's ability to communicate and collaborate with the public.

Report: Not met. A total of 15,975,151 acres were covered by multi-jurisdictional plans. This equates to 6%. The goal was set unrealistically high. Fewer acres were completed than planned because one statewide multi-jurisdictional planning effort involving over 8 million acres will not be completed until FY 2000.

Goal: \$8,977,000 is leveraged as a result of the BLM Challenge Cost Share Program.

Report: Exceeded. A total of \$10,664,630 was leveraged, exceeding this goal. An increase in partnerships provided an increase in dollars.

Goal: 60% of users are satisfied with the BLM's Management Information System.

Report: Not measured. Data is collected every 2 years. Customer survey data was not collected in FY 99.

Goal: The dollar amount of operating costs recovered is increased to \$55,000,000.

Report: \$65,000,000 were recovered. This goal was exceeded by \$15,000,000 due principally to increased collections from recreation site use, receipt of funds for the restoration of damaged lands, and resource damage assessments (funds collected for restoration of damaged lands related to CERCLA, et al.).

Goal: 97% of payments subject to the Prompt Payment Act do not require interest.

Report: A total of 97.7% of payments did not require interest. BLM continued to exceed its targets in FY 99.

Goal: 70% of customers are satisfied with the BLM Annual Report.

Report: While the target for improvement was only 70%, actual results were that 84% of the readers were satisfied with the Annual Report. This compares to 64% in 1997 and 57% in 1998. Comment cards have been useful in redesigning the report to meet customer needs.

Goal: 63 offices and interagency centers providing services to the public are co-located. 65% of customers are satisfied with BLM's working with other federal and state agencies and organizations.

Report: A total of 343 units were co-located. Unexpected increases in Service First collaborative activities were realized as the Service First concept was

expanded to all units in the BLM and the Forest Service. The target for 1999 was initially set to achieve a 20% increase from 1998. The collaborative activities were expanded to include activities beyond just collocation to include one-stop shopping and sharing human and fiscal resources between the BLM and the Forest Service. The activities were derived from the State/Region Service First Action Plans completed in January 1999. BLM's customer survey in FY 99 did not address BLM's working with other agencies; the data will be collected every two years. A new data collection on this is scheduled for FY 2000.

Goal: 57% of employees say customer service is an important priority.

Report: This survey is conducted every two years. New data collection is scheduled for FY 2000.

Goal: Critical skills are identified for 20% of BLM's job series. BLM has about 140 job series.

Report: Overall, 62% of BLM's job series were completed. This equates to a total of 87 out of the total 140 job series.

Goal: Annual workforce composition statistics- (national)

Report: Overall, BLM's workforce included 669 minority women, 647 minority men, 2,523 white women, 5,104 white men, and 496 persons with disabilities.

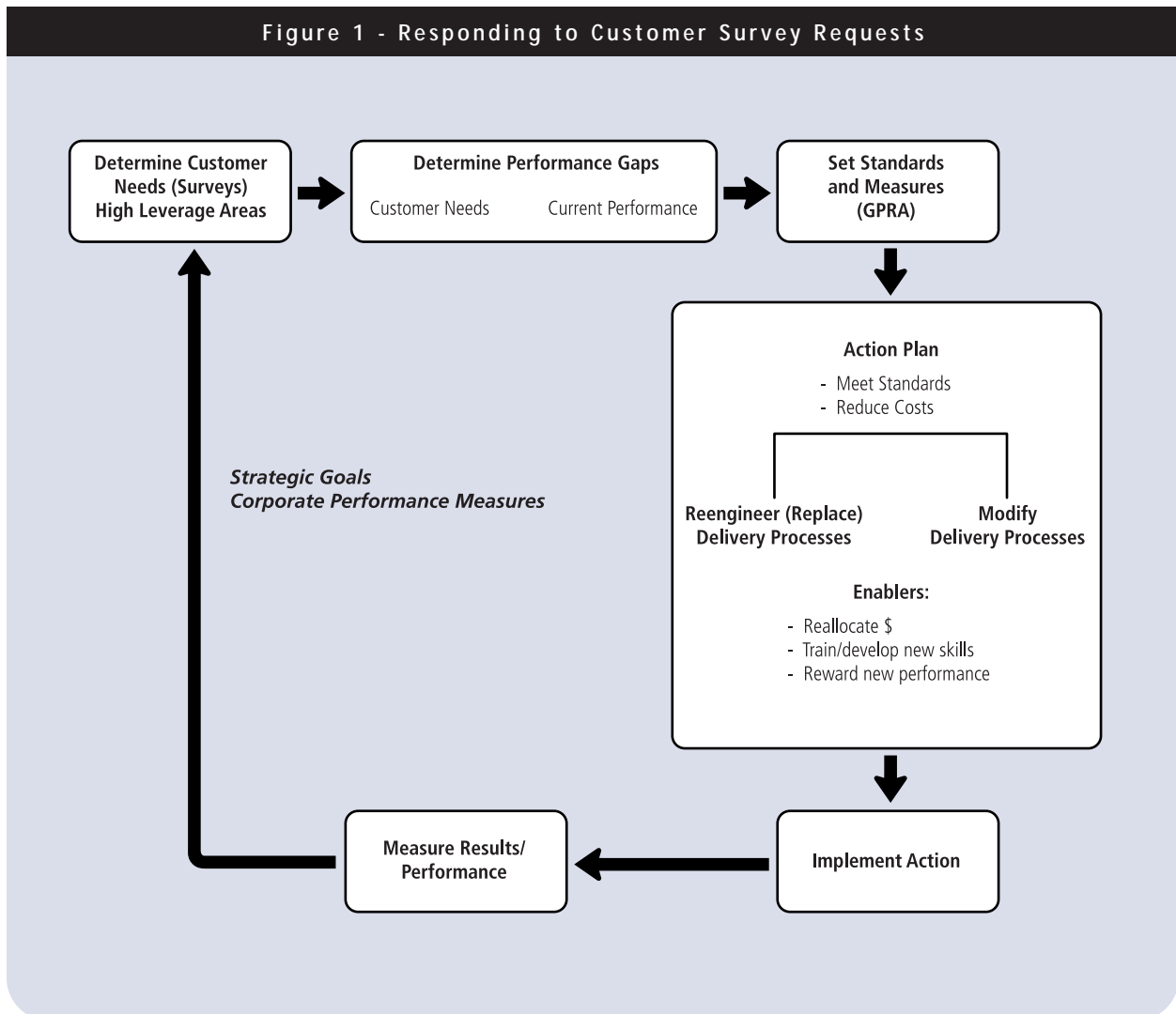
Section III - Additional GPRA Information

3.1 Customer Service

The BLM is committed to providing cost-efficient, quality customer service; determining existing levels of customer satisfaction; and seeking ways to improve the products and services provided. Using customer feedback instruments such as comment cards, focus groups, and surveys, BLM employees receive input on those areas requiring attention at all levels of the organization.

CUSTOMER RESEARCH MODEL

Customer survey data is used to shape strategic planning and process improvements as shown in the figure below. Priorities are established using feedback from customers and stakeholders. Based on this input, an action plan is then developed to revamp service standards as needed.



The BLM will collect and assess customer/stakeholder data and information in four areas:

1. Strategic: Broad agency priorities, input on development of mission and goals, and feedback on which measures mean the most to the public.
2. Process: Satisfaction with specific processes to assess effectiveness (e.g., front desk transactions, processing of claims and permits, etc.), including what works and what does not.
3. Local: Periodic systematic data gathering from customers and stakeholders to gain immediate and specific feedback (e.g., new form design, questionnaire testing, etc.).
4. Employee: Assessment of barriers to providing "best in business" customer service and a high level of internal satisfaction.

Various data collection tools are used for each methodology, as shown in figure 2.

FY 2000 CUSTOMER SATISFACTION GOALS IN BLM'S BALANCED SCORECARD APPROACH

BLM's balanced scorecard approach is based on the interaction between financial management, customer service, employee learning and growth, and the mission goals in BLM's Strategic Plan. The BLM has established

three customer service-oriented goals in its Annual Performance Plan. These tie customer service to the Strategic Plan and measure progress toward the goals. Measuring customer feedback provides BLM with direction for improvement and also serves to measure customer outcomes.

LIST OF CUSTOMER SATISFACTION-RELATED PERFORMANCE GOALS

- 01.01.02: In FY 2001, 94% of recreation users are satisfied with the quality, diversity, and availability of recreation opportunities on the public lands and 85% of recreation users are satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas.
- 01.02.05 In FY 2001, maintain the Authorization Processing Quality Service Index (AP_QI) for selected commercial applications and permits no more than two (2) percentage points lower than 1995 (customer) and one (1) percentage point lower than 1997 (stakeholder) baselines.
- 01.03.05 In FY 2001, 82 percent of recreational and educational users are satisfied with BLM's protection of significant historical, cultural, and other heritage resources.

Figure 2 - Customer Research Matrix

Primary Research Methodology	Customer Surveys	Comment Cards	National Surveys	State Surveys	Field Office Surveys
Strategic Planning	X		X	X	
Process Control	X	X	X	X	
Local	X	X			X
Employee	X		X	X	X

3.2 Crosscutting Issues

The Bureau of Land Management is working with other Department of the Interior bureaus on specific crosscutting goals. The Department has specified these goals and the role of each bureau in the Departmental Strategic Plan Overview.

- The BLM is an active participant and leader in the Natural Resources Performance Management Forum, a voluntary group of planners representing some 20 agencies, bureaus, oversight agencies, and others. This group, which coordinates strategic planning and GPRA activities, is currently involved in defining its roles and the contribution each agency is making toward common natural resource outcomes. This information will be built into annual performance plans and performance reports.
- The BLM works with other Federal natural resource agencies to share and manage data.
- Service First initiatives have been successfully deployed at the field level to provide one-stop shopping to customers by co-locating several State and Federal natural resource agencies in the same offices.
- The BLM works with other Interior bureaus to maximize procurement efficiency for a number of large purchases and to share technological advances in automated support systems.
- The grazing permit renewal review process will have profound impacts on the resources of the U.S. Fish and Wildlife Service and the National Marine Fisheries Service.

3.3 Management Issues

The BLM has many avenues to address management issues, and performance plans are only one of those avenues. Some issues are internal in nature and will not be addressed in either BLM's Strategic Plan or Annual Performance Plan, which focus on achieving long-term strategic change. The BLM completed an assessment of its managerial, administrative, and finan-

cial controls in November 1999 in accordance with the standards and guidelines established by the Federal Managers' Financial Integrity Act (FMFIA) and the Office of Management and Budget. The objectives of this assessment were to ensure that:

- programs achieved intended results;
- resources were used consistent with the agency's mission;
- resources were protected from waste, fraud, and mismanagement;
- laws and regulations were followed; and
- reliable and timely information was maintained, reported, and used for decisionmaking.

In performing its assessment, the BLM relied on the experience that management has gained from overseeing the daily operation of Bureau programs and systems for managerial, administrative, and financial control. BLM's assessment is also based on information obtained from management control reviews, Office of Inspector General and General Accounting Office audits, program evaluations and studies, financial statement audits, performance plans and reports, and other information.

The scope of the assessment was broad enough to support the conclusions expressed in BLM's Fiscal Year 1999 Annual Assurance Statement on Management Controls. Based on the assessment, the BLM Director concluded that the Bureau's managerial, administrative, and financial controls provide reasonable assurance that the objectives of the FMFIA have been achieved. In addition, BLM's financial system generally conforms to government-wide principles, standards, and related requirements.

During the fiscal year 1999 review of management controls, the BLM identified one new material weakness: inadequate supervisory accountability, training, and staffing for the agency's safety management program. The Bureau will be addressing this new finding over the next two years. Proposed corrective actions include involving top management in state and field office safety committees, designating safety managers and officers, providing all required safety training for safety personnel, and allocating the funding needed to effectively manage BLM's safety management program.

The Office of Inspector General (OIG) and the General Accounting Office (GAO) identified the following management issues involving the BLM over the last several years:

Range Monitoring: The Bureau has already conducted evaluations in Montana, Nevada, New Mexico, and Utah to assess BLM's progress towards meeting a Congressional mandate for the grazing permit renewal process. In addition, the Bureau has added two additional range management specialists to focus on developing policy for rangeland monitoring and evaluations. Goal 01.02.02 addresses grazing authorizations and healthy rangelands.

Wild Horse and Burro Herd Management: The Bureau has conducted four internal program reviews since 1997 and chartered a Wild Horse and Burro Advisory Board to provide state-of-the-art science and public input. A recently completed strategic planning process, using data provided by BLM's new cost management system, has identified a cost-effective strategy that involves gathering and removing animals in all age classes and then spending the money needed to care for older, unadoptable animals in sanctuaries. While this approach is costly in the short-term, savings will be realized in the long term and land health will improve more rapidly. Goal 01.03.02 addresses wild horses and burros.

Land Exchanges: In 1996, the OIG issued an audit report critical of BLM's land exchange activities in Nevada. The BLM generally agreed with the Inspector General's recommendations and has taken action to address them. Specifically, the BLM has (1) improved management oversight of the program, (2) clarified land exchange policies and procedures, and (3) improved the guidance and training available on land appraisals.

The Bureau established a National Land Exchange Evaluation and Assistance Team in November 1998; this team has conducted a technical review of all land exchange feasibility reports and decision documents. A National Land Exchange Program Review was completed in California, Colorado, Montana, Oregon/Washington, and Utah. This review included an independent appraiser who evaluated the management of the appraisal pro-

gram. A joint BLM/Forest Service appraisal training course has been developed and will be offered in December 1999 and during the spring of 2000. Other collaborative efforts related to training and to policy and guidance development continue with the Forest Service. Goal 01.06.03 addresses land disposals and conveyances.

Financial Accounting: The Bureau's accounting system, the Federal Financial System (FFS), tracks spending and budget allocations; supports buying goods and paying vendors, including tracking prompt payment requirements; accounts for collections and receivables; and records BLM General Ledger entries.

Payments to commercial vendors are generally subject to the Prompt Payment Act, as implemented under OMB Circular-125. The FFS automatically determines if a remittance is subject to prompt payment, based on the type of vendor and the type of account transaction. If prompt payment is required, FFS ensures compliance in terms of scheduling the payment, automatically evaluating discount terms, paying any interest due if the payment is late, and taking into account any payment terms unique to the order or vendor. Prompt payments were a performance goal in 1999, but after successfully achieving improvements, the BLM is now tracking them internally.

With the level of integration and cross-checking in place among BLM's acquisition, accounting, and property management/accounting systems, the Bureau has fulfilled the requirement to establish sound management controls and ensure legal compliance.

Transportation and Facility Maintenance: In 1997, the OIG audited the BLM facilities maintenance program, concluding that the BLM had not implemented adequate controls to ensure that its backlog data was reliable, had not prioritized maintenance projects in its automated management system or established priorities on a national basis, and had not established formal procedures for tracking its program accomplishments or recording project costs. Internal BLM survey results validated the OIG's conclusions.

The DOI has a Departmentwide goal on facilities maintenance. Goal 01.04.01 focuses on identifying and correcting health, safety, and environmental hazards on BLM lands and improving facilities by performing preventative and corrective maintenance and conducting facility audits. Goal 01.04.02 addresses improving the condition of BLM's roads. Goal 01.04.03 deals with hazards at abandoned mines on the public lands, while 01.04.05 addresses upgrading fire facilities.

Waste Management: The Department's land management agencies face a major challenge in cleaning up sites contaminated by hazardous materials, abandoned mine sites, oil and gas wells, leaking underground storage tanks and pipelines, and illegal dumping. Beginning with its financial statements for FY 1997, the Department implemented Federal Accounting Standards Advisory Board Statement No. 5, "Accounting for Liabilities of the Federal Government," which requires the identification of environmental cleanup costs.

The Department's total contingent liability for environmental cleanup of sites, including those where liability is considered reasonably possible and where cases are in litigation, may be \$315 million or greater. These estimated liabilities do not include sites where the Department has no legal responsibility but may voluntarily remediate. Such sites include hazardous conditions on public lands resulting from (1) legal mining activities by others over the past two centuries and prior to current environmental cleanup and restoration laws; (2) legal mining activities subject to current standards, but where the responsible party cannot be found; (3) illegal activities, including narcotics laboratories and hazardous materials dumping; and (4) transportation spills, landfills, pipelines, and airports.

On BLM-administered lands, the estimated cleanup liability is unknown for thousands of abandoned mines. Waste management is covered by two goals in this Annual Performance Plan: Goal 02.02.01 includes remediation of abandoned mines, while Goal 01.04.03 addresses hazardous materials site remediation and abandoned mine physical safety hazards. The Department has a Departmentwide goal on waste management.

3.4 Data Verification and Validation

In FY 1999, the BLM made great strides in improving its performance data, although there is still a significant amount of progress to be made. This section describes the overall improvements to, as well as the remaining issues surrounding, data collection, storage, retrieval, analysis, and reporting. In addition to this section, each goal in Section II has a corresponding Data Verification and Validation table. These tables provide more details about the methodologies used for data collection and validation.

During 1999, program analysts conducted high-level evaluations to validate data collection processes and accuracy in 25 percent of BLM's State Offices and several BLM field offices. The overall findings are presented below.

LIMITATIONS OF THE DATA

Some performance measures are not helpful to local resource specialists because they are too broad to interpret and apply locally. During State and field office validations, it became clear that some performance measures were being reported by State or field office budget personnel. This clearly indicates a breakdown in the process and communication between Washington Office program leads/management analysts, State program leads responsible for interpreting data specifications and guidance, and field office resource specialists.

The BLM developed data specifications for each performance measure describing standards, precision, and workload measures (outputs) that contribute to outcome-performance measures. FY 1999 data specifications needed improvement. FY 2000 data specifications showed considerable improvement in all areas.

DATA QUALITY

Security for FY 1999 was implemented on a very limited basis. This has allowed State targets to be changed after they had been locked down, causing problems in tracking the original targets.

Most data inaccuracies arose from not reading or misinterpreting the data specifications. This was due to poor version control management by state budget leads, poor communication by State program leads and technical difficulties using the MIS system.

Data specifications were not understood by field specialists and were not written from a field perspective. Therefore, data reported was mixed in quality. National program leads must have adequate time to test data specifications with multiple field specialists before finalizing.

During validations, some field offices reported workload measure outputs, but units of accomplishment were not transferred to duplicate performance measures. FY 2000 duplicate measures were eliminated, thus eliminating version control and consistency issues.

States have in the past reported performance measure accomplishments yearly. States did not completely convert to quarterly reporting until the end of FY 1999.

STEPS TAKEN TO IMPROVE PROCESSES

1. During each State Office Review Validation, a Washington Office staff person provided training and orientation and outlined guidance for the State Directors to provide to their field offices. During and after validations in FY 1999, State Directors sent written instructions to all field offices providing clear guidance and assigning staff responsibilities.
2. During FY 2000, data specifications documented output workload measures that directly affect performance measure outcomes. This will eliminate double reporting of workload measures and performance measures in MIS.
3. State program leads have adopted a vital role in managing their programs and are now responsible for reporting accurate accomplishments. During FY 2000, States have improved their organizational business operations to support performance measure reporting.

4. During FY 1999, three States (25%) were randomly chosen for performance validations. States now know that the Government Performance and Results Act (GPRA) requires verifiable data.
5. The Performance MIS module was significantly improved during FY 1999 for data entry and reporting. FY 1999 was the first year that the Bureau used its MIS. During FY 2000, the MIS will continue to be enhanced.
6. The Washington Office will continue efforts to integrate operations systems where possible to provide one-source entry for performance measures. During FY 1999, this represented a huge workload for the States, many of which lacked resources. In FY 1999 there were 32 State-specific performance measures. This has been reduced to just 8 State-specific performance measures in FY 2000 and 2001.

STEPS TAKEN TO IMPROVE DATA

1. By eliminating double counting and using one source point for performance data, problems with version control and misinterpretation of data specifications will be significantly reduced in FY 2000.
2. Field specialists can now better understand workload measures because they more closely related to outputs for specific program disciplines.
3. In the future, before performance measures have been baselined, National program leads will field test performance measures for understanding and usefulness.
4. Data specifications are now posted at a specific website, where all field specialists, budget staff, managers, and staff can access the current version. Recommendations for improved data specifications have been sent to National program leads and have been incorporated into FY 2000 GPRA documents.
5. States may need to work in teams to coordinate the collection of multiple outputs that directly impact

performance measure outcomes. Teams will be critical to avoid double-counting and enable the BLM to take full credit for its work accomplishments.

6. After the field data validations were conducted in three States, top-level leaders, including the BLM Deputy Director, focused awareness on data quality. The BLM believes this was a most important step in improving data quality. The hundreds of BLM employees working with data, from the ground level all the way up to computer systems personnel and analysts, now know that the BLM is serious about collecting and reporting high-quality data to support performance management.

In the future, selected programs will conduct self-assessments and evaluations on a rotating basis so that all programs are assessed at least every 5 years. During these evaluations, data collection processes for performance measures will be closely scrutinized. Data quality will be examined and rec-

ommendations made to the programs and offices where improvements are needed. In addition, best practices will be passed on to other offices in prepared reports.

STEPS TO INCREASE DATA SECURITY

Security will be added for FY 2000 to restrict each field office to a unique logon id and password.

Separate performance measure evaluations and self-validations will be conducted in 25 percent of the State Offices and selected field offices each year.

3.5 Program Evaluations

This section describes significant program evaluations and their relationships to goals. If evaluations resulted in changes to goals or targets, these changes are described in the individual goal narratives in Section II.

Program Evaluation	Scope	Methodology	Bureau Goal
Museum Collections	Administration and tracking of collections	Team evaluation	01.03.04
Noxious Weeds Management	General program evaluation	Team evaluation	02.02.03
Personnel Management	General program evaluation	Team evaluation	Organizational Strategies
Safety Management	General program evaluation	Team evaluation	01.03. multiple goals
Y2K Readiness	IRM readiness	Team evaluation	Organizational Strategies
Field Organization Strategy	One State Office Org structure	Team evaluation	Organizational Strategies
Customer Service Plans	Administration and oversight	Team evaluation	01.01.02, 01.02.05, 01.03.05
Service First	Administration and oversight	Team evaluation	Organizational Strategies
Grazing Permit Renewals	Evaluation of progress toward meeting Congressional mandate on permit renewal	Team evaluation	01.02.02
Fire Management	General program evaluation	Team evaluation	01.04.05, 02.03.03
Land Exchanges	Decision documents, feasibility reports, appraisal process	Team evaluation and review by independent appraiser	01.06.03
Wild Horses and Burros	Administration and oversight review and cost effectiveness	Program review	01.03.02

3.6 Capital Assets/Capital Programming

The Department of the Interior has implemented the capital planning policies required by OMB's Circular A-11, Part III and OMB's Capital Programming Guide. Each year, the Department prepares a series of Capital Asset Plans and Justifications (Exhibit 300Bs) that are

submitted to OMB. These plans are used to justify requests for funding major capital projects and for tracking the progress of projects toward meeting cost, scheduling, and performance goals.

The following table presents projects submitted by the BLM and their relationships to specific performance goals:

PROJECT	RELATED PROGRAM ACTIVITY/GOAL
Land and Records Information System	01.05 Improve Land, Resource And Title Information
Incident Qualification and Certification System	01.04.05 Improve public and employee fire safety...
Wild Horse and Burro System	01.03.02 Manage wild horse and burro populations consistent with established land health standards and healthy herds to achieve and maintain a thriving natural ecological balance for 100% of the Herd Management Areas.
Management Information System	Improve Organizational Effectiveness Strategies, and to help collect, manage, and report performance information on all goals.
Construction of Grand Staircase–Escalante National Monument Facilities	01.03.01 Preserve Natural and Cultural Heritage Resources-Improve the condition of Congressionally or Administratively-designated Special Management Areas currently at risk, and 01.01.02 Provide Opportunities for Environmentally Responsible Recreation, User satisfaction with recreation experience and interpretation/environmental education in Special Recreation Management Areas
Construct Pompey's Pillar National Historic Landmark Interpretive Center	Same as above
Construction of Rock Springs Field Office	01.04 Reduce Threats to Public Health, Safety, and Property-Percent of facilities maintained in fair or good structural condition.
Demolish and Reconstruct the Caliente Field Station	Same as above

3.7 Use of Non-Federal Parties in Preparing the Annual Performance Plan

No external parties were used to prepare this Annual Performance Plan. This plan was prepared in conformance with Section 220.7 of OMB Circular A-11.

3.8 Waivers for Managerial Accountability and Flexibility

No waivers have been requested for FY 2000 or 2001.

Glossary of Common Terms

AFMSS is the abbreviation for the Automated Fluid Minerals Support System, which is used for tracking information on oil and gas lease use authorizations.

AML, Appropriate Management Level, is the optimum number of wild horses and burros that results in a thriving natural ecological balance and avoids deterioration of the range.

Annual Goal is a 1-year increment of a long-term goal. It contains a targeted level of performance to be achieved for a particular year. It is to be expressed in an objective, quantifiable, and measurable form. The OMB approval of an alternative form of evaluating the success of a program is required if the annual goal cannot be expressed in an objective or quantifiable manner.

Areas of Critical Environment Concern, or ACECs, are areas where special management is needed to protect important historical, cultural, scenic, and natural areas, or to identify areas hazardous to human life and property. ACECs are designated and protected through the land use planning process.

At-Risk (as the term applies to the condition of riparian areas and wetlands) refers to areas susceptible to degradation due to soil, water, or vegetation characteristics.

Cadastral Survey is a survey relating to land boundaries and subdivisions made to create units suitable for management or to define the limits of title. The distinguishing features of cadastral surveys are the establishment of monuments on the ground to define the boundaries of the land, and their identification in the records by field notes and plats.

Cultural Resources are the remains of human activity, occupation, or endeavor, reflected in districts, sites, structures, buildings, objects, artifacts, ruins, works of art, architecture, and natural features that were of

importance in past human events. These resources consist of (1) physical remains, (2) areas where significant human events occurred, even though evidence of the event no longer remains, and (3) the environment immediately surrounding the actual resource.

Field Office is the nomenclature for nearly 200 offices in the 12 western States and Eastern States offices that report to BLM's regional "State Offices."

Fire Management Plans are strategic plans that define a program to manage wildland and prescribed fires. Fire management program objectives are derived from decisions in approved resource management plans. Fire management plans are supplemented by operational plans, e.g., preparedness, preplanned dispatch, prescribed fire, and prevention plans.

FLPMA, the Federal Land Policy and Management Act, P.L. 94-579, Act of October 21, 1976, set forth public land policy and established guidelines for its administration. FLPMA authorizes BLM's multiple use mission and provides for the management, protection, development, and enhancement of the Nation's public lands.

Geographic Coordinate Data Base, or GCDB, involves the computation of latitude and longitude coordinates for corners of the Public Land Survey System; these coordinates are intended for use in a land or geographic information system, not for boundary determination.

Goal Category, an optional classification, exists only to provide a common way of grouping the major themes of an organization.

GPRA is the Government Performance and Results Act of 1993. It requires that agencies complete a Strategic Plan with long-term goals, publish Annual Performance Plans, put performance measures in place, and report on progress toward their goals each year.

GPRA Program Activity is the consolidation, aggregation, or disaggregation of program activities that are covered or described by a set of performance goals, provided that any aggregation or consolidation does not omit or minimize the significance of any program constituting a major agency function or operation.

Long-Term Goals are the "general performance goals and objectives" identified in the Government Performance and Results Act. They define the intended result, effect, or consequence for what the organization does. They provide a measurable indication of future success by providing target levels of performance and a time frame for accomplishment. Long-term goals should focus on outcomes rather than outputs (products and services).

Mission Goals are a classification identifying outcome-oriented goals that define how an organization will carry out its mission.

MMBF, Million Board Feet, **MBF**, Thousand Board Feet, refers to a quantity of wood in logs or lumber. A board foot is the amount of wood contained in an unfinished board 1 inch thick, 12 inches long, and 12 inches wide.

Multiple Use is the management of public lands and their various resource values so that they are utilized in the combination that will best meet the present and future needs of the American people, but not necessarily provide the greatest economic return or unit output.

NEPA, the National Environmental Policy Act of 1969: P.L. 910190, established a national policy for protecting environmental resources, requires Federal agencies to assess the impacts of their proposed actions, and established the Council on Environmental Quality (CEQ).

O&C refers to the Oregon and California public lands that are largely remnants of railroad grants returned to the government.

Performance Measures can assess either an output (such as work completed) or an outcome (such as healthy lands or satisfied customers). An output measure records the actual level of activity or effort that was realized; it often represents an intermediate step. An outcome measure assesses the actual results, effects, or impact of a program activity compared to the intended purpose.

Responsibility Segment is a significant organizational, operational, functional, or process component that has the following characteristics: (a) its manager reports to the entity's top management; (b) it is responsible for carrying out a mission, performing a line of activities or services, or producing one product or a group of products; and (c) for financial reporting and cost management purposes, its resources and results of operations can be clearly distinguished, physically and operationally, from those of other segments of the entity.

ROW, Right-of-Way, is an easement, license, or permit that grants the right to use public lands for various purposes, such as pipelines, public sites, or power lines.

Section 7 Consultations are formal consultations with the U.S. Fish and Wildlife Service or the National Marine Fisheries Service for any action that may affect listed threatened or endangered species or designated critical habitat. These consultations are required by Section 7 of the Endangered Species Act.

Section 106 Consultations are formal consultations with the State Historic Preservation Officer (SHPO), the Advisory Council on Historic Preservation, and interested parties. They are required by Section 106 of the National Historic Preservation Act. Section 106 compliance procedures are defined in State Director/SHPO State Protocols or in regulations found at 36 Code of Federal Regulations (CFR) 800, whichever is applicable to specific cases.

State Office is the term used for BLM's regional offices. While located in the named state, they often have jurisdiction for more than one State; for example, the Montana State Office manages public lands and resources in Montana, North Dakota, and South Dakota.

Wildland Fire Prevention Plans describe the most effective actions under the categories of education, engineering, enforcement, and administration. They are designed to reduce costs of suppression, losses to natural and cultural resources, and threats to life and property as identified by a fire prevention analysis process. These plans are one component of a fire management plan.



Biologists perform a fish inventory in Douglas Creek, Washington State. (photo by Neal Hedges)

Appendix I

At-a-Glance View of FY 1999 Performance

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
01.01 Provide opportunities for environmentally responsible recreation	<p>01.01.01: <i>Manage outdoor recreation areas and activities to achieve and maintain public land health standards.</i> By 2002, satisfy 82% of users with the condition of recreation areas.</p>	01.01.01.00 80% of users are satisfied with the condition of BLM recreation areas.
	<p>01.01.02: <i>Provide easy access to outdoor recreation information for the public lands.</i> By 2002, increase the percentage of users satisfied with interagency electronic recreation information and services to 85%.</p>	01.01.02.00 65% of users are satisfied with recreation information and services accessed electronically.
	<p>01.01.03: <i>Provide outdoor recreation opportunities within the BLM's local and regional recreation niche to satisfy users, considering the availability of other providers.</i> By 2002, 100% of field offices will manage recreation facilities and resources within BLM's market niche and 77% of recreation customers will be satisfied with their experience.</p>	01.01.03.00 90% of field offices are managing recreation activities and resources within BLM's local and regional market niche(s), and 73% of BLM recreation customers are satisfied with their experience. 117 total field offices.

Target Performance	Actual Results	Comments
80%	95% Exceeded.	In achieving a 95% satisfaction rating, BLM exceeded the planned goal. The 80% figure was chosen without the benefit of a benchmark from previous surveys covering similar recreation sites and areas. As a result of the high customer satisfaction levels, BLM has raised the target for future years.
65%	69% Exceeded.	The 65% figure was chosen without the benefit of a benchmark, since BLM is only now beginning to provide recreation information through electronic sources. BLM is working with several partners, including DOI (recreation.gov), to upgrade electronic information.
90%	95% Exceeded.	BLM field offices responded through augmented efforts to focus recreation management on niches. The 95% complying offices exceeded the target of 90%. The concept was pioneered several years ago in the Recreation 2000 Strategic Plan update. Most offices have completely embraced and implemented the concept, thus negating the need to keep this goal in future performance plans.
73% of recreation customers are satisfied	93% Exceeded.	In achieving a 93% satisfaction rating, BLM exceeded the planned goal. The 73% figure was chosen without the benefit of a benchmark from previous surveys covering similar recreation sites and areas. As a result of the high customer satisfaction levels, BLM has raised the target for future years.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
01.01 Provide opportunities for environmentally responsible recreation <i>(continued)</i>	01.01.04: <i>Contribute to the nation's economy and social well-being by providing opportunities for recreation, travel and tourism on the public lands.</i> By 2005, apply econometric models to quantify the economic effects of recreation in six states. By 2002, increase recreation fee collections to \$9,500,000 and state grant funds to \$11,000,000.	01.01.04.00 Recreation fee collections increase to \$7,430,000 and state grant funds total \$6,170,000.
01.02 Provide Opportunities for Environmentally Responsible Commercial Activities	01.02.01: <i>Contribute to the Nation's economy by providing opportunities for the production and transport of commercial goods and services.</i> Annually report to the public the economic value of commercial activities on BLM lands.	01.02.01.00 Report annual economic benefits of commercial activities- statistics
	01.02.01, continued: <i>Contribute to the Nation's economy by providing opportunities for the production and transport of commercial goods and services.</i> By 2002, complete BLM recommendations on 7.25 million acres of Bureau of Reclamation withdrawal reviews and 43 Federal Energy Regulatory Commission Relicensing reviews, and where appropriate, open the lands to other multiple use opportunities.	01.02.01.00 Complete reviews on 30% (2.18 million acres) of BOR withdrawals and initiate Federal Energy Regulatory Commission Relicensing reviews.

Target Performance	Actual Results	Comments
\$7,430,000	\$6,688,000 Not met.	BLM, in collecting \$6,688,000, fell slightly short of the estimated total recreation fee collections. These collections still represent rapid growth in recreation fee collections and they have been used to correct maintenance backlogs that have adversely impacted the recreation experience. The overall customer satisfaction with BLM recreation opportunities indicates acceptance of recreation fees and their use to make recreation improvements.
\$6,170,000	\$6,271,200 Exceeded.	BLM received \$6,271,200 in various recreation grants, above estimates at the start of the year. The receipt and expenditure of grants is dependent upon many factors, including the availability of funds and BLM meeting eligibility criteria. Because of outstanding performance in the use of previously received grant monies, BLM continues to be a strong contender in those areas where grants are available.
--	\$1.16 billion in revenues, \$24.7 billion total output impact (\$24.1 billion from energy and minerals)	No target set; externally controlled. Can be neither met nor exceeded; it is provided as a statistic.
2,175,000 acres	1,256,698 (cumulative figure includes 373,606 in 99 alone) Not met.	The Office of Management and Budget had proposed to delegate the President's withdrawal review authority to the Secretary in order to expedite processing. This was not done because of concern about the legality of this action. Withdrawal reviews were placed on hold pending a determination. BLM recently began sending withdrawal reviews to the Department, which has recently sent a review package to OMB. The remaining packages are awaiting review by BOR; thus the target was not met and we have not had packages to send forward. We will continue to send withdrawal reviews to the Department as they are cleared by BOR.
--	1 Exceeded.	This goal was exceeded. Although no reviews were anticipated to be completed this year, the one unit reported is for a project that was underway prior to the identification of this goal. Normally there is a six-year window where BLM has an opportunity to submit comments/recommendations to FERC during the licensing phase of an application made under the Federal Power Act.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
01.02 Provide Opportunities for Environmentally Responsible Commercial Activities <i>(continued)</i>	<p>01.02.02: <i>Manage commercial activities to achieve and maintain public land health standards.</i> By 2000, incorporate comprehensive land health standards into all new commercial use authorizations.</p>	<p>01.02.02.00 100% of NEPA documents for new commercial authorizations address achievement of land health standards.</p>
	<p>01.02.02, continued: <i>Manage commercial activities to achieve and maintain public land health standards.</i> By 2000, 211.0 mmbf of timber are offered for sale under the standards and guidelines for land health outlined in the Pacific Northwest Forest Plan.</p>	<p>01.02.02.00 211.0 MMBF (34,815 mcf) of timber is offered for sale under the standards and guidelines for land health outlined in the Pacific Northwest Forest Plan.</p>
	<p>01.02.03: <i>Improve customer service to commercial users.</i> By 2002, reduce 100% of oil and gas and rights-of-way use authorization backlogs and delays and increase commercial use customer satisfaction with BLM's authorization processes to 74%.</p>	<p>01.02.03.00 Backlogs in authorizing rights-of-way and oil and gas applications for permit to drill are cumulatively reduced from the 1998 baseline by 20% and 10% (respectively), and customer satisfaction with use authorization processes is increased to 66%.</p>
	<p>01.02.04: <i>Reduce existing and future liabilities created by abandoned, inactive, or unauthorized commercial activities.</i> By 2002, remediate abandoned mine sites that are degrading or threaten to degrade water quality.</p>	<p>01.02.04.00 45 abandoned mines which degrade water quality are improved or remediated.</p>

Target Performance	Actual Results	Comments
100%	-- Not met.	Guidance on implementation of this strategic goal was not issued to Field Offices, since policy was being prepared to address land health standards in authorizations. Data was not collected.
211 MMBF	61.73 MMBF Not met.	Court injunctions on timber sales in the Northwest prevented the BLM from offering for sale the full ASQ of 211 MMBF of timber in FY 1999. The BLM intends to complete the appropriate level of survey and management work for special status species, based on the outcomes of ongoing legal discussions, in order to address FY 1999 timber sales and meet future year's ASQ levels. The long-term goal allows some flexibility at an annual level because it strives for a decadal average of 211 MMBF.
20% reduction	10% increase in backlog Not met.	The number of backlogged ROW grants issued actually increased by 10% rather than decreasing by 20%. This occurred because BLM employees were shifted to other work. The total number of authorizations for FY 99 was less than that for FY 98, which was due to no increases in funding, and the continued reduction of experienced realty staff.
10%	98% Exceeded.	The FY99 improvement over the previous year for the timely processing of APDs was 98%. The FY99 goal was for a 10% improvement over FY98. The main reason for the dramatic increase is a 31% decrease in APDs received, as well as the Bureau raising the workload priority for APD processing in its work schedule. Wyoming saw APDs increase 50% over FY98, while the other states experienced an average decrease of 82%.
66%	Not collected.	Not collected in FY99; completed every two years.
45	120 Exceeded.	The target was set too low. In reviewing the data, Utah had counted a project which actually comprised 67 sites as only one site in the MIS. Thus, the true target was 44 + 67, or 111 sites. Bottom line: we targeted 111 sites to be underway and exceeded the target by 9, for a total of 120.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
01.02 Provide Opportunities for Environmentally Responsible Commercial Activities <i>(continued)</i>	01.02.04, continued: <i>Reduce existing and future liabilities created by abandoned, inactive, or unauthorized commercial activities.</i> By 2001, revise regulations to require adequate financial assurances for current and future commercial activities.	01.02.04.00 66% of regulations are reviewed for adequacy of bonds or other financial assurances, and needed revisions are initiated to protect the financial interests of the public.
01.03 Preserve Natural and Cultural Heritage	01.03.01: <i>Improve the BLM's ability to assess, evaluate, and protect natural and cultural resources on a landscape basis.</i> By 2002 develop and implement a common landscape based classification system for rare, vulnerable, and representative habitats.	01.03.01.00 One state is employing a statewide vegetation classification system for rare, vulnerable, and representative habitat types.
	01.03.01, continued: <i>Improve the BLM's ability to assess, evaluate, and protect natural and cultural resources on a landscape basis.</i> By 2002, assist State Historic Preservation Officers (SHPOs) with the automation of existing cultural resource data to streamline the National Historic Preservation Section 106 process.	01.03.01.00 40% of site records for recorded cultural properties on public lands are automated and 15% of site locations for recorded cultural properties are digitized.

Target Performance	Actual Results	Comments
66%	66% Met.	Bonding review of oil and gas, rights-of-way, locatable minerals, salable minerals, geothermal resources, and solid leasable minerals, except for coal program areas, has been performed and revisions initiated. Four of six program areas were reviewed or initiated, representing a 66% reported accomplishment.
--	-- Not met.	<p>This goal was abandoned in FY 1999 because of a lack of available funds.</p> <p>Work on this goal was redirected to strategic goal 02.02.01.00, which focused on developing a system for assessing the health of the land.</p>
40% automated site records	45% Exceeded.	<p>The National Historic Preservation Act (NHPA) calls for preserving this nation's irreplaceable cultural resources. Without accurate and timely identification, Federal agencies are hampered in their ability to preserve significant cultural resources within the context of decision-making and planning. FY 1999 was the second of what is expected to be a four-year BLM project to help State Historic Preservation Offices (SHPOs) automate and electronically map their state's cultural resources inventories. Once the SHPO's automation and electronic mapping project is complete, BLM staff and other users will be able to access these inventories from their desktops.</p> <p>To assist SHPOs develop their data bases, most BLM western State Offices are transferring funds directly to their SHPOs through cooperative agreements. BLM has been providing, and will continue to provide, between \$250,000 and \$300,000 in funding to SHPOs annually over four years. Some western states are using the BLM's funds to match funds from other sources. By working towards mutual goals and sharing financial resources and expertise, the States and the Federal agencies can automate the statewide inventories, a task that no single entity alone could accomplish.</p> <p>The SHPOs are ahead of schedule at this point (i.e., 55,615 properties electronically mapped vs. 33,121 planned; 102,760 properties automated vs. 88,322 planned).</p>
15% digitized	24% Exceeded.	Reference above.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
01.03 Preserve Natural and Cultural Heritage <i>(continued)</i>	<p>01.03.02: <i>Recognize areas that contain significant or unique natural and cultural resources, or offer significant educational or interpretive opportunities.</i> By 2002, evaluate 25% of wild and scenic river study areas in the 1999 baseline, resolve resource use conflicts, and propose manageable designations.</p>	01.03.02.00 5% of evaluation studies for National Wild and Scenic Rivers are completed.
	<p>01.03.03: <i>Improve the condition of Congressionally or Administratively recognized natural or cultural heritage resources.</i> By 2002, improve conditions in 15% of special areas.</p>	01.03.03.00 Conditions are improved in 2% of wilderness areas, wild and scenic rivers, areas of critical environmental concern, and other designated special areas.
	<p>01.03.03, continued: All Herd Management Areas reach Appropriate Management Levels by the end of FY 2002 and 100% of animals removed are accurately accounted for and monitored each fiscal year.</p>	01.03.03.00 76 Herd Management Areas(HMAs) are at Appropriate Management Level (AML) and 6,316 (100%) of wild horses and burros removed from public lands are accurately accounted for and are monitored for humane treatment

Target Performance	Actual Results	Comments
5% = 20 mandated segments completed	.25% 1 segment Not met.	The goal was not met. One segment was completed. Other segments were not completed because the areas selected for planning shifted to other areas not having eligible river segments.
2%	2% Met.	There is a great diversity in scope and magnitude of designated areas, from Areas of Critical Environmental Concern to Wilderness Areas. A variety of actions were taken to improve conditions, including vegetative treatments, maintenance, closures, fencing, signs, etc.
6,316 animals removed and monitored	6,024 Not met.	At the beginning of FY 99 there were excess animals in BLM holding facilities due to a reduction in the number of animals adopted in FY 98. To minimize the number of animals being held in facilities, it was necessary to limit the number of approved gathers to control the flow of animals into the adoption system. Because of the continued lack of demand for wild horses and burros by potential adopters into FY 99 and a reduction in approved gathers, the number of animals removed from Herd Management Areas was reduced. Both the decrease in adoption demand and limited program funding curtailed the number of animals removed.
76 HMAs at AML	51 Not met.	There were excess animals in BLM holding facilities at the beginning of FY 99 due to fewer animals being adopted than expected in FY 98. To minimize the numbers of animals being held in facilities, it was necessary to limit the number of approved gathers. The decrease in demand for adoption of wild horses and burros and limited funding dictated that fewer animals be removed from Herd Management Areas. This limitation reduced BLM's ability to achieve AML on as many Herd Management Areas as originally intended.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
01.03 Preserve Natural and Cultural Heritage <i>(continued)</i>	<p>01.03.03, continued: By 2005, complete site and engineering plans for the Escalante Grand Staircase National Monument, and complete site preparation and construction for key visitor and operations facilities.</p>	<p>01.03.03.00 Three visitor/operations sites will be designed for the Escalante-Grand Staircase National Monument.</p>
	<p>01.03.03, continued: <i>Recognize areas that contain significant or unique natural and cultural resources, or offer significant educational or interpretive opportunities.</i> By 2002, increase customer/stakeholder satisfaction with BLM's protection of historical, cultural, and other heritage resources to 81%.</p>	<p>01.03.03.00 79% of customers are satisfied with BLM's protection of historical, cultural, and other heritage resources.</p>

Target Performance	Actual Results	Comments
3 designed sites	-- Not met.	This annual performance goal was not met. No sites were designed in FY 1999. Design of three visitor/operations sites was significantly delayed due to unforeseen difficulties related to acquiring private lands for these sites. Until the land is actually acquired, site design is premature. Two of the sites, Cannonville and Bigwater, are in the final stages of acquisition and contracts for site design are being developed. In addition, the first phase of a design contract has been issued for a visitor/operations site in Escalante. It is anticipated that acquisition for the first two sites and site design for all three will be completed in FY 2000. An additional site in Glendale has not progressed to the final stages of acquisition, so site design will be delayed. It is uncertain when site design for the Glendale site will be completed.
79%	84% Exceeded.	BLM surveyed more people this year, providing a better population sample to measure customer perceptions. As a result of this change, BLM cannot be certain if satisfaction actually increased or if the 5% improvement was actually achieved.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
01.04 Reduce Threats to Public Health, Safety, and Property	<p>01.04.01: <i>Reduce threats to public and employee health and safety and the environment by maintaining public lands and facilities in a safe condition and remediating hazards.</i> By 2002, 100% of BLM facilities will be assessed and rated for safety, health, and environmental conditions.</p>	<p>01.04.01.00 In FY 1999, the percentage of BLM facilities BLM facilities in good safety, health, and environmental condition will be increased by 2% over the 1998 baseline, and 111 hazardous materials sites will be under remediation.</p>
	<p>01.04.02: <i>Protect the public's economic investment in BLM owned and/or controlled facilities.</i> By 2002, the percentage of facilities structurally maintained in fair or good condition is increased an average of 5 percent.</p>	<p>01.04.02.00 Facilities structurally maintained in fair or good condition are increased an average of 1 percent.</p>

Target Performance	Actual Results	Comments
2% increased	Increase unknown. Estimated 60% of facilities in good safety, health and environmental condition Undetermined.	<p>Without going to the Field Offices for a special report, it is not possible to determine whether the target goal was specifically met in FY 1999. From anecdotal reports from State Offices that have performed follow-up Compliance Assessment - Safety, Health, and the Environment (CASHE) evaluations and annual safety inspections, we can conclude that approximately 60% of BLM facilities are in good safety, health, and environmental condition.</p> <p>A system to automate the documenting of compliance findings, tracking of their status, and reporting of facilities' compliance condition is under consideration by the Bureau. A decision on the system will be made when the BLM finalizes its information technologies enterprise architecture in FY 2000 and assesses available funding. If the BLM enterprise architecture is finalized by April 2000 and funding is available in FY 2000, the system should be operational as early as the fourth quarter of 2001. The BLM will complete the baseline CASHE evaluations of all its Field Offices by the end of FY 2000.</p>
111 Hazmat sites under remediation	166 Exceeded.	This goal was exceeded. An increase in the actual number of Hazmat sites under clean-up in California resulted in the program exceeding the target goals.
81% of recreation sites in fair or good condition (1% increase)	80% of sites in fair or good condition Substantially met.	BLM completed an inventory and condition survey of recreation sites in FY 98 as part of Interior's recreation initiative. The data was used to prepare the 5-Year Deferred Maintenance Plan. Recreation sites make up a major part of BLM's Plan. The current working total for deferred maintenance is \$9.2 million for FY 2000. BLM intends to continue reducing the backlog of deferred maintenance at recreation sites with 5-Year Plan funding.
87% of admin sites in fair or good condition (1% increase)	86% in fair or good condition Substantially met.	BLM completed an inventory and condition survey of administrative sites in FY 99. The data was used to prepare the 5-Year Deferred Maintenance Plan. A significant part of BLM's 5-Year Deferred Maintenance Plan is projects at administrative sites. The current working total for deferred maintenance is \$9.2 million for FY 2000. BLM intends to continue reducing the backlog of deferred maintenance at administrative sites with 5-Year Plan funding.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
<p>01.04 Reduce Threats to Public Health, Safety, and Property <i>(continued)</i></p>	<p>01.04.02: <i>Protect the public's economic investment in BLM owned and/or controlled facilities.</i> By 2002, the percentage of facilities structurally maintained in fair or good condition is increased an average of 5 percent.</p> <p><i>(continued)</i></p>	<p>01.04.02.00 Facilities structurally maintained in fair or good condition are increased an average of 1 percent.</p> <p><i>(continued)</i></p>

Target Performance	Actual Results	Comments
90% of trails in fair or good condition (1% increase)	77% in fair or good condition Not met.	<p>BLM missed the goal by 13 percent.</p> <p>BLM intends to perform condition assessments on a statistically valid sample of trails in FY 2000 to gather reliable data on the condition of its trail system. This is part of BLM's new Transportation Re-engineering for roads and trails. The data will supplement information from an inventory and condition surveys of trails in FY 98-99. BLM's 5-Year Deferred Maintenance Plan includes a number of projects to improve trails. The current working total for deferred maintenance is \$9.2 million for FY 2000. BLM intends to continue reducing the backlog of trail improvement projects with 5-Year Plan funding.</p>
54% of roads in fair or good condition (1% increase)	60% in fair or good condition Exceeded.	<p>The goal of 54 percent of roads in fair or good condition was exceeded by 6 percent.</p> <p>BLM intends to perform condition assessments on a statistically valid sample of roads in FY 2000 to gather reliable data on the condition of its road system. This is part of BLM's new Transportation Re-engineering. Transportation Re-engineering will integrate transportation with land use planning and set criteria for management decisions on road maintenance levels and priorities. A significant part of BLM's 5-Year Deferred Maintenance Plan is road improvement projects. The current working total for deferred maintenance is \$9.2 million for FY 2000. BLM intends to continue reducing the backlog of road improvement projects with 5-Year Plan funding.</p>
92% of bridges in fair or good condition (1% increase)	92% in fair or good condition Met.	<p>Bridges are inspected on a 3-year cycle. BLM's 5-Year Deferred Maintenance Plan includes a number of projects to improve bridges. The current working total for deferred maintenance is \$9.2 million for FY 2000. BLM intends to continue reducing the backlog of bridge improvement projects with 5-Year Plan funding.</p>
57% of dams in fair or good condition	56% in fair or good condition Substantially met.	<p>Dams are inspected on a 3-year cycle. BLM's 5-Year Deferred Maintenance Plan includes a number of projects to improve dams. The current working total for deferred maintenance is \$9.2 million for FY 2000. BLM intends to continue reducing the backlog of dam improvement projects with 5-Year Plan funding.</p>

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
01.04 Reduce Threats to Public Health, Safety, and Property <i>(continued)</i>	<p>01.04.03: <i>Prepare for emergency situations on public lands and BLM facilities.</i> In FY 2000, emergency response preparedness plans are updated where necessary and all offices are prepared to respond to emergencies, including search and rescue, fire, flooding, high/significant hazard dams, hazardous material spills, earthquakes, and criminal activities on public lands or at BLM facilities.</p>	<p>01.04.03.00 100% of state and field offices are prepared for emergencies and can respond to current threats.</p>
	<p>01.04.04: <i>Promote firefighter and public safety related to fire suppression and other fire management activities.</i> By 2002, increase the fire fighting staff's awareness of and accountability for safety</p>	<p>01.04.04.00 15 steps are completed in the Wildland Firefighter Awareness Study/Implementation Plan and 60% of key firefighting positions have new standards.</p>
01.05 Improve Land, Resource, and Title Information	<p>01.05.01: <i>Develop and deploy the Automated Land and Mineral Records System (ALMRS) as the principal tool in automating lands records.</i> By 2001, certify ALMRS data is an official agency record. By 2002, deploy cartographic product module in all states.</p>	<p>01.05.01.00 Automated land records cartographic products module is deployed in 0% of states.</p>

Target Performance	Actual Results	Comments
100% state and field offices	100% Met.	The baseline quantity target was changed at mid-year to accommodate changes in the BLM organizational structure. While the number of completed plans appears lower than the original baseline quantity target, the BLM certified, in writing to the Assistant Secretary - Policy, Management and Budget, a 100% viable Continuity of Operations capability at all facilities in all locations.
15 Steps completed	15 Met.	Fire and Aviation met 100 percent of projected Safety and Health accomplishments for FY 99. These accomplishments, many of which were interagency, included completion of a Lessons Learned Training Course; development and dissemination of an Interagency Incident Response Pocket Guide; development of a SAFENET (a ground SAFECOM) process and form; revisions to the Department of the Interior's Safety Management Information System to accommodate fire injury data; the hiring of a Project Manager for the Interagency SAFE Initiative; and development of Fire Danger Pocket Cards. Safety and health accomplishments related to public safety included the establishment of National Fire Prevention Education Teams and development of Community Action Kits.
60% firefighting positions	65% Exceeded.	Not only was the performance goal regarding standards for fire management positions met, but progress was made towards future accomplishments. The minimum qualifications standards for all critical fire management positions were developed. Additionally, position competencies were developed that will guide the development of a training curriculum. This project has now gone interagency as others have seen the benefit of the Bureau's standards.
0%	1 state with automated land and mineral records data Not met.	ALMRS operational tests in New Mexico revealed significant data problems, preventing certification of data and deployment of the system in FY 1999. This goal was replaced in the FY 2000 Annual Performance Plan. The goal of 0% reflects that this goal was abandoned.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
01.05 Improve Land, Resource, and Title Information <i>(continued)</i>	<p>01.05.02: <i>Ensure that BLM's spatial, cadastral, and records data and information are collected and maintained to standard.</i> By 2002, complete the BLM Geographic Coordinate Database (GCDB) component of the interagency National Spatial Data Infrastructure, except for California, which will be completed by 2005 (totaling 31,625 townships).</p>	01.05.02.00 25,000 townships of GCDB data are collected (cumulative) and percent of total.
	<p>01.05.03: <i>Ensure that BLM's spatial, cadastral, and records data and information are collected and maintained to standard.</i> By 2002, 30% of BLM states will provide access to land resource maps on the Internet.</p>	01.05.03.00 Land resource information is available on Internet map servers in 10% of BLM states.
01.06 Provide Economic and Technical Assistance	<p>01.06.01: <i>Meet government-to-government and trust responsibilities to federally recognized Tribes and their members while supporting Tribal sovereignty.</i> By 2002, 45% of field offices will foster effective agreements and partnerships with tribes in the management of tribal minerals, cadastral survey, and the management of public lands (through P.L. 638 contracts, self-governance agreements, cooperative agreements, and technical assistance).</p>	01.06.01.00 15% of field offices have formal agreements with federally recognized tribes.

Target Performance	Actual Results	Comments
25,000	26,372 Exceeded.	The collection of GCDB data continued in areas of mineralization and the more complex land tenure areas of urban interface Federal and Tribal lands. The total number of townships collected was 26,372; GCDB data will be used for management of high priority areas.
10%	33% Exceeded.	States have aggressively used the Internet to serve their map data. While the sophistication of the map-serving technology varies, most states are making good progress in placing their data holdings on the Internet for public access. We expect that in a few years all states will offer extensive digital map archives to users directly through an Internet map server.
15%; goal equates to 20 field offices	21% 28 field offices Exceeded.	<p>The national number of BLM field offices that have formal agreements with federally recognized Tribes is 28.</p> <p>The Native American Coordinators in each state collect and annually update the list of formal agreements between field offices and federally recognized tribes. These numbers are then reported to the National Native American Liaison. The agreements can include self-governance agreements, 638 contracts, cooperative agreements, MOA's, MOU's, and technical assistance agreements.</p>

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
01.06 Provide Economic and Technical Assistance <i>(continued)</i>	<p>01.06.01, continued: By 2002, 95% of field offices will document current trust responsibilities by tribe.</p>	<p>01.06.02.00 Document the specific trust responsibilities of 66% of field offices, by tribe.</p>
	<p>01.06.02: <i>Support communities through land entitlements and land tenure adjustments.</i> By 1999, establish specific action goals with those States, Tribes, and Alaska Natives that have statutory land entitlements.</p>	<p>01.06.02.00 100% of land entitlement action plans are completed for States, Tribes, and Alaska Natives that have statutory land entitlements</p>
02. Restore and maintain the health of the land	<p>02.01.01: <i>Incorporate comprehensive standards for public land health into BLM's existing land use plans.</i> By the end of 2000, incorporate standards for the health of the public lands into all agency land use plans.</p>	<p>02.01.01.00 53% of land use plans contain comprehensive land health standards.</p>
	<p>02.02.01: <i>Develop and implement a comprehensive strategy for systematic resource assessment on the public lands.</i> By the end of 2000, develop an assessment system that will provide reliable, credible information needed at multiple levels to meet all of BLM's resource assessment needs and provide direction to the field for conducting systematic assessments by 2001.</p>	<p>02.02.01.00 5 (of 7 total) milestones are completed for the national health of the land reporting system.</p>

Target Performance	Actual Results	Comments
66%; goal equates to 88 field offices with documented trust responsibilities by tribe	64.5% 86 field offices Substantially met.	The Bureau of Land Management has a trust responsibility to federally recognized Tribes, brought about through the development of treaties, laws, and policies related to Tribes and tribal members. The lands and resources of Tribes and individual allottees are entrusted to the U.S. Government. The BLM manages its trust responsibility to 86 Tribes through consultation and coordination, as well as through agreements, memorandums of understanding, and technical assistance. The relationship between the field offices and the Tribes is documented at the field office level, and then at the State office through the Native American Liaison. Although the BLM has a trust responsibility to all federally recognized tribes (559), not all field office areas include or border reservations or allotment areas.
100%; goal equates to 5 land entitlement action plans completed	100% Met.	100% completed (revised to three plans). The target of five was initially set too high when Alaska initially identified a need for five entitlement plans. However, upon further review it was determined that only three plans were necessary. All three plans were completed.
53%; goal equates to 87 land use plans with comprehensive land health standards	41% 62 land use plans. Not met.	The shortage in units completed stems from unanticipated delays in completing land use plan amendments. These amendments are planned for completion in FY 2000.
5 milestones completed	4 milestones Not met.	A draft assessment strategy was developed. Four milestones were completed and the fifth milestone was partially completed. The BLM has decided to revise the developmental process to include a national assessment prototype, to be completed in FY 2000.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
<p>02. Restore and maintain the health of the land <i>(continued)</i></p>	<p>02.02.02: <i>Until a comprehensive resource assessment strategy is implemented, conduct assessments using available methods and systems.</i> By 2000, assess key watersheds, riparian areas, and wetlands which may be at risk of degradation.</p>	<p>02.02.02.00 Assess 7,065 miles of flowing riparian areas and 2,347,000 acres of key watersheds and standing wetlands.</p>
	<p>02.03.01: <i>Restore and maintain at-risk riparian areas and priority watersheds.</i> By FY 2000, restore 128,500 riparian areas and high priority watersheds, including "key" watersheds and 2,200 miles of riparian in the Northwest Forest Plan, Interior Columbia Basin, and other priority areas.</p>	<p>02.03.01.00 Improvements are completed in 39,974 acres of watersheds and 2,000 miles of riparian in the NW Forest Plan, Interior Columbia Basin, and other priority areas.</p>

Target Performance	Actual Results	Comments
7,065 miles	6,301.5 miles Not met.	6,301.5 miles and 2,564,366 acres of assessments were completed.
2,347,000 acres	2,564,366 acres Exceeded.	BLM set a goal of 7,065 miles at the beginning of the year. At midyear this goal was adjusted to 6,508 miles. The main factor that influenced production was a heavy grazing permit renewal workload. Employees responsible for both activities adjusted priorities in order to complete the permit renewal workload.
109,973 acres; target adjusted at mid-year for watershed improvements completed	1,039,051 acres Exceeded.	In FY 1999, the BLM improved the watershed health and condition of a total of 1,039,051 acres, considerably beyond the goal. Early in the 1999 workplan process, funding limitations constrained Bureau expectations for this performance measure. However, the Clean Water Action Plan 1999 appropriations and state-level developments in TMDL litigation, particularly in Idaho, combined to create a much greater extent of watershed improvement than the Annual Performance Plan goal.
1,460 miles; target adjusted at mid-year for riparian improvements completed	1,513.85 miles Exceeded.	About half the states exceeded their goals, while half came up short. Overall, we met our expectations for the year. The main factor that influenced production was a heavy grazing permit renewal workload.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
<p>02. Restore and maintain the health of the land <i>(continued)</i></p>	<p>02.03.02: Restore priority plant and animal habitats. By the end of FY 2000, implement special status plant and animal habitat treatments on 1,353,100 acres and 1,000 miles prescribed in agency plans.</p>	<p>02.03.02.00 Plant and animal habitat improvement prescriptions are applied on 1,213,500 acres and 800 miles of public lands.</p>

Target Performance	Actual Results	Comments
1,213,500 acres	6,396,789 acres Exceeded.	Performance exceeded the target for implementing habitat improvement prescriptions to improve the condition of terrestrial and lake/pond habitats on public lands. The performance target of applying habitat improvement prescriptions to 1,213,500 acres was exceeded by 5,183,289 acres, or 427%, for a total of 6,396,789 acres. The large increase in performance was due to large acreage prescriptions to improve habitat condition that were applied to the land in support of coordinated, multi-resource management plans. Examples of these include removal of excess numbers of wild horses and burros, modification of livestock grazing practices within allotments, and other resource prescriptions such as exclosures, water developments, and prescribed fire. Accomplishments were also associated with implementation of actions to support the standards and guidelines for rangeland health.
800 miles	1,138.2 miles Exceeded.	Performance exceeded the target for improving the condition of riparian and aquatic (stream) habitats on public lands. The performance target was exceeded by 338 miles, or 42%, for a total of 1,138 miles. The four highest performing states, accounting for 77% of the accomplishments, were California (259 miles), Idaho (216 miles), Arizona (211 miles), and Oregon (187 miles). Target performance was exceeded because coordinated management approaches to resolve aquatic and riparian issues were used at the field office level. For example, multiple subactivities were often used to fund necessary projects and were not limited to those funded from the Fisheries and Endangered Species accounts.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
02. Restore and maintain the health of the land <i>(continued)</i>	<p>02.03.03: <i>Use fuel treatments and other means to reduce hazardous fuels build-up and to improve the health of vegetation communities.</i> By 2005, restore natural ecological processes through increasing the use of wildland and prescribed fires and other land treatment tools to accomplish an average of 500,000 acres annually.</p>	<p>02.03.03.00 250,000 acres of vegetation communities are improved.</p>
	<p>02.03.04: <i>Control noxious weeds and undesirable non-native plants to limit their spread and improve the health of vegetation communities.</i> By 2002, increase the annual amount of public land treated to 200,000 acres.</p>	<p>02.03.04.00 116,494 acres are treated to prevent the spread of noxious weeds and undesirable plants.</p>
03. Improve Organizational Effectiveness	<p>03.01.01: <i>Work with partners to identify scientific information needs and communicate these needs to research agencies, universities, and other non-governmental organizations.</i> By 2000, establish national protocols to coordinate BLM's process for identifying scientific information needs with the research planning processes and schedules of three national research organizations.</p>	<p>03.01.01.00 Establish national protocols for identifying scientific information needs with 3 national research organizations.</p>
	<p>03.01.02: <i>Gather and share information about socioeconomic and environmental conditions and trends and innovative resource management practices.</i> By 2002, establish partnerships aimed at collecting and sharing information with other agencies, governments, and organizations in each of the major regions of the West.</p>	<p>03.01.02.00 16 regional information sharing partnerships are established to increase condition and trend data and innovative resource management practices.</p>

Target Performance	Actual Results	Comments
250,000 acres	253,771 acres Exceeded.	The performance goal for fuels treatments was met. State goals were substantially exceeded in Alaska and Idaho. Several states were hampered by unusually wet spring and late summer weather conditions. The Lowden incident curtailed operations in California and prompted Field Office, State, and National program reviews. In addition to the performance goal, a considerable amount of planning and inventory relating to out-year projects was accomplished.
116,494 acres	120,496 acres Exceeded.	The increase of 4,002 acres was due to favorable field conditions, which allowed treatment protocols to be more effective.
3	3 Met.	The U. S. Geological Survey, the science agency for the Department of the Interior, continues to be the principal science partner of the BLM. However, agreements with the Forest Service have allowed for successful cooperative efforts in research to acquire new scientific information needed for the President's Forest Plan and forest management in the Pacific Northwest. In addition, cooperative research efforts with the Natural Resources Conservation Service have helped the BLM begin to answer important questions and improve management of the public land's arid rangeland ecosystems, especially in the Great Basin and western plains.
16	30 Exceeded.	Field Offices exceeded this goal by almost 100%. BLM is well known for its collaborative efforts with the public, interest groups, schools, and other agencies.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
<p>03. Improve Organizational Effectiveness (<i>continued</i>)</p>	<p>03.01.03: <i>Contribute to environmental education programs in schools, colleges, and communities.</i> By 2002, provide eight field classrooms available to teachers and students on BLM public lands for hands-on teaching and learning related to formal school curriculum, national environmental literacy standards, and BLM resource issues and priorities. Provide the organizational infrastructure needed to link these classrooms to one another and to National Park Service, Forest Service and other agency field classrooms.</p>	<p>03.01.03.00 Two field classrooms will be available to teachers and students on the BLM public lands under the Hands-on-the-Land network of field classrooms.</p>
	<p>03.02.01: <i>Improve BLM's participation in multi-jurisdictional planning by implementing new land-use planning and environmental impact assessment guidance.</i> By 2002, 75% of public lands will be covered by multi-jurisdictional plans and 65% of state and local government stakeholders and partners are satisfied with BLM's ability to communicate and collaborate with the public.</p>	<p>03.02.01.00 66% of public lands are covered by multi-jurisdictional planning efforts and 60% of state and local government stakeholders and partners are satisfied with BLM's ability to communicate and collaborate with the public.</p>
	<p>03.03.01: <i>Leverage direct funding and in-kind contributions of materials, goods, labor, and services to help manage the public lands.</i> By 2003, increase the annual dollar value returned to the Challenge Cost Share program by 25% (over the 1998 planned baseline) to \$10,188,000.</p>	<p>03.03.01.00 \$8,977,000 is leveraged as a result of the BLM Challenge Cost Share Program.</p>

Target Performance	Actual Results	Comments
2	2 Met.	In FY 99, BLM and other members of Partners in Resource Education (the National Park Service, the Forest Service, the Fish and Wildlife Service and the Natural Resources Conservation Service) received \$200,000 in funding from the Environmental Protection Agency to establish a national network of field classrooms on public lands. Eleven agency sites participated in a pilot initiative, including BLM's Campbell Creek Science Center (AK) and Red Rock Canyon National Conservation Area (NV). All sites offered hands-on learning opportunities for students and teachers. In addition, the pilot sites developed a joint web site for schools, shared environmental monitoring data, and sponsored an electronic field trip for students and teachers on the topic of watersheds. In April 2000, the pilot sites will meet to develop a long-range strategy for the program.
66%; revised to 9% after further analysis in FY 99, equaling 23,545,000 acres of public lands covered by multi-jurisdictional plans	15,975,151 acres were covered by multi-jurisdictional plans. This equates to 6% Not met.	Most states completed multi-jurisdictional planning efforts, per the revised target. Fewer acres were completed than planned. One statewide multi-jurisdictional planning effort involving over 8 million acres will not be completed until FY 2000.
60% satisfied with state and local government and stakeholders	N/A	Data is collected every 2 years. Customer survey data was not collected in FY99.
\$8,977,000	\$10,664,630 Exceeded.	An increase in partnerships provided an increase in dollars.

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
03. Improve Organizational Effectiveness <i>(continued)</i>	<p>03.04.01: <i>Provide managers and staff with online access to mission-critical and business information in BLM's Management Information System (MIS)</i> By 2002, increase MIS user satisfaction to 75%.</p>	<p>03.04.01.00 60% of users are satisfied with the BLM's Management Information System.</p>
	<p>03.05.01: <i>Recover appropriate costs of providing services.</i> By 2002, recover \$61,000,000 of appropriate costs for program services, such as authorizing and administering commercial and certain recreational activities on the public lands or mitigating unauthorized uses, hazards, or contamination caused by others.</p>	<p>03.05.01.00 The dollar amount of operating costs recovered is increased to \$55,000,000.</p>
	<p>03.06.01: <i>Reduce finance and other operating costs.</i> By 2002, increase the percentage of payments subject to the Prompt Payment Act that do not require interest to 98.0%.</p>	<p>03.06.01.00 97% of payments subject to the Prompt Payment Act do not require interest.</p>
	<p>03.07.01: <i>Provide customers and stakeholders with meaningful information about BLM's performance.</i> By 2002, ensure that BLM's annual reports satisfy 80% of surveyed internal and external customers and stakeholders.</p>	<p>03.07.01.00 70% of customers are satisfied with the BLM Annual Performance Report.</p>
	<p>03.08.01: <i>Provide one-stop service for customers doing business with multiple natural resource agencies.</i> By 2002, increase by 20% the number of BLM offices co-located with other natural resource agencies to provide information, permits, and other frequently requested over-the-counter products and services. By 2002, increase by the overall customer satisfaction with BLM working with other federal and state agencies and organizations to 70%.</p>	<p>03.08.01.00 63 offices and interagency centers providing services to the public are co-located. 65% of customers are satisfied with BLM's working with other federal and state agencies and organizations.</p>

Target Performance	Actual Results	Comments
60%	N/A	Data is collected every 2 years. Customer survey data was not collected in FY99.
\$55,000,000	\$64,840,000 Exceeded.	Increases of revenue collections from an estimated \$55,000,000 to \$65,000,000 is due principally to increased collections from recreation site use, receipt of funds for the repair of damaged lands, and resource damage assessments (funds collected for restoration of damaged lands related to CERCLA, et al.).
97%	97.7% Met.	BLM continued to exceed its targets in FY 1999.
70%	84% Exceeded.	While the target for improvement was only 70%, actual results were that 84% of the readers were satisfied with the report. This compares to 64% in 1997 and 57% in 1998. Comment cards have been useful in redesigning the report to meet customer needs.
63	343 Exceeded.	Unexpected increases in Service First collaborative activities were realized as the Service First concept was expanded to all units in the BLM and the Forest Service. The target for 1999 was initially set to achieve a 20% increase from 1998. The collaborative activities were expanded to include activities beyond just collocation to include one-stop shopping and sharing human and fiscal resources between the BLM and the Forest Service. The activities were derived from the State/Region Service First Action Plans completed in January 1999.
65% customers satisfied	N/A	New data collection is scheduled for FY 2000 (biennial survey).

GPRA Program Activity or Mission Goal	Long-Term Goal	FY 1999 Annual Goal
03. Improve Organizational Effectiveness <i>(continued)</i>	<p>03.09.01: <i>Improve customer service and increase customer satisfaction.</i> By 2002, improve the percentage of employees who say the organization treats customer service as an important priority to 65 percent.</p>	<p>03.09.01.00 57% of employees say customer service is an important priority.</p>
	<p>03.10.01: <i>Assist supervisors, managers, team leaders, and employees in identifying critical occupational skills and in acquiring appropriate training to support the BLM mission.</i> By 2003, identify 100% of critical and emerging competencies for the BLM. Thereafter, provide a full range of support services, including training course development, video conferencing, distance learning, and the adaptation of educational products from outside sources.</p>	<p>03.10.01.00 Critical skills are identified for 20% of BLM's job series. BLM has about 140 job series.</p>
	<p>03.11.01: <i>Increase representation within planned and designated occupational series.</i> By 2000, using the revised BLM Affirmative Employment Plan and the Student Career Experience Program, increase employment of minorities, women, and persons with disabilities.</p>	<p>03.11.01.00 Annual workforce composition statistics- (national)</p>

Target Performance	Actual Results	Comments
57%	N/A	New data collection is scheduled for FY 2000 (biennial survey).
20%	62%; equates to 87 job series Exceeded.	BLM's critical skills were identified for 62% of BLM's job series. BLM's National Human Resources Management Center implemented a new automated system that accelerated the identification of skills.
Reported as number of positions in FY 1999.	669 minority women	No targets are set for diversity.
	647 minority men	No targets are set for diversity.
	2,523 white women	No targets are set for diversity.
	5,104 white men	No targets are set for diversity.
	496 persons with disabilities Statistics provided.	No targets are set for diversity.

Appendix 2

FY 2000 Annual Performance Plan At-a-Glance Table

GPRA Program Activity or Mission Goal	Long-Term Goal
01.01 Provide opportunities for environmentally responsible recreation	By FY 2005, 75% of Special Recreation Management Areas physical facilities are in good condition.
	By FY 2005, 90% of recreation users are satisfied with the quality of their recreation experience on the public lands and 81% of recreation users satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas.
01.02 Provide opportunities for environmentally responsible commercial activities	By 2005, complete 80% of actions on existing energy and mineral leases, permits, and claims on the federal lands consistent with established land health standards to minimize future liabilities.
	By 2005, support rural communities in the West and achieve healthy, sustainable rangelands by including provisions in 7,000 grazing authorization renewals consistent with established land health standards.
	By 2005, consistent with established land health standards, annually offer for sale, on a decadal average, 211,000 thousand board feet (MBF) of timber in Western Oregon (Oregon and California Grant Lands) and 32,000 MBF of timber outside the Pacific Northwest (Public Domain).
	By 2005, meet 80% of the demand for rights-of-way and process 95% of lease, permit, and license, and easement actions on the public lands consistent with established land health standards.
	By FY 2005, 60% of customers and stakeholders understand and are satisfied with commercial use authorization procedures on public lands.

FY 2000 Annual Goal	Target Performance	FY 2000 Enacted Funding (\$000's)
In FY 2000, 80% of Special Recreation Management Areas physical facilities are in good or fair condition and 5% of the Recreation Fee Demonstration Project facilities are universally accessible.	80% 5%	78,952
In FY 2000, 93% of recreation users are satisfied with the quality of their recreation experience on the public lands and 84% of recreation users satisfied with the BLM's interpretation and environmental education in Special Recreation Management Areas.	93% 84%	
In FY 2000, complete 93% of actions on existing energy and mineral leases, permits, and claims.	93%	232,096
In FY 2000, issue 3,456 grazing permits or leases consistent with established land health standards.	3,866	
In FY 2000, under the established land health standards, offer 70,000 thousand board feet (MBF) of timber for sale in the Pacific Northwest and 29,000 MBF of timber for sale outside the Pacific Northwest.	70,000 MBF 29,000 MBF	
In FY 2000, complete 4,067 rights-of-way and process 1,182 lease, permit, license, and easement actions on the public lands consistent with established land health standards.	4,067 1,182	
In FY 2000, maintain the Authorization Processing Quality Service Index (AP_QI) for selected commercial applications and permits no more than one (1) percentage points lower than 1995 (customer) and 0 percentage points lower than 1997 (stakeholder) baselines.	1% 0%	

GPRA Program Activity or Mission Goal

Long-Term Goal

01.03 Preserve natural and cultural heritage resources

By FY 2005, cumulatively improve the condition of 1,197 Congressionally or Administratively designated special management areas currently at risk.

By FY 2005, manage the wild horse and burro populations consistent with established land health standards and healthy herds to achieve and maintain a thriving natural ecological balance for 100% of the Herd Management Areas.

By FY 2005, restore and protect 1,100 'at risk' cultural and paleontological treasures on the public lands.

By FY 2005, ensure that collections at 18% of the non federal curatorial facilities housing BLM cultural and paleontological collections are available and accessible to the public through development of partnerships.

By FY 2005, 80% of recreational and educational users are satisfied with BLM's protection of significant historical, cultural, and other heritage resources.

01.04 Reduce threats to public health, safety and property

By 2005, the percentage of administrative facilities structurally maintained in fair or good condition will increase to 95%; dams will increase to 70%; and bridges will increase to 99%. The percentage of facilities in good safety, health, and environmental condition will increase 14% over baseline.

By 2005, assess condition of 100% of BLM-maintained roads to identify public and administrative access needs, maintenance requirements to resolve public safety and environmental concerns, and prospective road closures, and improve roads to 70% in good or fair condition.

By 2005, identify and correct physical safety hazards at 250 abandoned mines and clean up 1,018 hazardous material sites on public lands (cumulative).

By 2005, investigate and take enforcement action on 52% of reported violations of Federal laws and regulations resulting from the urban interface with the public lands and resources.

By 2005, improve public and employee fire safety for the Department of the Interior by implementing 100% of Fire Management Plans, reducing the 10-year average percentage of human-caused fires to 16%, and upgrading 90 fire facilities to approved standards.

FY 2000 Annual Goal	Target Performance	FY 2000 Enacted Funding (\$000's)
In FY 2000, improve the condition of 197 Congressionally or Administratively-designated special management areas currently at risk on the public lands and waters	197	101,305
In FY 2000, reach Appropriate Management Levels (AMLs) on 49 Herd Management Areas, as established through monitoring and planning, through the removal and successful placement of excess wild horses and burros and issue 5,928 titles within six months of eligibility.	49 5,928	
In FY 2000, restore and protect 481 'at risk' cultural and paleontological treasures on the public lands.	481	
In FY 2000, make BLM cultural and paleontological collections available and accessible to the public by developing five (5) partnerships with non-Federal curatorial facilities.	5	
In FY 2000, 82% of recreational and educational users are satisfied with BLM's protection of significant historical, cultural, and other heritage resources.	82%	
In FY 2000, the percentage of administrative facilities maintained in fair or good condition will increase to 87%; dams will increase to 59%; and bridges will increase to 94%. The percentage of facilities in good safety, health, and environmental condition will increase 2% over baseline.	87% 59% 94% Baseline to be established FY 2000	349,454
In FY 2000, assess condition of 3% of BLM-maintained roads to identify access needs, maintenance requirements, and prospective road closures and improve 60% of BLM roads to fair or good condition.	3% 60%	
In FY 2000, identify and correct physical safety hazards at 0 abandoned mines and clean up 135 hazardous materials sites on public lands.	0 135	
In FY 2000, maintain an increase of at least 1% in the number of reported violations resulting in enforcement actions compared to 2000.	1%	
In FY 2000, implement 35% of Fire Management Plans, reduce the 10-year average of human caused fires to 27%, and upgrade 9 fire facilities to approved standards.	35% 27% 9	

GPRA Program Activity or Mission Goal	Long-Term Goal
01.05 Improve land, resource, and title information	By 2005, post on the Internet, 4,260,000 General Land Office conveyance records and survey plats for portions of 30 States to assist title, survey, historical, and genealogical research.
	By 2005, complete 31% of requested boundary surveys, collect 86% of townships with boundaries in a digital format, and integrate 16% with USFS and county data.
01.06 Provide economic and technical assistance	By FY 2005, establish 45 formal agreements with federally recognized tribes in the management of tribal minerals, cadastral survey, and the administration of public lands (through P.L. 93-638 contracts, self governance agreements, cooperative agreements and technical assistance).
	By 2005, complete 80% of actions on existing energy and mineral leases and permits on Indian lands while protecting/enhancing environmental values, meeting increasing demand for clean energy sources and minimizing future liabilities.
	By FY 2005, complete 80% of projected land disposals and land conveyances in support of local community and State economic needs.
02.01 Understand the condition of the Public lands	By 2005, assess the condition of the public lands in 200 sub-basins.
	By 2002, evaluate 100% of BLM's existing land use plans and associated NEPA documents and initiate amendments or revisions as necessary to reflect new information and management strategies.
02.02 Restore at risk and maintain functioning systems	By 2005, implement water quality improvement prescriptions on BLM lands in 20% of watersheds within priority sub-basins that do not meet State/Tribal water quality standards.
	By 2005, achieve an upward trend in the condition of BLM-administered uplands in 50% of watersheds within priority sub-basins.

FY 2000 Annual Goal	Target Performance	FY 2000 Enacted Funding (\$000's)
In FY 2000, post 335,000 additional General Land Office conveyance records and survey plats on the Internet, providing customers with on-line query, image viewing, and ordering of certified documents.	335,000	50,878
In FY 2000, complete 6% of requested boundary surveys to support resource and land transactions, collect 78% of townships with boundaries in digital format, and integrate 7% with county and USFS data.	6% 78% 7%	
In FY 2000, establish 23 formal agreements with federally recognized tribes in the management of tribal minerals, cadastral survey and the administration of public lands.	23	183,920
In FY 2000, complete 95% of actions on existing energy and mineral leases and permits on Indian lands while protecting/enhancing environmental values, and minimizing future liabilities.	95%	
In FY 2000, complete 95,127 acres of projected land disposal and land conveyance actions in support of local community and State economic needs.	95,127	
In FY 2000, assess the condition of public lands in 0 priority sub-basins.	0	
In FY 2000, evaluate 24% of BLM's existing land use plans and associated NEPA documents; develop or update 6 land use plans as necessary to reflect new information; and ensure that 22% of the land use plans contain habitat conservation strategies.	24% 6 22%	148,112
In FY 2000, implement water quality improvement prescriptions on BLM lands in watersheds within priority sub-basins that do not meet State/Tribal water quality standards; remediate 64 abandoned mines; and at 9 orphan well sites, the wells are plugged or the sites are reclaimed.	64 12	
In FY 2000, treat 300,000 acres with wildland fire, prescribed fire, and mechanical fuels treatments to restore natural ecological processes; and treat 199,000 acres to prevent the spread of noxious weeds and undesirable plants.	300,000 199,000	86,686

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This document can be located at the BLM website, www.blm.gov.

