

Strategic Goal 6: Manage for Excellence and Accountability

Management excellence lies at the heart of fulfilling our mission and meeting our strategic mission goals. It is the glue that binds our program efforts and the catalyst that accelerates them.

The management challenges for Interior are the same challenges that face all public servants: how can we meet the public's increasing expectations within a context of constrained resources, and how can we coordinate the efforts of thousands of employees working across an entire continent? Only a steady stream of innovation will produce the required increases in our efficiency and effectiveness to keep our performance results high. Our success depends on our ability to find more effective means of leveraging and coordinating available resources, and the continuous introduction and evaluation of process and technology improvements.

The President's Management Agenda (PMA) guides our course. Released by the Office of Management and Budget (OMB) in August 2001, it targets five mutually reinforcing management initiatives, each addressing clear opportunities for improvement: Strategic Management of Human Capital, Improved Financial Performance, Expanded Electronic Government, Budget and Performance Integration, and Competitive Sourcing.

Management practices inside the Department reflect the same values that drive our mission efforts. Cooperation, consultation, and communication provide a vision for working together. The Secretary's four key business principles—customer value, accountability, integration, and modernization—are our guide.

These values formed the basis for the September 2002 report detailing the Department's goal of ***Citizen-Centered Governance: Customer Value through Accountability, Modernization, and Integration***. The report describes the critical linkages between the Department's management agenda, the PMA, and the Secretary's 4 Cs. Designed to complement the Department's strategic plan, Citizen-Centered Governance fosters an integrated approach to mission performance with improved program and service delivery, new technology behind new pro-

cesses, and standards of accountability that extend across the Department.

By focusing on the PMA and the Secretary’s vision and management principles, the Department’s integrated strategy will improve performance and reduce inefficiency and duplication, giving us the support we need to continue to improve mission performance.

Performance Results

The Department of the Interior measures its performance in managing for excellence and accountability against five long-term goals:

- Lead People to Succeed
- Use Information Technology to Better Manage Resources and Serve the Public
- Ensure Financial and Managerial Accountability
- Provide Safe and High Quality Places of Work
- Ensure Efficient and Effective Business Practices

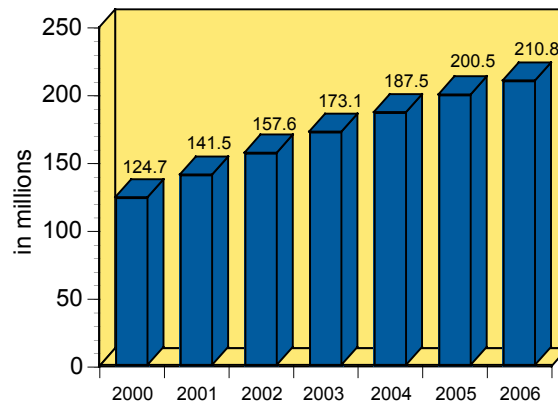
Our effectiveness as managers depends on our having the right people in the right place at the right time. Consistent with the PMA goal of improving the strengths of our employee base, Interior has identified actions that will enable us to build, sustain, and effectively deploy the skilled, knowledgeable, diverse, and high-performing workforce we will need to move forward.

The Department continues to address the challenge of improving the diversity of its workforce. Our goal was to increase workforce diversity workforce to 4.1 percent in FY 2003, up from a 1.4 percent level in 1999. Instead, we reached 3.35 percent. The decrease is attributed to separations, which offset the increase in the number of new hires.

The next five years will see significant challenges for Interior’s workforce. Some 20 percent of Interior’s employees are eligible to retire by FY 2008, taking with them significant institutional and disciplinary expertise. Data collected over the past 18 years substantiate that while the number of employees and funding resources have become more and more

FIGURE 23

Internet Users in the United States



constrained over the years, Interior is challenged to provide increased levels of service to increasingly technology-savvy citizens and partners who expect more and want more now. For example, Internet and digital technologies have revolutionized the way Interior interacts with the public, but as these capabilities expand (*Figure 23*), so too do expectations for Interior. Along with the right technological and physical infrastructure, Interior needs employees with the right skills and abilities to meet these growing expectations.

The Department’s Strategic Human Capital Management Plan, presented to OMB in September 2002, presents a framework for addressing those challenges. Along with its accompanying Implementation Plan, introduced in December 2002, it offers a roadmap for human capital management decisions across the entire Department.

The Human Capital Plan calls for the development and implementation of a five-year workforce plan for each Interior bureau and office. These five-year plans will serve as the foundation for an Interior-wide workforce planning implementation effort.

Interior met its targeted annual performance goal of completing a Departmental five-year Workforce Plan overview in FY 2003. This plan identifies the resources, workforce competencies, and human capital programs needed to accomplish Interior’s mission over the next five years. It also identifies gaps in critical Interior occupations, including fire management, Indian trust management, law

enforcement, facilities management, and financial management. The plan overview summarizes the recruitment, certification, and training approaches that will be used to reduce these crucial gaps.

Restructuring and workforce improvements are already underway in three occupational gap areas, including fire management, law enforcement, and Indian trust management. Interior also achieved two other related FY 2003 annual goals by developing policy and standards for one new Departmental Alternative Dispute Resolution training program, as well as continuing seven existing training programs.

As Interior strives to meet the needs of those we serve, we continue to focus on meeting common process challenges. By reducing our business costs and leveraging resources, we can enhance our capacity for accomplishing program goals, particularly when innovations are spread from bureau to bureau as shared best practices.

Many best practices have resulted from efforts to increase access to our data and services by using Information Technology (IT). Interior has a long record of E-government accomplishment, building strong connections with its partners and the public through such innovative web initiatives as Geospatial One-Stop, Recreation One-Stop, and Volunteer.gov/gov. These accomplishments are just a prologue, however, to the Department's ambitious plans for the years ahead.

Current efforts are focused on a Department E-government strategic plan that will serve as a roadmap for navigating our numerous information highway opportunities. In FY

Improving Citizen-Centered Service through E-Government

USASERVICES

Scientists, researchers, public affairs officers, customer service center staff, and public inquiries staff spend thousands of hours each year responding to citizen inquiries regarding the various services and programs of the Department of the Interior and its bureaus. With current staff resource and funding constraints, Interior and other agencies have found it increasingly challenging to respond to large volumes of citizen questions in a timely manner. But there may now be help to stretch agency resources through an electronic government project led by the General Services Administration (GSA).

Between July 1 and September 30, 2003, Interior partnered with the GSA to pilot USA Services—one of the Office of Management and Budget's (OMB's) electronic government projects aimed at providing Federal agencies with a resource to assist them in responding to citizen inquiries. USA Services also provides citizens with a one-stop point of contact for obtaining information from and about Federal agencies.

USA Services is multi-channel in nature, meaning that it will interact with agencies and citizens using a wide variety of communication media, including fax, e-mail, telephone, and postal mail. It is being built on the foundation of three successful information providers, each of which has been providing comprehensive access to Federal information and services within its particular medium for several years: FirstGov.gov (for Web services); the National Contact Center at 1-800-FED-INFO (for telephone and e-mail services); and the Federal Citizen Information Center in Pueblo, Colorado (for publications).

Two bureaus within Interior, the U.S. Fish and Wildlife Service (FWS) and the Office of Surface Mining (OSM), worked with GSA in a pilot project to direct telephone and e-mail inquiries to USA Services for response on behalf of the two bureaus. USA Services agents answer these phone calls and e-mails as if they are FWS and OSM employees, making the effort transparent to citizens. FWS and OSM employees, in turn, work closely with USA Services agents to ensure that citizen inquiries are addressed accurately, courteously, and in a timely manner.

Between July 1 and September 30, 2003, USA Services handled almost 27,000 citizen inquiries on behalf of the Department of the Interior. More than 26,000 of these were on behalf of the FWS. About 60 percent of these citizen questions were addressed using Interactive Voice Response technology or phone-tree systems. More than 9,000 were "live assistance" calls, meaning that USA Services agents spoke to citizens directly, spending an average of 4 minutes per call. The "live assistance" service translates into about 600 hours or fifteen 40-hour work-weeks' worth of time, that FWS and OSM employees did not need to spend on citizen inquiries. This enabled FWS and OSM employees to spend more time researching complex citizen inquiries and improving service. Citizens were pleased because they had their inquiries addressed accurately and quickly through USA Services. Interior has been pleased with the service provided thus far and is exploring future applications of USA Services across the Department.

2003, Interior met its annual performance goal of expanding on-line procurement by including the use of the Central Contractor Registration—an existing on-line database—as Interior’s single validated source of data on vendors who conduct business with the government.

As part of its E-government and enterprise architecture strategies, Interior also implemented a Departmental IT security plan, another performance goal for FY 2003, augmenting this with an IT Security Scorecard that provides the Department’s management team with performance measures to continually improve its security posture. The IT Security Scorecard tracks bureau and office achievements in IT security programs. The scorecard is published monthly and contains nine major performance elements that are derived from reportable elements of the Federal Information Security Management Act (FISMA) and activities deemed a priority by DOI. The Department exceeded its goal of a “C” or 70 percent ranking on the IT Scorecard with a 75 percent ranking in FY 2003, a noteworthy 31-point improvement from the original ranking of 44 in May 2003, when monitoring commenced.

As a function of its IT program, Reclamation supports mission-related activities and facilities, several of which have been identified as components of the national critical infrastructure. Recognizing the importance of its role as a provider of water and power resources, Reclamation set performance goals focused on improving the security of its supporting IT infrastructure. Towards this end, Reclamation improved its perimeter security by decreasing the number of IT systems directly addressable from the Internet to less than 5 percent of the total number of systems.

The Department’s ability to produce accurate and timely financial information has been a good news/bad news story for many years. The good news is that Interior has received an unqualified or “clean” opinion on its consolidated financial statements for the past seven years, consistently achieving its annual goals. The bad news is how labor intensive producing those statements has been. Interior’s goals for improving its financial performance include replacing outdated technology and linking

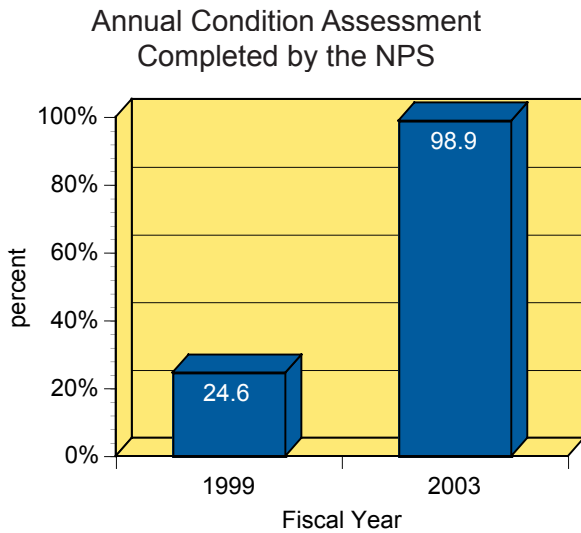
other critical transaction systems and budget formulation systems with its core financial systems.

New capital planning processes are providing the framework for evaluating and managing more than \$1 billion in annual investments in facilities and IT assets and services. In FY 2003, the Department put into place a structure for reviewing bureau and Department capital and IT investments, including the establishment of an executive council that reviews and approves individual projects, promoting greater alignment with the President’s Management Agenda and Secretarial priorities. In FY 2003, Interior worked to complete 95 percent of its repair and construction projects funded at the beginning of FY 2000, and to complete initial environmental audits of 80 percent of all internal facilities. Final results of these efforts will be published in the Supplemental Report in the third quarter of FY 2004.

The National Park Service (NPS) met its performance target for environmental compliance audits of 100 percent of park units, but estimates that only 10 percent of concession operations (against a target of 11 percent) have been audited for environmental compliance in FY 2003. It exceeded its target for implementing regulatory recommendations arising from environmental audits with 54 percent of park units (against a target of 50) and estimates it will meet its target of 5 percent of concessions having implemented regulatory recommendations, resulting in more sustainable planning and operations. Annual condition assessments were conducted for 98.9 percent (381) of NPS park units, meeting its performance target in FY 2003 (*Figure 24*). Interior’s Bureau of Reclamation conducted 155 management reviews and implemented 74 percent of the corrective actions identified to improve the quality of its recreation areas, against an FY 2003 target of 157 reviews and 65 percent corrective actions.

In FY 2003, Interior further improved its financial performance by estimating that it implemented 100 percent of OIG and GAO audit recommendations in a timely manner, exceeding the target of 80 percent. These recommendations helped the Department correct its material weaknesses; Interior completed 100 percent of its corrective plans for these material weaknesses, against a goal of 80 per-

FIGURE 24



cent. Interior also estimates a reduction in erroneous payments in FY 2003 by maintaining adequate controls over Federal assistance payment processes. Erroneous payments were kept below 0.6 percent at .058 percent.

One best practice approach widely used by agencies across the Federal government to improve our service and provide value is competitive sourcing. Competitive Sourcing is about harnessing the best that government or the private sector has to offer to improve service delivery for our customers by opening up commercial-type functions to competition. It gives managers a mechanism to choose whatever internal or external supplier will produce the best result for the public.

Launched in 2001, the Department’s ongoing competitive sourcing initiative is facilitated by our Center for Competitive Sourcing Excellence. Our one-stop center includes staff expertise in such disciplines as human resource planning, budgeting, and acquisition and program management—professionals whose skills are available to help bureaus with such challenges as commercial activity inventory preparation, activity selection, cost analysis and comparison, and performance-based work statements.

In FY 2003, Interior completed competitive reviews of 2,575 FTEs. These studies were performed in a

The National Park Service: A Best Practice in Competitive Sourcing

A competitive sourcing team at the National Park Service’s Southeastern Archeological Center in Tallahassee, Florida, tested the new Streamlined Competition with a Most Efficient Organization (MEO) developed by the Department of the Interior and adopted by the OMB. The team of 45 archeologists was the winner of the competition. The in-house team reorganized itself into an MEO and eliminated 17 full-time equivalent positions. The elimination trimmed \$850,000 per year in annual personnel costs from the NPS program. Over the next five years, the NPS will save \$4.2 million as a result of the competitive sourcing study. The savings, in accordance with the Secretary of the Interior’s policy, will be retained by the NPS to enhance mission delivery. Not one permanent employee lost his or her job as a result of the competitive sourcing study. The results of this study represent the largest cost savings realized by the Department of the Interior in implementing the President’s Management Agenda goal area for competitive sourcing.

In another NPS example, also in Florida, NPS held an Express Review competition of four full-time equivalent Federal employee lifeguards. The winning contractor hired the Department’s former temporary and seasonal employees. These employees report they are now working more hours for the contractor, who has a large number of contracts for providing lifeguard services, than they did previously with the Department.

manner that was sensitive to the concerns that employees have about competitive sourcing. Interior’s competitive sourcing activities provide the most flexibility and opportunity for employees to compete for their jobs. Furthermore, Interior management has made the commitment that the Department will take every reasonable action to ensure that any employee whose job may be lost through competitive sourcing will be provided appropriate alternative work opportunities. As of October 1, 2003, not a single permanent employee has been involuntarily separated from the Department. Estimated savings for Interior are \$2.4 million annually, at a one-time cost of \$2.1 million.

Looking Forward

Continued performance improvement depends on continued management innovation. To meet our growing mission challenges, we will need to continue to upgrade our processes, developing teams, tactics, and tools to attack the Department's maintenance management issues while cutting cycle time, reducing friction, and improving communication with resource users. At the same time we will work to spread best practices Department-wide, driven by the mandates of the PMA.

Continued human capital success will require thoughtful succession planning and strategic use of partnerships, contractors, and volunteers. Our focus will be on finding new ways of recruiting and training our people; providing employees with new technology; building on our considerable E-government capability while developing security, consistency, efficiency and integration across bureau lines, and giving our employees new ways of working together and with other partners through shared best practices.

The Department's new E-Gov Strategic Plan is being designed to support Interior's overall strategic mission and management goals. It aligns IT with the Department's major mission delivery areas—resource protection, resource use, recreation, and serving communities. It helps improve management support to enhance strategic human performance, financial management, physical asset management, performance measurement and decision-making, and information management and workflow. Its goals, enabling strategies, and

Asset Management and the President's Commitment to Reduce the Maintenance Backlog at National Parks



Both the Secretary of the Interior and the President are committed to providing funding and initiating management reforms and performance measurement tools to enable the National Park Service (NPS) to address maintenance backlog challenges, thereby ensuring the preservation of our natural and cultural heritage for the enjoyment of millions of Americans today and into the future.

The NPS has identified several key construction projects for attention in FY 2004. These include:

- Replacing a failing wastewater treatment facility at Wind Cave National Park;
- Reconstructing historic stone guard walls along the Blue Ridge Parkway;
- Replacing and expanding the Sunset Point restroom and renovating a picnic facility at Bryce Canyon National Park;
- Installing safety rails and repairing walkways on George's Island at Boston Harbor Islands National Recreation Area; and
- Preserving and protecting Meridian Hill Park in Rock Creek Park.

Emphasis on management reforms and performance measures, featuring a state-of-the-art software system, is helping the NPS refine budget estimates for its maintenance and construction projects based on the actual condition of the facilities. The NPS has accelerated its efforts to conduct facility condition assessments at all park units to provide, for the first time ever, a comprehensive inventory of maintenance needs. Annual condition assessments were completed for all but four of the larger parks in FY 2003.

performance measures are tied to IT privacy and security, technical infrastructure, and governance and program management. Enterprise architecture is the integral component, promoting inter-bureau cooperation and improving data-sharing capabilities across business lines.

In each of these management initiatives, as in each of our program projects, we are moving away from a bureau-centric approach toward a more coordinated and integrated Department that shares a common culture, challenges, and goals. We can and will develop this enterprise culture without

losing the traditions and identity of the individual bureaus.

Our new strategic plan is the keystone of that ongoing integration, and a significant document in its own right.

Unlike all previous planning and reporting documents, the Department's new strategic plan works as a single integrated whole encompassing the broad range of departmental missions, programs, and organizations. At the same time, it connects our larger goals with each day's ground-level work, whether that work is rehabilitating a wetland clogged with the invasive plant purple loosestrife, improving a visitor center at a national park, monitoring the rehabilitation of a played-out mine, or adding real-time capability to a flood warning system. It gives us a better way to gauge our successes and failures, a new link between budget and performance, and the rudder that will help us steer our course into the future.

Although Departmental planning now centers on high-level outcome-oriented goals and performance measures, performance information will be tracked and evaluated at various levels within the organization. Because the plan sets targets at every level, it gives us numerical measures by which we can judge what we've accomplished, whether we want to evaluate individual, program, bureau, or Department-wide activities.

The gain will be significant. Linking key programs and outcomes of individual efforts, programs, and bureaus reinforces the Department's unity and its stewardship of critical resources, especially important in light of increasing population pressures, growing public demand, and accelerating changes in science and technology. It gives us a set of consistent goals with a common agenda. It gives us the means to increase our focus on performance results, helps make our managers more accountable, and creates a springboard for communication, collaboration, and coordination in the interest of conservation.

We believe adoption of our FY 2003-2008 Strategic Plan marks a significant step forward in the Department's ongoing efforts to improve its reporting

Green Cleaners Close the Circle

In 2003, the Department of the Interior received a "Closing the Circle" Award from the White House. This award recognizes efforts made by Federal agencies to use environmentally sound practices and technologies in carrying out their missions. Interior's award hailed our promotion of environmentally preferable cleaners in Federal buildings. Four years ago, building managers at the Department's Main Interior Building in Washington, DC, were the first in the Federal government to incorporate green-cleaning performance objectives in a solicitation and contract for new custodial services. Interior managers defined criteria containing major attributes of environmentally preferable cleaners. Interior shared its contract language with several other Federal agencies, including the U.S. Coast Guard, the Social Security Administration, the Environmental Protection Agency, and the Department of Agriculture, as well as defense agencies (where the language was used in all new cleaning contracts at the Pentagon). Interior partnered with the National Industries for the Blind and National Institutes for Safety and Health (NISH) to educate companies with large percentages of disabled employees about the advantages of green cleaners. Based on its satisfaction with green cleaning products used within the Interior building, Chimes, Inc., a NISH-affiliated community work program, converted all of its janitorial cleaning sites (over 20 million square feet of Federal office space) to environmentally preferable cleaners during 2001 and 2002. This action resulted in improvements to indoor air quality for as many as 90,000 Federal employees in the Washington, DC area, and has created a safer workplace for 1,300 Chimes employees, no fewer than 75 percent of which have mental or other disabilities.

performance under the Government Performance and Results Act as well. Our new system and measures will make our reporting more transparent, more exact, and easier to evaluate. In addition, the Department's direction will be guided by an ongoing series of OMB assessments of the effectiveness of agency programs. Each year, about 20 percent of the programs covered under an agency's budget will be evaluated using the OMB Program Assessment Rating Tool (PART).

The pressures on our resources have never been greater, and they will continue to grow in the years ahead. Our response must be a relentless focus on their efficient and careful use and management. Only by effectively measuring the results we achieve—and connecting them to budgets, spend-

ing, and human capital development—can we adjust the tactics and strategy we use to meet our goal of mission excellence, and deliver the best possible performance for the American people.

Performance and Costs at a Glance

Tables 12 and 13 summarize FY 2003 performance and cost data for Strategic Goal 6.

The Department established 47 performance measures for Strategic Goal 6. Of the 47 performance measures, the Department achieved or exceeded the goals for 33 measures (70%), did not meet the goals for 11 measures (23%), and is unable to report performance information on 3 measures (6.4%) because data was not available.

The Department has established aggressive goals in pursuit of its quest for management excellence and accountability. A number of performance measures that were not achieved relate to Interior offices that have established the most aggressive management improvement agendas.

The cost of management activities are not reported separately. Instead the Department includes these costs in other GPRA program activities or allocates the costs to the activities.

The Department manages a number of working capital funds that operate on a reimbursable basis. These funds are required by law to cover the costs of operation. In FY 2003, the cost of operations for these funds totaled approximately \$2 billion. This cost includes the Interior Franchise Fund, which administers the Government Works Acquisition Services and the U.S. Films and Video Productions (\$1.12 billion in cost), and Department Offices Federal Services (\$1.47 million in cost). GPRA performance measures have not been established for these operations.

More detailed information concerning performance results is available in Part 3, Performance Section.

TABLE 12

Strategic Goal 6 FY 2003 Performance Measure Scorecard						
GPRA Program Activity	Number of Measures	Exceeded Goal	Met Goal	Did Not Meet Goal	No Report	Percent Exceeding or Meeting Goal
Advance Reclamation's Organizational Effectiveness	6	2	1	3	0	50%
Ensure NPS Organizational Effectiveness	17	3	10	2	2	76%
Lead People to Succeed	4	0	3	1	0	75%
Use Information Technology to Better Manage Resources and Serve the Public	4	0	3	1	0	75%
Ensure Financial and Managerial Accountability	10	1	6	3	0	70%
Provide Safe and High Quality Places to Work	2	1	0	0	1	50%
Ensure Efficient and Effective Business Practices	4	0	3	1	0	75%
TOTAL	47	7	26	11	3	70%

TABLE 13

Strategic Goal 6 Costs (in millions)		
GPRA Program Activity	FY 2003	FY 2002
Advance Reclamation's Organizational Effectiveness	*	*
Ensure NPS Organizational Effectiveness	*	*
Lead People to Succeed	*	*
Use Information Technology to Better Manage Resources and Serve the Public	*	*
Ensure Financial and Managerial Accountability	*	*
Provide Safe and High Quality Places to Work	*	*
Ensure Efficient and Effective Business Practices	*	*
Shared Services **	\$2,866	\$1,630
Cost of Other Programs **	228	218
Total Gross Cost Prior to Eliminations	3,094	1,848
Less: Elimination of Intra-Department Activity	(1,483)	(1,056)
Total Gross Cost After Eliminations	\$1,611	\$792

Note - The Reimbursable Activity and Other category in the Consolidated Statement of Net Cost correlates to Goal 6.

* Costs not separately identified for this GPRA Program Activity.

** No GPRA measures are included in the GPRA Annual Plan.

