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# IMPLEMENTING THE GOVERNMENT PERFORMANCE AND RESULTS ACT

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The Department of the Interior has taken important strides in the past year toward implementing the Government Performance and Results Act. Interior completed its first GPRA strategic plans in 1997 and prepared its first annual performance plan for 1999. Based on the experience and reviews of these initial GPRA plans, the Department is making a number of improvements to its strategic planning process. In their reviews of the plans, Congress, GAO, and OMB had several suggestions for improvement. The following are some of the changes the Department is making:

- Interior is reducing the number of goals and measures in its GPRA plans.
- Interior is improving the alignment and coordination between its planning, budget, and financial processes.
- Interior is improving the collection, verification, and validation of performance data.

## Revising Strategic Plans

GPRA requires that agencies revise strategic plans at least once every three years. Interior's bureaus have already begun the process of revising strategic plans and refocusing goals. For example, the number of Departmental goals has been reduced from ten to five. Management and means-type goals will be significantly reduced as well. The strategic plans for FWS, BOR, OSM, USGS, and the Departmental overview have been revised this year, and most of the remaining bureaus will revise their plans in 1999. In addition, the Department has developed a consistent format for all of the revised strategic and annual plans. This current cycle of revisions, when complete, will provide a more concise and consistent set of GPRA plans for the Department.

## Annual Performance Plans

Interior's annual performance plans are directly linked to the Department's strategic plan. The annual performance plans include objective, quantifiable, and measurable performance targets to be achieved over the course of the fiscal year. Performance plans also include information about the means, resources, and strategies necessary to accomplish the performance goals.

The 2000 annual performance plan will be presented with the President's budget in February. The Department has developed a consistent format for the annual performance plans that combines bureau budget activities into "GPRA Program Activities." This allows performance to be tracked against dollars at a broad level. A combination of output and outcome performance goals will measure performance.

## Annual Performance Reports

Within six months of the close of each fiscal year, Interior will submit to the President and the Congress a report on program performance for that fiscal year. The first annual performance reports, for fiscal year 1999, will be completed by March 2000. The performance reports will review the Department's success in achieving its goals for the year. If the annual goals have been achieved, assumptions and strategies will be examined to ensure that goals and performance measures still apply. If any performance goals are not met, the bureau will analyze the reasons for not achieving the goals and identify how to meet the goals in the future. If the analysis shows a performance goal to be impractical or infeasible, the performance report will explain why that is the case and what action is recommended.

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## Building Data Capacity

Interior is establishing and verifying baseline data against which 1999 and 2000 accomplishments can be measured. The Department is also building data systems that will provide performance information on a quarterly basis. Interior has completed two pilot projects to test and improve GPRA data collection systems. The first pilot was a baseline project to determine which goals had appropriate baseline data. The second pilot collected quarterly status reports on 1999 annual performance goals to identify data collection issues and problems. The pilots identified data gaps and corrective actions have been initiated.

NPS and BLM have developed promising internal management information systems that link performance information to budget and financial data. The challenge is to develop appropriate systems for the balance of Interior's bureaus and offices. Some of the issues faced in building these systems include a lack of consistent data, a lack of data standards for certain areas, and a lack of easy access to performance information at the field manager level.

## Implementing Performance Management

Interior is taking action in several areas to fully meet the potential of GPRA:

- **Reinforcing GPRA implementation at the field level** - In order for the GPRA performance management system to be fully successful, it should involve field offices and be useful to managers and employees at all levels of the organization. This is particularly true at Interior, which is a highly decentralized, field-based agency. The NPS has been successful in implementing the GPRA process at the field level through park-based planning. During the coming year other Interior bureaus will develop similar strategies.
- **Building accountability for results** - Top-level accountability is a key element in managing for performance. Interior is linking managerial performance to GPRA-related mission outcomes as part of Senior Executive Service performance agreements. Over the coming year Interior will use performance data to build accountability and identify issues requiring management attention.
- **Relating GPRA goals to financial statements** - Interior's planning and financial offices are developing a framework to integrate GPRA performance measures with financial reports. This approach will be tested in preparation of the Department's 1998 Annual Accountability Report.

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## Departmental Goal 1: Protect the Environment and Preserve Our Nation's Natural and Cultural Resources

The Department is continuing the concept of watershed scale restoration and proposing budgetary resources for the south Florida ecosystem (\$151.5 million, an increase of \$7.4 million over 1999), the California Bay-Delta Ecosystem (\$95.0 million, an increase of \$20.0 million), and the Pacific Northwest Forest Plan (2000 funding at the 1999 level of \$68.1 million). In 2000, the Department is proposing three crosscutting, special focus natural resource initiatives. An increase of \$8.1 million is required to better understand the causes and implications of the alarming decline in amphibian populations. As co-chair of the U.S. Coral Reefs Task Force, Secretary Babbitt is requesting \$7.2 million in 2000 to support surveys

and research on the decline of coral reefs. Tundra to Tropics, the third initiative, promotes conservation of rare and fragile ecosystems in Hawaii and Alaska, and is proposed to be funded at \$4.9 million. The 2000 budget also includes a significant increase of \$25.3 million in the OSM Abandoned Mine Lands program for more aggressive reclamation of abandoned mine sites and to expand the Appalachian Clean Streams Initiative.

Continuing the efforts to preserve America's cultural resources for future generations, the Department is requesting more than \$80.5 million for Historic Preservation in 2000, an increase of \$8.1 million over 1999.

Bureau	Long-Term Goal	Annual Performance Goal
NPS	Federal land acquisitions in Everglades and Biscayne National Parks and Big Cypress National Preserve will be completed on a schedule consistent with the hydrologic restoration of those areas.	In 2000, NPS will acquire or extend offers on over 20,000 acres in Everglades & Biscayne National Parks and Big Cypress National Preserve.
OSM	By 2002, the Surface Mining Program will reclaim approximately 40,000 acres over the 1997 baseline.	In 2000, the Surface Mining Program will reclaim approximately 9,235 acres.
NPS	By Sept. 30, 2002, 50 percent of historic structures on the List of Classified Structures are in good condition.	By September 30, 2000, of the 23,000 structures on the List of Classified Structures, 11,400 (49.5 percent) are in good condition.

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## Departmental Goal 2: Provide Recreation for America

In 2000, the Department is requesting \$579.0 million for the President's Lands Legacy Initiative. This includes \$295.0 million, an increase of \$84.5 million over 1999, to consolidate Federal land holdings and add new lands for parks, refuges, and public lands. Many of these lands will provide diverse recreation opportunities for an estimated 379 million visitors. Of the Lands Legacy total, \$284.0 million is for grants to States and local communities, lands for open space, recre-

ation, urban park lands, protection of natural resources, and habitats for wildlife.

As part of the Safe Visits to Public Lands initiative, the Department requests \$910.1 million in 2000, an increase of \$51.2 million. The Department continues this initiative from 1999 with a five year plan to fund facilities maintenance and construction addressing the backlog of work needed to repair and preserve our Nation's infrastructure.

Bureau	Long-Term Goal	Annual Performance Goal
NPS	By September 2002, 65 percent of park visitors understand and appreciate the significance of the parks they visit.	By September 30, 2000, over 60 percent of park visitors understand and appreciate the significance of the park they are visiting.
BLM	By 2002, satisfy 82 percent of users with the conditions of recreation areas.	In 2000, 81 percent of users are satisfied with the condition of BLM recreation areas.
FWS	By 2003, interpretive, educational, and recreational visits to National Wildlife Refuges & National Fish Hatcheries have increased by 15 percent.	By September 30, 2000, interpretive, educational and recreational visits to National Wildlife Refuges and National Fish Hatcheries have increased by two percent annually (cumulative).

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### **Departmental Goal 3: Manage Natural Resources for a Healthy Environment and a Strong Economy**

Since 1982, the MMS has collected more than \$100 billion in mineral production revenues on Federal lands. The 2000 budget request includes an increase of \$10.0 million for a Royalty Management Program reengineering initiative to ensure continued accurate accounting and collections of revenues by MMS. The 2000 request for OSM includes \$94.7 million to continue its regulation of surface coal mining operations through States,

Tribes, and direct regulation. The request also includes \$211.2 million, an increase of \$25.7 million, for the restoration of lands from past mining that need to be reclaimed. For BLM, an additional \$26.4 million is requested for operating program management of mineral and oil and gas leasing, the sale of timber resources, and the management of rangelands. The increase includes \$3.5 million for reduction of invasive weeds.

<b>Bureau</b>	<b>Long-Term Goal</b>	<b>Annual Performance Goal</b>
MMS	By 2002, show an increase in annual OCS production above the 1996 level of 429 million barrels of oil, 5.0 trillion feet of gas, no less than 2.1 million long tons of sulphur.	By September 30, 2000, increase OCS production to: 601 million barrels of oil, no less than 4.9 trillion feet of gas, no less than 2.1 million long tons of sulphur.
BLM	By 2002, incorporate comprehensive land health standards into all new commercial authorizations.	By September 30, 2000, 100 percent of NEPA documents for new commercial authorizations address achievement of land health standards, where standards have been adopted.
BLM	By 2001, revise regulations to require adequate financial assurances for current and future commercial activities.	By September 2000, 83 percent of regulations are reviewed for adequacy of bonds or other financial assurances, and needed revisions are initiated to protect the public's financial interests.
BOR	By the end of 2002, all Reclamation accepted recommended improvements in the Reclamation security assessment reports will be completed.	In 2000, implement 33 percent of the Reclamation-approved security improvements on Reclamation dams and facilities that were assessed from 1997 through 1999.

## Departmental Goal 4: Provide Science for a Changing World

Scientific information is essential to support decisions made by the Department and other Federal agencies, States, and local governments on complex and critical natural resource issues the Nation faces. In 2000 the request for USGS is \$838.5 million, including \$30.0 million in new and base funding to support the most pressing science needs of the Department's land management bureaus. The request also includes an increase of \$3.5 million for integrated science in specific ecosystems of concern to develop a better understanding of stresses that are threatening sustainability and biodiversity of these key areas; \$5.6 million to implement an aggressive program of amphibian

monitoring and research to determine scope, severity, and causes of amphibian population declines, and \$10.0 million to expand the National Spatial Data Infrastructure through the Community/Federal Information Partnership (C/FIP). The C/FIP proposal includes \$5.0 million in community grants and will assist communities in improved land use planning and contributes to the Administration's Livable Communities Initiative. Other highlights of the USGS request include \$5.5 million for real time hazards warnings and \$8.0 million for the Disaster Information Network to expand natural disaster detection, warning, mitigation, and response capabilities.

Bureau	Long-Term Goal	Annual Performance Goal
USGS	Ensure the continued transfer of hazards-related data, risk assessments, and disaster scenarios needed by our customers before, during, and after natural disasters. By 2005, increase the delivery of real-time hazards information by adding telemetry to 300 streamgages (thus reducing the time it takes to provide flood information at that site from 6-8 weeks to 4 hours) and installing 140 improved earthquake sensors (thus reducing delivery time of information on potential damaging earthquakes from 40 to 20 minutes) to minimize the loss of life and property.	By September 2000, increase by 325 the streamgages sites with streamgages with real time capability; increase by 195 improved earthquake sensors.
USGS	Ensure the continued availability of long-term environmental and natural resources information and systematic analyses and investigations needed by customers, and by 2005, develop 20 new decision support systems and predictive tools for informed decision-making about natural systems.	By September 30, 2000: <ul style="list-style-type: none"> <li>• maintain 32 long-term data collection / data management in partnership with others;</li> <li>• deliver 1,016 new systematic analyses and investigations for our customers;</li> <li>• improve and develop five new decision support systems and predictive tools for decision-making; and,</li> <li>• collaborate with university partners to understand natural systems and facilitate sound management practices through 245 external grants and contracts.</li> </ul>
BOR	Develop new information and technologies that respond to and anticipate mission-related needs and provide for innovative management, development, restoration, and protection of water-related resources.	In 2000, develop, test, demonstrate, and publish the results of 56 research projects on water resources, environmental resources, facilities, and infrastructure through Reclamation-wide partnerships and with other Federal and non-Federal entities.

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## Departmental Goal 5: Meet Responsibilities to American Indians

The Federal Government is responsible for managing 56 million acres of trust lands and providing services to 1.26 million American Indians and Alaska Natives. The 2000 budget requests \$100.0 million for OST, which will provide \$65.3 million for continued implementation of the Trust Management Improvement Project for trust reform activities of OST, BIA, and the Office of Hearings and Appeals to manage Indian trust funds.

The 2000 request for BIA is \$1.9 billion, an increase of \$150.6 million over 1999. The Administration's national goals for education include educating 53,000 American Indian children at 185 BIA schools. Many of these schools are in need of replacement or repair to restore a safe and healthy place to learn. As part of a long-term goal to address the backlog of repairs to Indian schools, the 2000 request asks for \$108.4 for school construction.

Bureau	Long-Term Goal	Annual Performance Goal
BIA	By 2003, BIA will improve law enforcement service on Indian lands and preserve public safety for citizens of Indian Country by changing existing law enforcement structures, increasing the clearance rate of criminal investigations identifying offenders, and increasing the number of qualified/certifiable law enforcement personnel in accordance with minimum training standards.	In 2000, BIA will reduce the Indian crime rate to 33 percent by focusing on core law enforcement issues.
BIA	By 2003, Bureau-funded elementary and secondary schools will decrease the student dropout rate, increase student attendance and academic performance, increase availability of native language programs, increase accreditation rates, and provide for the safety and well-being of students.	In 2000, the BIA will increase student attendance to 94 percent.
OST	By September 30, 2001, ensure that 100 percent of trust resource Tribes have access to trust asset information to promote increased tribal management and control of trust assets.	By September 30, 2000, ensure that 90 percent of Tribes have access to trust asset information.