

Department of the Interior

Strategic Human Capital Plan Implementation and Workforce Planning Report

September 30, 2003



TABLE OF CONTENTS

INTRODUCTION	1
DOI MISSION	2
PART 1 – STRATEGIC HUMAN CAPITAL PLAN IMPLEMENTATION	3
Trends and Programmatic Challenges	3
Increased Urbanization	3
Aging Infrastructure.....	6
Information Technology (IT) and Business Acumen	10
Programmatic Challenges	19
Indian Trust Management.....	19
Wildland Fire Management	21
Law Enforcement and Security.....	23
PART II – WORKFORCE PLANS	27
Bureau Workforce Plan Highlights	30
Revitalizing Program Delivery – <i>US Geological Survey</i>	30
Enhancing Capacity and Improving Service – <i>Office of Special Trustee</i>	31
Improving Customer Focus and Service – <i>Minerals Management Service</i>	31
Advancing Partnerships and Building Capacity – <i>National Park Service</i>	32
Rebuilding Proficiency – <i>Bureau of Indian Affairs</i>	34
Engaging the Entire Organization – <i>U.S. Fish and Wildlife Service</i>	35
Renewing the Organization – <i>Bureau of Land Management</i>	36
Responding to Emerging Challenges – <i>Bureau of Reclamation</i>	37
Setting a New Direction – <i>Office of Surface Mining</i>	38
Quality Service and Innovative Solutions – <i>National Business Center</i>	39
Next Steps and Conclusion	44

INTRODUCTION

This report describes two areas of achievement in the Department of the Interior's (DOI) management of its most vital asset: the people who comprise its dedicated and talented workforce. Through our human capital planning process, we are ensuring that the Nation's leading conservation agency will have the talent, skills, and competencies it needs over the next several years to meet its emerging challenges.

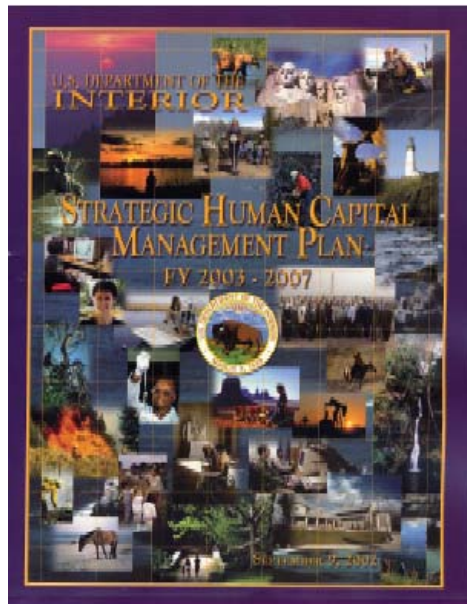
Part I of the report summarizes the wide array of actions we have taken across the Department over the last year to meet a number of major, Department-wide challenges.

Part II of the report highlights the results of the Department's first comprehensive workforce planning effort conducted by all eight Interior bureaus using a unified framework.

The challenges described in Part I of the report were first identified last September in the DOI *Strategic Human Capital Management Plan – FY 2003-2007*. The Plan, produced through a collaborative process involving employees and managers from across the Department, provided an effective insight into the mission critical human capital issues we face as an organization and the strategic initiatives needed to overcome them. The Plan endorsed three major solutions: 1) integrating the Department and its constituent bureaus to enhance consistent, cost-effective service delivery across complementary missions; 2) building better management capacity; and 3) expanding our partnership and collaboration activities to leverage resources and reduce conflict.

The Plan also recognized the need to address a number of critical workforce issues specific to the reform and restructuring of three major programs: Indian trust management, law enforcement and security, and wildland fire management. In addition, the Plan identified rapidly emerging needs for enhanced organization competency in information technology, financial management, and collaboration. Part I of this report identifies the substantial achievements that have been made in all of these areas over the last twelve months.

Our bureau-based workforce planning effort, the first in the Department's history, is described in Part II. Working under the guidance of the Department's Management Initiatives Team, bureaus developed plans to respond to our overarching challenges as they relate to their specific programs and other unique, mission-based workforce requirements found to varying degrees in all eight of our bureaus. The challenges and solutions presented in these plans range from succession planning for key leadership positions to the training and development of engineers who operate hydroelectric dams and irrigation facilities.



Taken together, our human capital planning provides a rich tapestry of approaches to strengthen and enhance our workforce. Our efforts are also a vital and continuing response to the President's Management Agenda. Most importantly, they provide the essential catalyst to achieve the transformation of organization needed for effective, responsive service to the Nation for years to come.

DOI MISSION

Partnering with States, Tribes, local communities, and citizens, the Department of the Interior delivers a suite of services that promote resource protection, ensure access to resources on the Nation's public lands, provide opportunities for recreation, and honor the Trust responsibilities or special commitments to American Indians, Alaska natives, and island communities. These services contribute to economic vitality, energy needs, natural and cultural resource protection, quality of life for Americans and foreign visitors, and the well-being of Tribal and other communities. Partnerships, science, and effective management underpin all of the Department's efforts to fulfill its mission.

The Department's Strategic Plan for 2004 to 2008 emphasizes results. It represents the Department's

first-ever overarching strategic plan. It replaces nine distinct bureau plans and establishes an integrated approach to the Department's diverse activities, guiding program implementation, management reform and budget formulation. Finalized in September 2003, it organizes our goals and Department-level performance measures into four mission areas, with bureau inputs, outputs, and actions linked to these measures. The plan's structure focuses on end outcomes, high-priority intermediate outcomes, strategies to achieve these outcomes, and measures that will verify progress toward outcome achievement. The plan has been constructed to broadly encompass Departmental missions, programs, and organizations to the extent possible. The management component includes specific goals and outcomes consistent with the Strategic Human Capital Plan.



PART I – STRATEGIC HUMAN CAPITAL PLAN IMPLEMENTATION

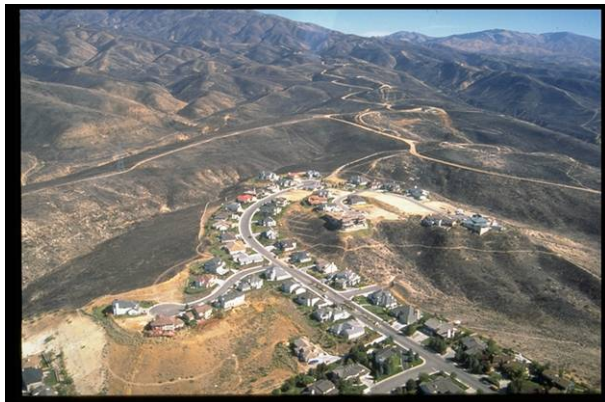
Part I describes Department-wide accomplishments for the first year of implementing the Department’s Strategic Human Capital Plan. This section includes what we accomplished, as well as cross-cutting functional workforce planning efforts. Part II focuses on bureau-specific accomplishments and workforce planning activities.

TRENDS AND PROGRAMMATIC CHALLENGES

In developing our Strategic Human Capital Management Plan last year, we identified internal and external factors that pose the biggest challenges to achieving our mission. In particular, we identified four key challenges that the Department faces over the next few years. These include: increased urbanization; aging infrastructure; growing expectations for information technology (IT) and business acumen; and programmatic challenges in Indian trust management, wildland fire management, and law enforcement and security. Each has significant workforce implications.

Increased Urbanization

As the urban population of the United States continues to grow, particularly in the West, all of our bureaus experience an increasing demand for services. We find the land, habitat, and resources we manage placed under increased pressure as cities, towns, and residential areas expand into previously rural or sparsely populated areas. As people move into these areas, visitation to National



Parks, refuges and other Federal lands goes up, as do the associated challenges of habitat fragmentation, increased use of public lands and resources, and the challenging issues of diversity and sustainability of biological resources. Complex land and resource allocations must be made to address many competing demands. More cross-jurisdictional problems arise since resource issues, such as endangered or invasive species, transcend boundaries between public and adjacent lands.

“The last ten years have seen a dramatic increase in the demands placed on both the lands and the BLM workforce...In the lower 48 states, nearly two thirds of the BLM public lands are within an hour’s drive of urban areas, and many of the Nation’s fastest growing cities are in the West. However, the ability to provide this expanding population with safe recreational visits is limited, with population growth and related uses of the public lands outpacing the ability to meet demand.”

— Bureau of Land Management Workforce Summary

Increased urbanization of land adjacent to Federal lands requires the use of a different skill set than when these areas were more rural. In particular, land managers (park superintendents, refuge managers, and field and area managers) need greater communication and advocacy skills for working with “neighbors” than in the past. The “neighbor” of the future is just as likely to be an international firm, farming cooperative, town council, homeowners’ association, or recreation organization.

The Department and its individual bureaus employ over 70,000 skilled and dedicated Federal employees, approximately 210,000 volunteers,

over 25,000 concessionaires, a high number of contractors, and multiple partner organizations. All are engaged in overcoming the challenges confronting us as a result of an urbanizing west and growing public demands for access to public lands. Success at overcoming urbanization issues and rising service demands requires employees who are familiar with our missions and associated with essential competencies and the types of skills challenges and who are able to build partnerships. To build the workforce required, we must assess the skills of current employees and provide them with additional skills in mediation, negotiation, communication, and partnership management.

Secretary's 4C's Vision – Secretary Norton's 4C's vision—*consultation, communication, and cooperation, all in the service of conservation*—is the central tenet for transforming our relationships both within the Department and with the public that we serve. The 4C's approach recognizes that high performance lies in effective partnerships among Federal, State, Tribal and local governments, citizens and organizations. The 4C's approach also envisions a different workforce from the traditional one of the past. The emerging workforce will include Federal employees, volunteers, contractors, concessionaires, and partner organizations.

“At the heart of the 4C's is the belief that for conservation to be successful, we must involve the people who live on, work on, and yes, love the land.”

— Secretary Gale A. Norton

Over the past year, there have been several significant accomplishments related to the Secretary's 4C's agenda. Some of these accomplishments include:

- *Management Initiatives Team (MIT) 4C's Team* – Recognizing the integral role of partnerships and collaboration in accomplishing the missions of the Department, the MIT, Interior's senior management team, established the 4C's, Partnerships, and Collaborative Actions Team. The Team is identifying best practices, impediments, and training needs to improve our human resource capacity to engage in mediation, cooperative

problem solving, and partnerships with Federal, State, Tribal, and local governments, and other organizations and communities.

- *Senior Partnership Positions* – Recognizing that partnerships and collaborative activities are essential to accomplishing the Department's missions, both the National Park Service and the Bureau of Land Management created and filled senior partnership positions at the highest level of their organizations.



- *Take Pride in America Program* – In April 2003, Secretary Norton launched the Take Pride in America program and named its executive director in June. Take Pride in America is a national partnership established to empower volunteers from every corner of America to improve our parks, refuges, recreation areas, and cultural and historical sites. To date, more than 100 charter partners – including major corporations, conservation groups, service organizations and trade associations– have signed on to help Take Pride. Take Pride features a bipartisan Council of Governors that includes governors whose States have signed memoranda of agreements with the national program. By establishing formal partnerships with State governments, Federal and State land managers can identify volunteer opportunities and enlist public service commitments from citizens, thus expanding the overall capacity of the Department.

Outstanding volunteer efforts are rewarded with presidential recognition. When the program was launched on April 16, 2003, the Secretary recognized ten individuals for their thousands of hours of outstanding volunteer efforts. On September 26, 2003, the Secretary recognized 15 individuals and groups whom she named as model volunteers under the Take Pride in America program. The winners were selected in six categories, including youth groups, constituent organizations, educational

institutions, individuals, public/private partnerships, and businesses.

- *Alternative Dispute Resolution Training* – To rapidly expand the Department’s collaborative problem-solving skills, on-line training for alternative dispute resolution was developed and introduced Department-wide.
- *Department-wide Authority to Use Volunteers* – Legislation to enable bureaus that currently do not have the authority to use volunteers has been developed and readied for transmission to Congress.
- *Engagement of Senior Leaders in 4C’s* – In May 2003, the Department convened a Senior Executive Service conference that included all of its senior leaders. A major emphasis of the conference was how to more fully integrate partnerships and collaboration into all of the activities of the Department.
- *4C’s Award* – The Secretary presented the first 4C’s Awards at the Senior Executive Service (SES) Conference in May 2003. The Award recognized employees who participated

in outstanding partnership activities. The award will be presented on an annual basis.

Workforce Diversity – The public who visits the lands and facilities managed by the Department represents a great cultural diversity. To better accomplish our missions, the Department is in the process of strengthening its comprehensive diversity plan. To support our commitments to a highly skilled and diverse workforce, the Department has incorporated diversity into key areas of our human capital planning efforts. In April 2003, a Department-wide recruitment workshop was convened to address the need for a strategic outreach and recruitment program that incorporates diversity into these activities.

The bureau workforce plans include strategies that support the recruitment, hiring, training, development, and retention of diversity at all levels of the organization. The Department is also considering how to structure and align its programs to provide a more transparent, effective, and efficient public and employee civil rights program that demonstrates our commitment to diversity.



“If we challenge the people, we will create a new generation of citizen conservationists, people who know the land, love the land, and take care of the land in the greatest tradition of our Nation. Working together, we will get the job done.”

— Interior Secretary Gale A. Norton

Aging Infrastructure

The Federal government is the single largest investor and owner in facilities and infrastructure with over 500,000 separate facilities and their supporting systems worldwide. The Department of the Interior is the fourth largest owner of facilities, behind the Departments of Army, Navy and Air Force. Interior's buildings, structures, facilities, and infrastructure represent approximately \$50 billion in current replacement value, and have billions of dollars in deferred maintenance. These assets are critical to the support of the wide array of missions and functions of the Department and its bureaus. Our facilities receive over 450 million visitors a year, over 58,000 Indian children are educated in our 185 BIA schools, and approximately 70,000 employees work in and around our facilities. The condition of our facilities directly impacts the health and occupational safety for everyone in Interior facilities and on Interior lands.

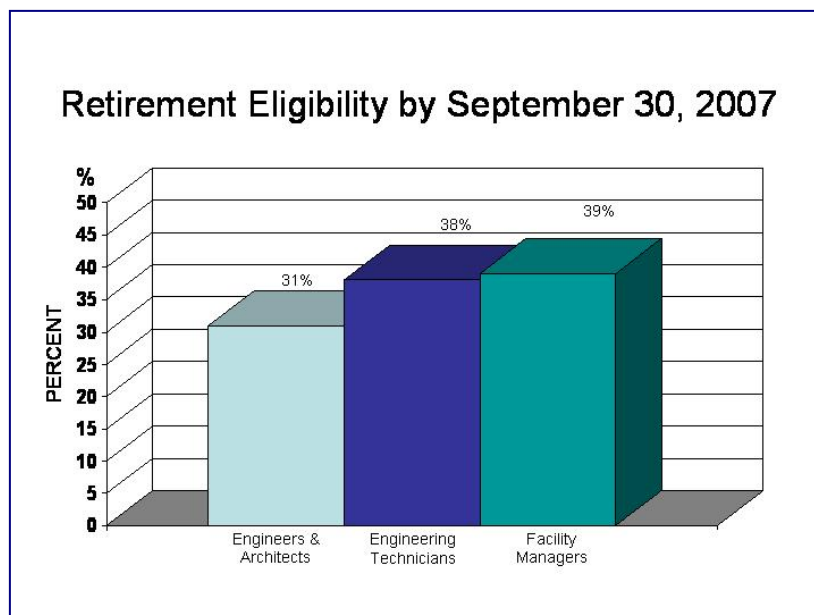
The stewardship of these programmatic, historic, and cultural assets is an obligation that requires both funds to carry out ownership responsibility (operation, maintenance, and repair), and the experience and expertise to ensure that the resources are managed effectively to sustain this investment. The Department needs to maintain a facilities workforce that can work with both old and new technology and equipment. Employment data indicate that this workforce is aging and

Examples of Interior Constructed Assets	
Buildings (6,600 historic)	34,000
Highways and Roads (miles)	126,000
Bridges	3,500
Campgrounds and Recreation Areas	33,000
Dams	2,200

rapidly approaching retirement. The management of existing facilities requires a workforce that can address a wide range of operation and maintenance (O&M) requirements at unique sites throughout the United States and its Territories. Interior facilities are often situated in remote locations, have national significance and a heavy visitor usage, and support missions that protect and preserve unique cultural, natural, and historic resources.

Our facilities management human capital challenges include an aging, experienced workforce with a high percentage of employees eligible to retire over the next five years. This facilities management workforce must operate and maintain a large, complex inventory of mission critical constructed assets.

Retirement rates for the last five years, however, have remained at low, relatively stable levels. As the percent of retirement eligible employees increases, but retirement rates remain the same, the potential for a sudden, large-scale exodus exists.



The increasing workload is beyond the capacity of the current workforce and potential retirements further impact workforce capabilities. The demand is increasing for security, contracting, and partnering with community and stakeholders. A core level of in-house expertise is needed for the development, negotiation, and management of planning, design, and construction contracts for major repair, rehabilitation, and new construction projects. A core level of in-house expertise is also needed for acquisition, tracking, control, maintenance, and

disposal of real and personal property to support project and facility managers.

Over the past year, the Department has taken more of a business management approach to addressing the challenges posed by its aging infrastructure. The following are some examples of these efforts:

- *Implemented Enterprise Facilities Management Software (MAXIMO)* – All Bureaus, with the exception of BIA, are moving forward toward full implementation of MAXIMO, the core facilities management enterprise software system for Interior. MAXIMO will provide common business practices that include consistent work order application, inventory and equipment hierarchies, facility condition, and deferred maintenance tracking in a centralized database. BIA has an existing, well developed facility inventory and management software system, FMIS (Facilities Management Information System). Extensive training of employees on the use of MAXIMO software is ongoing as the new system is implemented Department-wide.
- *Implemented Standard Facilities Design* – Bureaus are implementing standard facilities designs that reduce the time and costs needed for the design and construction of certain facilities. BIA, FWS, and NPS have established planning and design models and criteria for defining size and space requirements, interchangeable configurations, and standard design features for schools, visitor centers, and administrative space. This will help reduce some of the workload that exceeds the capacity of our current workforce.
- *Implemented Comprehensive Facilities Condition Assessments* – All bureaus are completing comprehensive condition



assessments of all their constructed assets to document fully the inventory, condition, deferred maintenance, and estimated cost of repair and preventative maintenance needs. This information will help us better define the skills needed and where they are needed.

- *Developing Measurement Indices for Facilities Management* – Bureaus are utilizing metrics for the establishment of a baseline FCI (Facility Condition Index = Deferred Maintenance / Current Replacement Value) to accurately document deferred maintenance cost estimates and progress in reducing the maintenance backlog. This measurement and accomplishment tool will significantly increase our ability to focus resources where they are needed and improve efficiency and effectiveness of the limited maintenance resources.
- *Effective Program Collaboration and Coordination* – Bureaus are actively participating in submitting new construction and rehabilitation and repair projects through two Department-wide evaluation and review systems: the Deferred Maintenance and Capital Improvement 5-Year Plan Process; and the CPIC (Capital Planning and Investment Control) process for all major investment decisions. The CPIC process includes cross-bureau participation that involves the Department's senior leaders in the review and evaluation process. These more intensive evaluation and review processes require improved project management, analytical, and communication skills to develop and present projects that are sound investments, and improve the planning and execution of the Department-wide portfolio of capital asset investments.
- *Bureau Facilities Management Improvement* – The positive effects of this overall focus on

facilities management can be seen within the National Park Service in its acquisition of new skills and strengthened oversight capability. Competition for specialized skills such as engineering and architecture will continue to increase as the pool of future candidates decreases. The contrast between pay and benefits available in the private sector continues to impact our ability to attract quality facility management employees. The National Park Service (NPS) also has limited human resources to address maintenance backlog projects.

A review of design and construction work process was conducted in conjunction with the National Academy for Public Administration (NAPA) to look at ways to leverage current human resource capabilities. With new technologies and flexibilities available in the private sector, NPS engineering and architectural resources were redirected into project management skills and design and construction work is contracted out. This has enabled NPS to manage an increased number of design and construction projects while reducing staff costs by 50 percent. In addition, relationships with the local and national design community have been strengthened. The transformation has simplified the funding of the entire construction program.

NPS is also using industry standard measures and practices to guide strategic management decisions about where and how best to invest financial resources. For the first time, NPS will soon complete a comprehensive inventory of its assets. NPS has used standard measures

to determine replacement values, identified deferred maintenance deficiencies, prioritized assets using an asset priority index (API), and is able to identify a facility condition index for each asset. All of these factors provide NPS with more information about its asset portfolio than has ever been known before, and provide the basis for NPS to measure improved performance (improved FCI) and to report accomplishments, rather than numbers of projects tackled or dollars spent. In FY 2004, NPS will begin linking the information about FCI and API to the funding decisions made in the various programs that help address the deferred maintenance backlog.

Recognizing the emerging need to manage assets as a comprehensive portfolio, rather than as sunk costs to be addressed when funds become available, NPS realigned the Washington office in 2002 to assign responsibility for all facility programs, except concessions, under one associate director. This restructuring placed the planning, line-item construction, fee demonstration, facility management, repair and rehabilitation, and roads programs under one umbrella. This approach to asset management allows NPS to employ a comprehensive life-cycle strategy -- from the initiation of the park concept (planning) to the acquisition of land to the project design and construction to the maintenance. The senior-level executive responsible for managing this portfolio also provides a single point of oversight for the strategic capital investment programs of the National Park Service.



The DOI Planning, Design, Construction and Maintenance Council focused on DOI bureau human capital needs in a two-day session developing its plans for an enhanced facility management workforce. The Council focused on strategic direction that could assist the individual bureaus in their workforce planning related to facilities management. The Council agreed that strategies identified could be pursued individually by the bureaus or by the Department. The Council developed a number of ideas, and is working to identify and analyze facilities management workforce demands, supply, gaps, and strategies.

Some of the possible management solutions under consideration include:

- Development of core competencies for project and facility managers and identification of professional certification requirements and incentives;
- Expanded and accelerated training in facilities management, including safety management;
- Greater use of recruitment and retention bonuses; and
- Greater use of special hiring authorities.



“DOI is guardian of great natural, cultural, and historic resources. It also plays a central role in providing all Americans with access to the outdoors. Facilities are central to fulfilling our multi-faceted mission. Facilities are where the nuts and bolts of delivering our mission become reality.”

— Assistant Secretary P. Lynn Scarlett

Information Technology (IT) and Business Acumen

Information Technology

Within the Department, an estimated 81 thousand computers function either as workstations or servers for Web messaging, networking, data base functions or data storage. Computers are on most desktops to support our various missions and functions, as well as support administrative functions such as payroll, procurement, and staffing. In essence, all staff at the Department of the Interior are touched by computers. The IT workforce that supports these computer systems comprises about five percent of the total workforce.

The Department faces a number of significant IT challenges:

- *Aging Workforce* – The IT functions have an aging workforce and must be able to keep up with advancing technologies. Over 50 percent of DOI’s IT staff is eligible to retire within the next five years.
- *IT Security* – IT Security is an Interior material weakness. To address this, DOI has established management, operational and technical controls to safeguard our most critical IT assets. Significant improvements are underway, including training and human resource capacity building.
- *Transformation of IT Business Practices* – Interior is moving from a decentralized/nonstandard operating environment to more standardized and centralized business approaches. This will require a very different skill mix for our IT workforce.
- *Technology Advancements* – Technology that is changing every six to eighteen months demands that the workforce managing these systems remain knowledgeable. This requires

both time and dollars for training as the overall skill level needed increases yearly as advances in technology accelerate. Shrinking funds for staffing and training are competing with mission areas.

- *Constrained Resources* – All Federal government agencies, including the Department of the Interior, are challenged in supporting IT services because of funding and human resources constraints. Further, this reality is impacted by the fact that fewer students are graduating in the IT field. In addition to retirement, retention also causes a problem as the limited number of trained IT professionals has more job opportunities.
- *Internet Access* – The Bureau of Indian Affairs, the Office of the Special Trustee for American Indians, the Solicitor’s Office, and other portions of the Department remain disconnected from the Internet, creating communications and information access challenges.

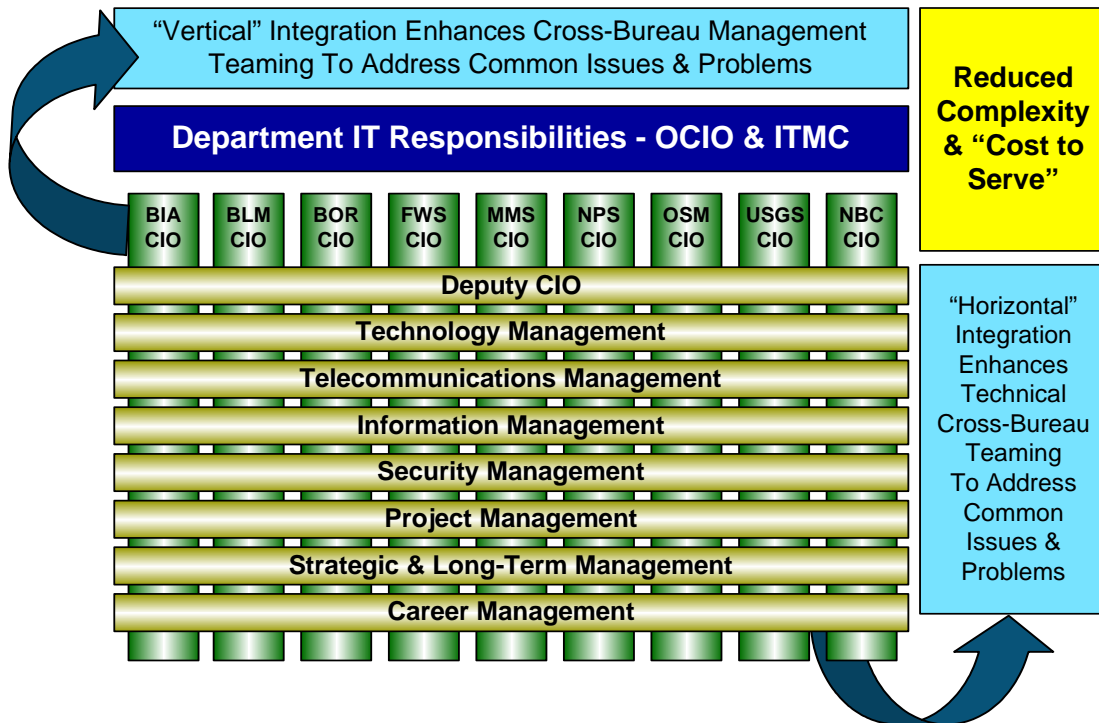
Over the past year, the Department has responded to these challenges in a number of ways.

- *Upgraded Bureau Chief Information Officer (CIO) Positions* – Recognizing the importance of IT in the accomplishment of the work of the Department and the complexity of the challenges facing the Department, bureau Chief Information Officer (CIO) positions have been upgraded to Senior Executive Service (SES) positions.
- *CIO Re-Alignment* – We are also working on our organizational structures for IT. All DOI IT organizations must be set up along similar functional areas aligned under the bureau/office CIO in concert with Clinger-Cohen and OMB Circular A-130 requirements, as prescribed in Secretarial Order #3244. Based on the requirements of the Secretarial Order, six bureaus and the National Business Center have submitted revised organizational structures to the Office of the Chief Information Officer for review and approval. Their respective proposals reference most of the key IT functions prescribed in the order as being under the purview of the respective

“Information technology is the backbone of modern management. We are making sure we have efficient, secure, well-coordinated systems tied directly to our mission and our management needs.”

— Assistant Secretary P. Lynn Scarlett

What to change to? IT Organizational “Consistency & Integration”



By organizing Information Technology (IT) functions similarly across all Interior bureaus, we will work more effectively on common IT policies, procedures, and practices, increasing the effectiveness of our investments.

bureau CIO. The remaining bureaus have proceeded with internal reorganizations that include most of the IT functions identified in the order.

- FY 2005 Budget Formulation* – Working collaboratively with bureau information technology, policy, and budget officials, the Department's CIO led an effort to develop an integrated IT portfolio for the 2005 budget. The 2005 process for review of IT assets was guided by the Department's e-government strategy focusing on common technology solutions and a modernization blueprint for the Enterprise Architecture. The Department's 2005 budget proposes enterprise solutions to equip staff with the tools needed to maximize their effectiveness in an integrated environment that can most effectively meet the requirements of Clinger-Cohen and other legislative and administrative mandates.
- E-Government Strategy* – The Department is in the process of finalizing its E-Government Strategy to enhance the process for developing and managing IT projects. The strategy will change the development and management of IT investments to an enterprise management system. The Interior Enterprise Architecture facilitates sound business and technology levels in investment decisions. Expanded descriptions of DOI business processes, data, systems, and technology will enable more thorough analysis of opportunities for collaboration and integration, as well as cost-saving opportunities. This will ensure maximum benefit from the significant investment in IT across the Department, as well as ensure coordination with E-Government initiatives underway across the Federal government. IT managers across the Department will need to possess greater business management, communication, and

collaboration skills as they are required to analyze investment strategies and work across traditional organizational boundaries to develop solutions that will be beneficial across all bureaus and offices.

- *IT Security* – To meet the requirements of OMB Circular A-130, DOI implemented a NIST-based Certification and Accreditation program in FY 2003 that has resulted in Interim Authority to Operate for 48 systems and full accreditation for 10 systems. DOI is on track to fully certify and accredit all major applications and general support systems by December 2005. DOI has trained over 70,000 individual users of Interior-wide IT systems in security using a training module developed by the Defense Information Systems Agency. DOI has also implemented an aggressive security certification program that has awarded 43 individuals with the highly coveted Certified Information Systems Security Professional certification.



The Department is finalizing its IT Security Study, which is a staffing and organization review to address the identification and organizational placement of IT security functions and reporting chains of command. In addition, this study will provide information on the roles, responsibilities, knowledge, skills, abilities, salaries, education and certifications of the IT security staff and will help to identify recruitment, retention, career-path, promotion, and training activities needed for a high quality and stable IT security workforce.

- *IT Workforce Planning Review* – The Department will begin a more in-depth IT workforce planning review in FY 2004. The review will follow some of the same format as the IT Security Study and will include: the

Enterprise Services Network (ESN), website consolidation, messaging and directory services. The review will examine the roles, responsibilities, knowledge, skills, abilities, salaries, education and certifications of the IT staff in each area. It will help to identify recruitment, retention, career-path, promotion, and training activities needed. In addition it will pave the way for a blending of Federal and contractor staff to optimize sharing of institutional knowledge and technology practices.

- *Government-wide IT Staffing Survey* – To better understand the current Federal IT workforce, the Federal CIO Council, the Office of Management and Budget and the Office of Personnel Management are sponsoring a government-wide IT staffing survey. This survey will collect self-assessment information regarding skills, certifications and competencies of Federal IT employees. By assessing the skills of the current IT workforce, IT managers will be able

to better plan workforce training, address retention and development, and fill important skill gaps. The survey will also capture important demographic information, such as eligibility for retirement, essential for workforce planning. Completion of the survey will enable the Department to comply with the Clinger-Cohen IT staff workforce planning requirements. The survey is expected to be completed early in October 2003.

Business Acumen

Interior is facing a number of critical human resources issues related to financial management. The decade of the 1990s brought significant legislation and organizational “rightsizing” to the Federal financial management community. Both “rightsizing” and the legislative requirements of

the CFO Act, Government Performance and Results Act (GPRA), and the Government Management Reform Act (GMRA) have increased the demands on financial management personnel. Interior envisions an increasing emphasis on the analysis of information that will better inform and assist DOI program managers with administering their programs. It is imperative that personnel responsible for the administration of the Department's financial resources continuously develop and upgrade skills to meet the challenges of greater transparency and accountability.

In 2002, the Department identified a number of critical issues and developed action plans to address those issues. In early 2003, Interior launched a comprehensive program aimed at transforming its financial management functions. The goal is to create a world-class financial management structure that links planning and budgeting with performance results; performs efficient and reliable transaction processing; recruits, trains, and rewards financial management talent; and focuses on analysis to improve the business information available to program managers.

In 2003, the Department engaged in a coordinated cross-functional financial management streamlining effort that encompasses the following business functions: budget formulation and execution; personnel and payroll management; acquisition, receipts, accounting, maintenance, and disposition of property and services; managerial cost accounting; and travel management. The Department's Financial Management Transformation Plan that will (1) link planning and budget with performance results; (2) perform efficient, reliable transaction processing; and (3) focus on analyses of data to provide managers and employees with timely, reliable information for delivering service to the public. A key to accomplishing these objectives and ensuring the long-term vigor in Interior's financial management infrastructure lies with the implementation of the Financial and Business Management System proposed in the President's FY 2004 budget. The shift to this integrated environment will require new knowledge and skill sets for the entire budget and finance community.

Workforce Planning – The Department is currently developing a workforce plan needed for future financial management and a model organizational structure. Interior is committed to developing and maintaining a cadre of highly skilled financial management personnel. To that end, and to ensure a strong and effective financial management program, the Interior CFO Council provides guidance to the Office of Financial Management in developing an overall training and career development plan for the Department that emphasizes consistent, comprehensive career development opportunities, including formal classroom training, rotational assignments, professional development opportunities, and other non-traditional training opportunities.

“Sound financial management is fundamental to the ability of the USGS to conduct its science and business. The mission of the USGS financial management workforce is to safeguard USGS financial resources and to ensure that USGS managers have the most accurate, timely, and reliable information on which to base science and business decisions. The increasing emphasis on the integrity of financial information and processes, the linkage of performance and budget, and the need for complex financial analyses will require analytical skills and a firm grounding in accounting and financial management principles.”

— USGS Workforce Strategic Overview

Availability and Diversity of Financial Management Personnel – A critical component of the Financial Management Human Capital Program is to enhance the Department's ability to meet needs for additional qualified accounting, financial systems, and other financial personnel to fill critical vacancies over the next few years. Currently, the Department has or expects to have over 50 vacant positions for financial management personnel as a result of projected retirements and other attrition factors over the next several years. The financial management training and career development effort lays out how DOI will build and increase the quality, availability, and diversity of entry-level personnel and to improve the recruitment of mid- and senior-level staff. The following describes our accomplishments in FY 2003 and what we plan to accomplish in FY 2004:



- *DOI Financial Management Career Intern Program (FMCIP)* – The second class of twelve interns for the FMCIP were hired. The recruitment efforts were coordinated across all bureaus within the Department and included recruiting at various multi-school career fairs on the East Coast, in the Midwest, and in Colorado. The FMCIP is designed as a two-year program of professional development that includes academic and on-the job training for entry-level accountants and financial analysts. The program emphasizes practical work experience and rotational assignments with supplemental classroom training and cross-training for a broad perspective of Interior’s financial management process. In FY 2004, the first class will complete the program, and we will recruit for the third class.
- *Standard Position Descriptions* – Standard position descriptions were developed for critical financial positions. The Department continued to coordinate a departmental financial management recruitment effort to fill vacancies in the Washington, DC and Denver, Colorado areas. In FY 2004, we will develop standard position descriptions for additional positions. We will also improve the management of the vacancy announcement and selection process through a more coordinated recruiting program within the Department.
- *Outreach Efforts* – The Department will continue to improve and expand an ongoing relationship with local colleges and universities in the Washington, DC and Denver, Colorado areas to provide a source for qualified financial management personnel to join the Department and/or the Federal workforce. The Office of Financial

Management will continue to work with Department’s Human Resources and bureau Budget Offices, local universities, and nonprofit student placement agencies to recruit students for internship positions in financial management.

Financial Management Training Programs – The primary objective of the Financial Management Training and Career Development Program is to provide appropriate training and professional development opportunities to financial management personnel so that they are adequately prepared to competently carry out growing responsibilities. The Department’s training program provides information on external training courses, provides cost effective training to Interior bureau personnel through the use of internal/external instructors, and develops special training programs to address individual bureau needs. With the implementation of FMCIP, initial work has begun on the design and development of mid- and senior-level phases of this comprehensive career program. The career program uses government-wide Joint Financial Management Improvement Project (JFMIP) published core competencies and IDPs as cornerstones of the program.

“The Department’s enhanced citizen-focus is reflected in our governance and our ongoing attempts to become more responsive and cost-effective. We have charted a course for achieving results and devised an organizational and workforce plan to align our resources to meet the commitments we have made to succeed in the 21st century.”

— Secretary Gale A. Norton

In conjunction with the workforce plan, the Department will expand the training and career development program, aggressively publicizing financial management and related training opportunities and encouraging employees to avail themselves of personal and professional development opportunities. Through the program, Interior will prepare new financial management employees for current and future challenges in financial management and enhance the skills of senior financial managers. The program

continually analyzes training results and makes appropriate curriculum revisions and reports periodically on the results of the financial management training and development program to bureau CFOs, Deputy CFOs, and Finance Officers.

The following are some of the accomplishments of the program in 2003 and planned actions for FY 2004:

- *Financial Statement Workshop* – The Finance Officers’ Partnership (FOP) sponsored the Department’s Financial Statement Preparation Workshop. Approximately 50 Department personnel participated in the seminar that was designed to provide training and resolve common problems related to financial statement preparation across the Department.
- *Certified Government Financial Manager (CGFM) Training* – The first class of Financial Management Career Interns completed two courses needed to achieve the requirements for the CGFM. In addition, the Denver bureau financial offices consolidated efforts to offer several CGFM training classes to mid- and senior-level financial management personnel. Those efforts will continue in 2004 and will be joined with the Washington, DC area bureaus and offices.
- *Departmental Training* – The Department continued to use seminars and workshops led by the Department’s financial management personnel to provide working group training, new idea development, and sharing of best practices.
- *Additional Training* – The Department will continue to work with the Financial Officers’ Partnership to sponsor formal training for finance officers. In particular, training will be provided on change management and leadership skills.
- *Individual Development Plans (IDPs)* – Currently used in the FMCIP, the use of IDPs will be expanded to ensure that mid- and senior-level financial management personnel receive cross training. The certification component of the Financial Management Training and Development Program will be used to ensure that Interior bureau and finance

officers cross-train and cross-utilize financial management managers and staff. IDPs will be developed for bureau Finance Officers.

Activity-Based Cost/Management Implementation (ABC/M) – The Department has lacked the ability to provide solid cost data for managing its programs. As the Department completes implementation of ABC/M in 2004, managers throughout the Department will have cost information to make informed decisions that will lead to better deployment of resources. To prepare for the implementation of ABC/M, the financial management staff has played a key roll. In August, a nationwide satellite broadcast provided information to all employees, as well as an opportunity to have their concerns and questions answered by the Assistant Secretary for Policy, Management and Budget, the Deputy Assistant Secretary for Budget and Finance, and an implementation team comprising representatives from all of the bureaus. Training is underway that will instruct all employees on how to record their time, a central requirement for ABC/M.

“Obligations, outlays, and undelivered orders can be calculated by Federal financial systems. We are only now, however, on the threshold of providing information essential for day-to-day program management. Information on program costs is the gold to be found in our financial systems, and we are learning to mine it through Activity-Based Cost Management (ABC/M).”

— Assistant Secretary P. Lynn Scarlett

Bureau Financial Management Improvement – The positive effects of the overall focus on financial management can be seen within the USGS. The bureau has made significant strides in consolidating and strengthening divergent business practices throughout the bureau. This has been accomplished mainly through developing one common set of business practices instead of each of USGS’s four disciplines having separate ways of doing business. This fundamental change allows USGS to plan, budget projects, and use common reporting procedures in one system. In the long run, this will result in significant cost savings due to the elimination of the need for continuous reconciliation between four systems.

In addition, the USGS improved the integrity of its accounting data by implementing new procedures for certain accounts and developing an automated accounting analytical tool. Other accounting improvements include an automated interface to Treasury for billing and collection transactions and increasing use of electronic commerce. The USGS is continually improving accounting processes as audit findings point out deficiencies.

To support this integrated approach and overall improved fiscal performance, the USGS worked with cost center staff to reduce suspense account balances by distributing amounts to proper accounts, delinquent bankcard payments, and identifying and de-obligating unliquidated obligations. The USGS organized and conducted training sessions for administrative and financial staff to support implementation of common business practice changes and other financial management improvements. Training included instructions for using the new science planning and budgeting system, sessions on common budgeting procedures and accounts receivable and accounts payable accounting practices.

Integration

Meeting the Department's many responsibilities requires a constant search for ways to use our resources effectively and efficiently. The complementary and overlapping nature of many of our bureaus' responsibilities, coupled with efficiencies that accompany coordination, is driving DOI toward more integrated approaches to defining its goals and managing its resources.

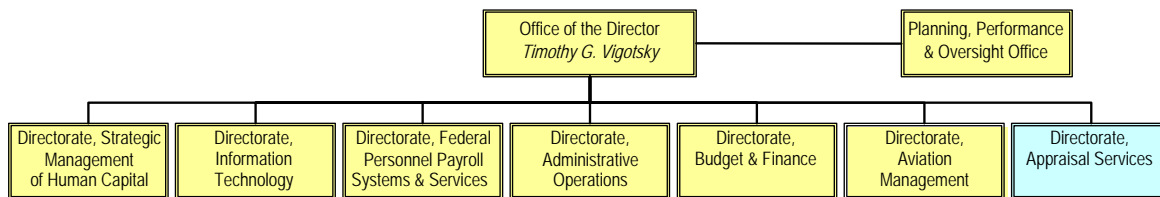
- *FY 2005 Budget* – The development of the FY 2005 budget focused on integration of budget and performance in order to help the Department achieve strategic plan goals. Framed by a strategic plan that integrates the diverse bureau efforts, the budget process includes numerous examples of integrated approaches to better guide program implementation and management reform. Many of the budget initiatives were developed through a process of coordination among the Department's diverse bureaus to consistently identify and request resources for skills

development, capacity building, and transition to an enterprise approach.

The budget request for human capital initiatives was coordinated by the Human Capital Team to promote an integrated, collaborative process that will provide resources for bureaus to implement high-priority aspects of their workforce plans in 2005. As mentioned previously, the 2005 request for IT projects was developed in an integrated, collaborative process led by the Department's CIO that involved bureau information technology, policy, and budget officials. The request includes enterprise solutions to provide staff with the tools they need to address legislative and administrative requirements. For the first time, the Department conducted an extensive programmatic and budgetary review of law enforcement programs for budget formulation purposes and developed an integrated proposal to strengthen the function and address requirements for improved management and organization, increased staffing, workforce development, and other law enforcement and security needs. A joint Wildland Fire budget proposal was submitted for both Interior and the U.S. Forest Service. Several initiatives were proposed that will use integrated approaches provide management services.

- *Land Appraisal Consolidation* – To enhance the integrity and efficiency of the land appraisal process, the Department initiated a process to consolidate real estate appraisal functions within the Department for fiscal year 2004. The Secretary's June 19, 2003 decision to consolidate appraisal functions addresses several longstanding concerns documented over several decades by the Inspector General, the General Accounting Office, and, recently, the Appraisal Foundation. The consolidation will improve the integrity of the appraisal process through coordination and consistency, and appraiser independence that fosters unbiased valuation services that meet professional standards. Since early July, a team comprising career professionals representing bureaus and offices with appraisal

Placement of Appraisal Services in the National Business Center



programs has been developing recommendations for consolidation, working collaboratively to ensure the proper design and function of the new organization.

Among other items, the team has recommended placement of the new organization in our National Business Center, which provides business and other services to bureaus and offices. The team is managing the transition to the new organization to continue an uninterrupted high level of service to bureau programs that will be delivered through regional and field appraisal offices. While the proposed consolidation may improve efficiency, its primary purpose is to secure the reliability of the appraisal process.

- *Human Capital Systems* – The Department has adopted an enterprise human capital system that will help streamline and speed up the hiring and position classification processes. The Department will manage a single contract that will enable bureaus and offices to obtain these capabilities at a reduced cost. The Department committed to an enterprise use of one of the learning management systems offered under the OPM e-Training initiative.
- *Financial Management Human Resource Capacity* – As discussed earlier, the Department is developing an enterprise-wide workforce plan for financial management. The plan will include an analysis of existing resources for financial management and establishes a template of the skills needed for Interior’s financial organizations to supply timely, reliable business information to program managers. The plan will develop an early warning system for identifying and taking action on workforce and workload

gaps. The identification and requisite skills development for key management and professional positions is another key component. As part of the implementation strategies for the plan, it is recognized that there will be a transition period of one to three years, during which time it will be critical to build cross-bureau collaboration to handle workload and workforce issues. Version 1 of the workforce plan is expected to be completed shortly.

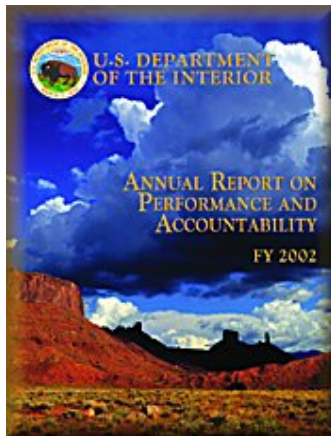
- *Common Position Descriptions* – Common positions have been adopted for some of the Wildland Fire, land appraisers, and financial management positions. Development of the position descriptions will provide consistency across organizations for similar positions, allow common vacancy announcements, and provide for greater mobility between positions.
- *SES Candidate Development Program (SESCDP)* – The Department is making final preparations to announce its next SESC DP class. A review of the program was completed and several recommendations for enhancements to the program were adopted. Some of the enhancements included extending



the length of the program to 18 months, strengthening the mentoring component, tying the curriculum more closely to the specific leadership needs of the Department, and linking developmental assignments to management and programmatic issues facing the Department.

- *Presidential Management Intern (PMI) Program* – While the Department has hired PMIs since the inception of the program, it has not had an integrated Department-wide program for PMIs. To address this, a Department-wide PMI policy was implemented. The first Department-wide PMI orientation session was held. The session provided an overview of the Department and its mission and introduced PMIs to DOI’s senior leaders.

- *Executive Level Human Resources Officers* – Because of the significant transformational efforts underway, term SES appointments were created to support implementation of the Human Capital Plan.
- *Student Loan Repayment Programs* – All bureaus implemented student loan repayment programs as a tool to attract individuals with needed enhanced business skills and critical occupational competencies.
- *Tracking Special Hiring Authorities* – To better understand the use and effectiveness of special hiring authorities within the Department, the Department is tracking their use through the Human Capital Accountability System.



“We will continue to examine how well we are managing our resources—both financial and human – in order to determine if we are effectively achieving our goals, providing quality services, producing useful information that is easily accessible by the public, and adhering to the highest standards of conduct.”

— Assistant Secretary P. Lynn Scarlett

Programmatic Challenges

In our Strategic Human Capital Plan, we identified three major cross-cutting programmatic challenges that have important workforce implications—Indian Trust Management, Wildland Fire Management and Law Enforcement and Security. In each of these areas, we identified many of the actions that were underway or planned to address known issues. Over the past year, more in-depth workforce planning has been done, and is continuing to be refined.

Indian Trust Management

Meeting the Department’s fiduciary responsibilities in Indian Trust Management continues to be the most serious management challenge currently facing Interior. Indian trust lands today encompass approximately 56 million acres of land – over 10 million acres belonging to individual Indians and nearly 45 million acres owned by Indian Tribes. This represents what may be the largest land trust in the world. On these lands, Interior manages over 100,000 leases for individual Indians and Tribes. Leasing, use permits, sale revenues, and interest payments totaling approximately \$226 million per year are collected for approximately 230,000 individual Indian money accounts, and about \$530 million per year is collected for about 1,400 Tribal accounts. In addition, the trust manages approximately \$2.8 billion in Tribal funds and \$400 million in individual Indian funds. Today, there are approximately four million owner interests in the 10 million acres of individually owned trust lands, making management of trust assets extremely difficult and costly. These four million interests could expand to 11 million interests by the year 2030 unless an aggressive approach to fractionation is taken.

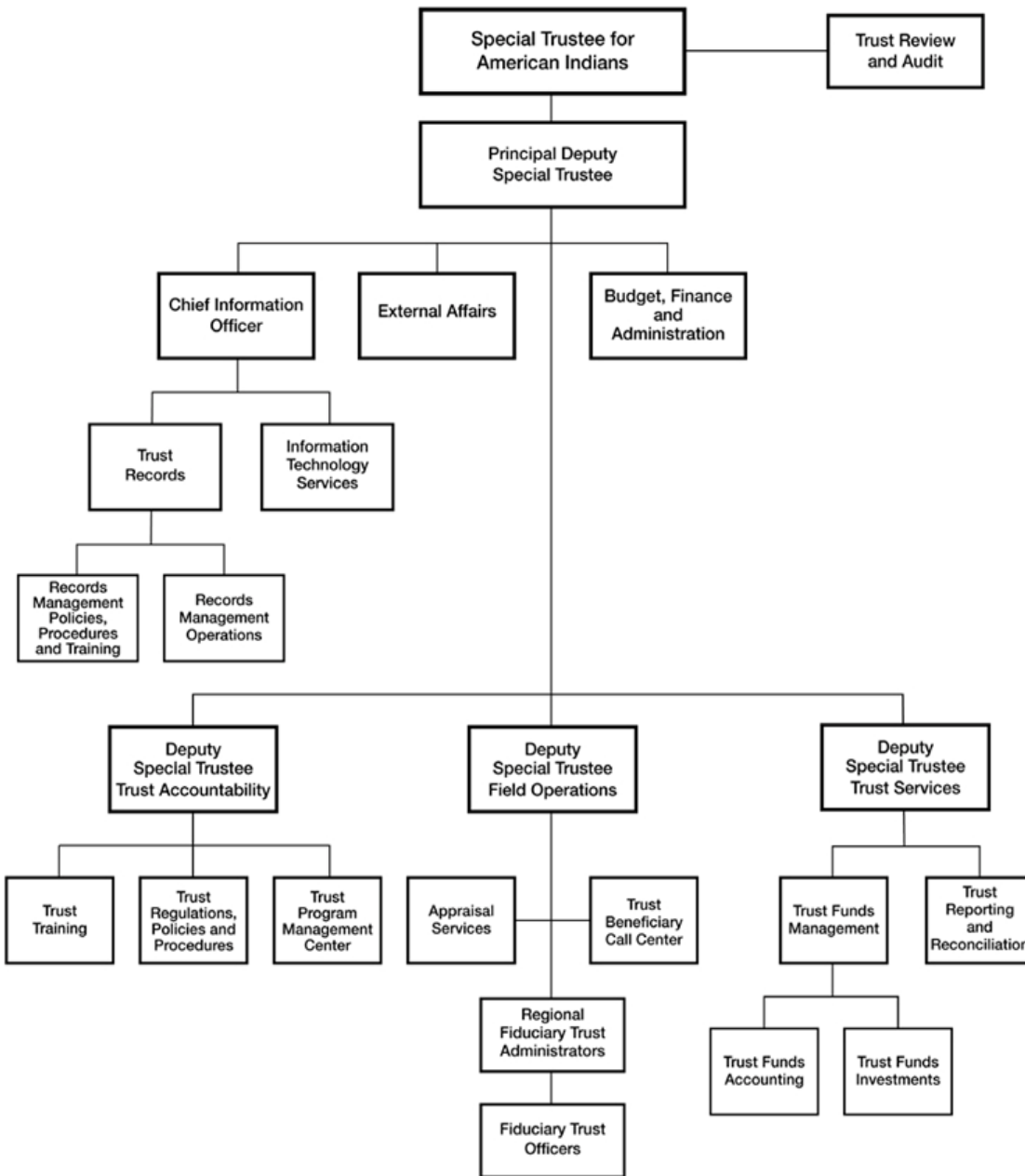


In March 2003, the Department published a Comprehensive Trust Management Plan (CTM), which outlines a step-by-step approach to identifying the best methods for carrying out the work necessary to fulfill Indian trust responsibilities and the staffing required to accomplish the work effectively. The CTM and the processes it contains will be used to guide the development of a future workforce that has a beneficiary focus, is accountable for results, uses new and transformed business processes, and is supported by modern technology—all of which is integrated to avoid duplication and enhance customer service.

Implementation of the CTM is a massive endeavor that will take several years to fully implement. It will require a substantial investment of time and resources from bureaus and organizations throughout DOI. Once the reorganization has been fully implemented and trust processes reengineered, there will be emerging work and skill requirements that will be incorporated into future workforce plans.

A reorganization involving the Office of the Special Trustee for American Indians (OST), the Office of the Assistant Secretary for Indian Affairs and the Bureau of Indian Affairs (BIA) was initiated in April 2003 to support the fundamental principles of performance and accountability critical to comprehensive trust management. The new organizational structures align with the strategic direction and business profile outlined in the CTM and place additional resources at the local level to enhance the delivery of services. Aggressive training is needed to enhance the skills of current employees with current job

OFFICE OF THE SPECIAL TRUSTEE FOR AMERICAN INDIANS



4/03

related skills and retrain individuals with outdated skills.

The first phase of the re-engineering process was to document current trust business processes, known as the “As-Is” model. During 2002 and 2003, a comprehensive review was conducted across the country. Numerous subject matter

experts from Tribes and DOI bureaus, agencies, and field locations were consulted. The “As-Is” model provides a complete representation of how trust operations are performed currently.

Current efforts are to develop the “To-Be” model, which examines how to best carry out the Indian Affairs’ part of the Department’s trust management

responsibility. It will identify the ideal number and kinds of employees required to carry out the work. When implemented, it will enable Interior to standardize, integrate and improve beneficiary-focused processes across a majority of components involved with fiduciary trust management. The “To-Be” model is expected to be completed by May 2004.

During FY 2003, several courses were offered to improve trust management across the Department. The first course, *Trust Foundations: An Introduction to Trust Reform and Change*, was offered to almost 3,000 employees. This course provides employees with a basic knowledge of Federal trust responsibilities and trust reform activities. A second course was developed for Trust Officers, entitled *Fiduciary Overview Program*. This course, based on more traditional trusts administered through banks and other financial institutions, was attended by almost 150 BIA, OST and Tribal managers.

In FY 2003, all employees with significant trust responsibilities received an Individual Development Plan (IDP) designed to improve performance and systematize the employee development process. IDPs will be used by senior managers to help allocate employee development opportunities and training resources. IDPs will be updated as business process re-engineering impacts the competency requirements of trust management positions.

Wildland Fire Management

As the population in Western States grows, more people are moving into the wildland urban interface where fire is a part of the natural system.



Maintaining a level of suppression readiness requires that the fire program adapt its preparedness strategy to respond to these demographic changes. These changes include improved coordination with local and volunteer fire departments to increase the first-attack capability in the wildland urban interface.

Despite facing extreme fire conditions in many areas of the country in 2002, Interior and Forest service combined controlled 99 percent of fires in areas identified for suppression in fire management and land use plans on initial attack. Only 610 fires grew to large fires of 300 acres or more. At the same time, the fire agencies have successfully expanded hazardous fuel treatment acreage from 2.1 million acres in 2001 to a projected 2.6 million acres in 2003, with increased emphasis on the wildland urban interface.

Many challenges confront the wildland fire workforce and directly impact our ability to adequately carry out our fire suppression and fuels treatment programs.

- *Loss of Critical Skills* – There is a potential for the rate of retirements among senior fire managers and qualified incident commanders to accelerate. At the same time, critical training and experience requirements mean that there are fewer new employees who can backfill these mid-level and senior positions. Further, a reduction in enrollments for forestry school and other fire-preparation professional development programs may impact the pipeline of new candidates.
- *Economic Factors* – State, local and Tribal needs will put pressure on the capacity of traditional partners to participate in fire response activities. As economic conditions improve, workers may not be as available for temporary, part-time, or emergency positions.
- *Contracting* – A significant amount of fuels reduction work is being contracted out, which requires additional contracting capacity, including contract administration and contract preparation.
- *Fuels Management and Treatment Capacity* – With the increase in fuels management and

treatment work, there are additional needs for fire managers, ecologists, biologists, and other specialist positions.

- There is a greater reliance on GIS and other information technologies to improve the efficiency of suppression, emergency stabilization, and fuels management, requiring enhanced GIS and other information technology skills.

Over the past year, several significant steps have been taken to address these challenges, including:

- *Integrated Workforce Plan* – The first integrated workforce plan for the wildland fire management program is being completed. The plan will identify challenges and gaps, target the characteristics of the future career group workforce, recommend improvements to workforce practices and support systems, and develop strategies to integrate the recommended changes.

- *Fire Management Career Paths* – Career paths are being established to ensure that effective organizational capability will be sustained by maintaining management, supervisory, and crew staffing skills. Coaches or mentors will be identified for support, where they may be needed.

- *Succession Planning* – The FY 2005 budget includes a request to prepare the next generation of mid-level officials and senior managers. This will help ensure a suitable pipeline of candidates to replace retiring managers and ensure the continuity of program expertise and leadership skills. The Department's Human Capital Strategic Plan and Wildland Fire Workforce Plan have identified this as a high-priority need.

- *State and Local Firefighting Assistance* – In addition to ensuring that the needed skills are available in our own workforce, training and

availability of State and local fire departments, including volunteers, will be targeted for improved coordination.

- *Wyoming FIRES Pilot Project* -- Working together, four bureaus used a new approach to filling wildland fire fighting positions in the State of Wyoming for the 2003 Fire Season. Using streamlined hiring processes that included common position descriptions, vacancy announcements, and automated hiring procedures, the bureaus received over 400 applications for each vacancy announcement. In the past, many of these positions went unfilled due to a lack of applicants. Because of the success of this pilot effort, this approach will be tested in a larger geographic area in 2004.

- *Stewardship Contracting* – BLM and the Forest Service have been granted ten-year authority to enter into stewardship contracts or agreements to achieve land management goals that meet local and rural community needs. The focus of the contracts is to improve, maintain, or restore a variety of natural resource values. Enhanced collaborative efforts



will result in improved land health and provide the potential for local communities to create jobs and develop new business opportunities. This will require additional contracting capacity.

- *Enhance Collaborative Efforts* – The wildland fire community will work to increase its overall firefighting capacity through collaborative relationships with its existing partners and with new partners as opportunities arise. The Secretary signed a Memorandum of Understanding (MOU) on September 26, 2003 with the International Association of Fire Chiefs. This effort will enable wildland fire and structure fire organizations to work together in a series of workshops throughout

the country. The workshops will focus on the education of rural and volunteer fire departments on assistance options available through the National Fire Plan (NFP) and to gather feedback about the implementation of the NFP. The goal is to enhance the ability of local fire departments to operate safely and in concert with state and federal agencies during wildland and wildland-urban interface fires.

- *Incident Business Advisor* – The primary criteria for choosing suppression strategies are to minimize costs without compromising safety. The Department has established a cost containment program that includes assigning an incident business advisor (IBA) to any fire with suppression costs of more than \$5 million. The IBA is advised for fires with suppression costs of \$1-5 million. If certified IBA is not available, the approving official appoints a financial advisor to monitor expenditures

Law Enforcement and Security

Because the Department manages one of every five acres of the Nation's lands, nearly 900 dams and reservoirs, about 28 percent of the nation's domestic energy production, and 388 national park units, it faces tremendous law enforcement and security challenges. The resources managed by the Department include some of the Nation's most treasured sites, which present potential symbolic and tactical targets for aggressors against the United States.



In the last four years, the Department's law enforcement programs have been evaluated through a series of reviews conducted by the National Academy of Public Administration; the International Association of Chiefs of Police; Booz, Allen and Hamilton; and most recently the Office of the Inspector General. The Inspector General's January 2002 report described concerns about the structure and operation of law enforcement throughout the Department. The OIG found a void in leadership, coordination and accountability for the Department of the Interior's law enforcement contingent, which is the third largest in the Federal government, with approximately 4,400 law enforcement officers assigned to five bureaus.

The Secretary's Law Enforcement Review Panel, convened in May 2002, made recommendations for implementation of improvements to the law enforcement program based on the OIG report. Chief among the reforms was the establishment of a Deputy Assistant Secretary for Law Enforcement and Security to bring order and consistency to the Department's diverse law enforcement responsibilities, including oversight of law enforcement and security budgets, strengthened tracking and accountability with effective performance goals and measures.

In July 2002, the Secretary accepted the Panel's 25 recommended reforms to law enforcement activities within the Department. Since then the Department has made significant progress towards implementing the Secretary's directives, resulting in better overall coordination of activities and a higher level of preparedness. The following presents some of these accomplishments and some of the actions that we plan to take:

- *Filling Critical Positions* – The Department has filled critical law enforcement positions, either through the hiring of permanent staff or through the use of long-term details. The bureaus established senior-level Director for Law Enforcement and Security positions. Interior hired a Departmental Security Officer, who has responsibility for security policy oversight and compliance for the security program within the Department. The Office of Law Enforcement and Security (OLES) is

developing Departmental security standards for the Department. Bureaus have in place senior-level, full-time security manager positions, with all but one of the positions either filled or in the process of being filled.

- *Law Enforcement Board of Advisors* – The Law Enforcement Board of Advisors was established. The Board, which consists of chief bureau law enforcement officials, addresses law enforcement reform, law enforcement and security budgets and other cross-cutting issues.

- *Staffing Models* – The Department is in the process of completing bureau staffing models and methodologies. The bureau staffing models and methodologies will help ensure consistency in law enforcement staffing across bureaus.

- *Southwest Border Issues* – The Department faces serious and violent crime on public lands along the Southwest border. The Department has taken several steps to address Southwest border issues. A report is being finalized that describes

interagency efforts to improve wireless radio communications in the region. The National Park Service conducted special operations training for border park units and added nine additional positions at border park units. BLM has added twelve new law enforcement officers and is working to upgrade communications in the area. FWS filled fifteen additional law enforcement positions, primarily on the Southwest Border. Additional funds are requested in the FY 2005 budget to protect lives, resources, and property on the borders and in high-risk and violent crimes areas in national parks and wildlife refuges, other public lands, and in Indian Country. Funding will be used to increase staff at high-risk areas that are hot spots for smuggling and other illegal activities in order to protect DOI



personnel, visitors, and resources from serious harm and damage.

- *Expedited Hiring Processes* – The OLES is working with OPM to develop expedited background investigation process to speed up the hiring process. It is currently being pilot tested.
- *Diversity Recruitment* – With the bureaus, the OLES is working to identify opportunities to improve women and minority recruiting. Such programs as “Student Career Experience Program” (Fish and Wildlife), internship programs, law enforcement Explorer Posts (U.S. Park Police) and Volunteers in the Park (National Park Service) have shown some success. In order to build on these successes, the OLES plans to convene a working group of

law enforcement human resources personnel and recruiters to share information and determine the best course of action for targeted recruiting and sponsoring selective job fairs. The OLES is working with the Human Capital Team to coordinate this effort with the

Department-wide recruitment strategy.

- *Training Coordination* – The OLES has established a Training Coordinator position. This position will be the primary Departmental contact for the Federal Law Enforcement Training Center (FLETC). All bureau training requirements (basic and advanced) are being evaluated. FLETC has provided recommendations to OLES on consolidation of the NPS Ranger and Park Police basic training programs. The recommendations are being evaluated by OLES.
- *Heightened Security Training* – The OLES has undertaken the task of identifying training programs that specifically address the needs of law enforcement officers who are performing duties related to heightened security measures. These duties are different than routine law

enforcement patrol work and require additional training to detect terrorist activities while the terrorists themselves are most vulnerable – during the act of surveillance and conducting “dry runs”.

- *Bureau Law Enforcement Structure* – The law enforcement chain of command structure in the bureaus has been strengthened so that criminal investigators now report to supervisory criminal investigators instead of non-law enforcement management officials. This was recommended by the Department’s Office of the Inspector General and endorsed by the Secretary.
- *Integrity Units* – Bureaus are establishing Integrity Units to investigate allegations of misconduct on the part of law enforcement employees. This will help ensure the highest standards of ethical behavior and conduct on the part of DOI law enforcement employees. Monitoring of conduct issues by the Integrity Units will enable the bureaus to implement “early warning systems” designed to flag the causes associated with allegations of employee misconduct and implement training or process changes to reduce future occurrences.
- *Employee Recognition* – The OLES has embarked on a Department-wide program to recognize law enforcement officers during each publication of DOI’s “People, Land and Water”. Each publication will highlight the outstanding work or heroic actions of a bureau law enforcement officer.

- *FY 2005 Budget Formulation* – In formulating the FY 2005 budget, the Deputy Assistant Secretary for Law Enforcement and Security conducted extensive reviews of bureau budgets and held hearings to develop a fully integrated, consistent, and comparable proposal. Funding is requested in the FY 2005 budget for continued implementation of the 25 law enforcement reforms, as directed by the Secretary, and other management improvements that were adopted by the Law Enforcement Review Panel in July 2002.

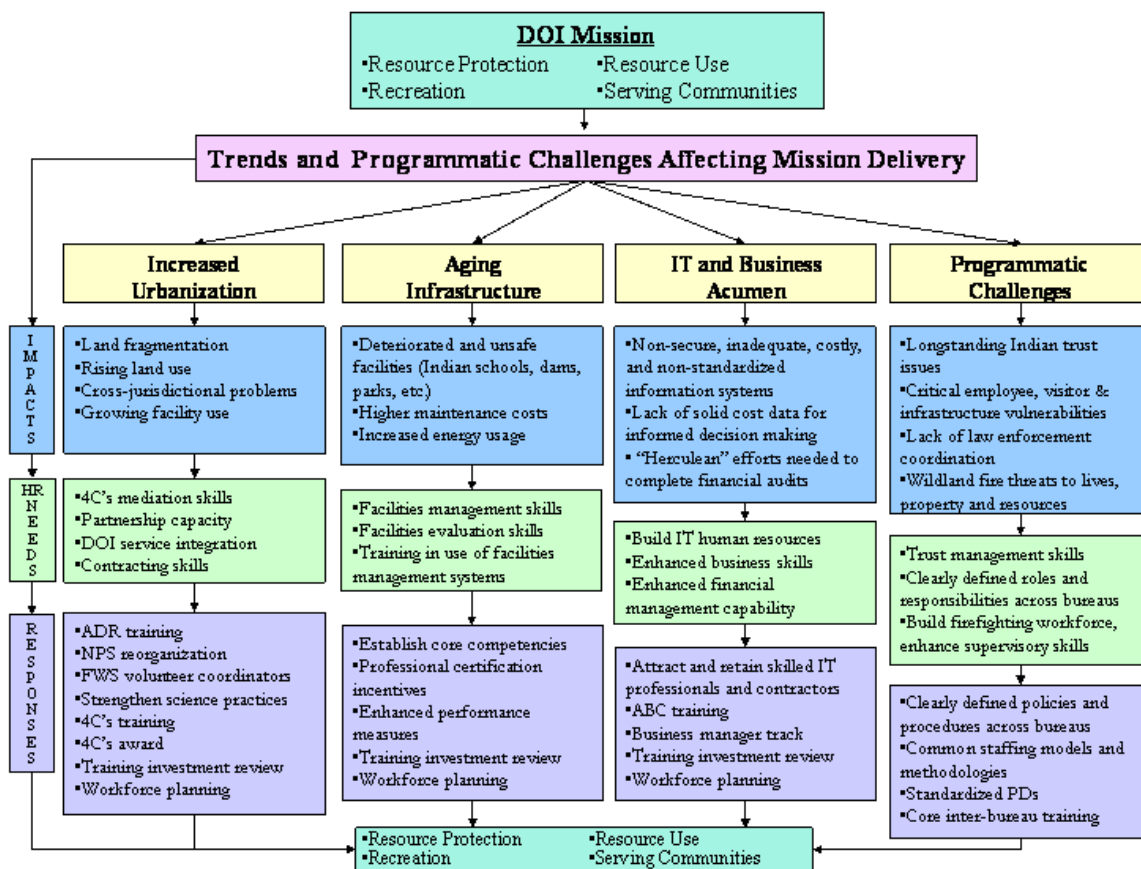
These reforms include decreasing the dependence on dual function law enforcement officers with the creation of full-time law enforcement positions, permanently funding newly established directors of law enforcement and security, enhancing training, compliance and recruitments programs, establishing a strong and effective internal affairs function, and deploying an incident management and reporting system for use by all law enforcement programs in the Department.

Additional funds are requested for the protection of the Department’s critical infrastructure and key assets. In conjunction with the Department of Homeland Security, Interior has identified 19 critical infrastructures and assets that need to be fully staffed and protected in accordance with “Code Yellow” requirements, a level of protection needed now and for the foreseeable future.



“By providing strategic guidance and direction; attracting, developing, and maintaining a skilled workforce; and setting, measuring, and achieving appropriate performance-based goals, we will accelerate our progress in meeting these three key programmatic challenges.”

— Strategic Human Capital Management Plan



Summary

As part of the development of the Department’s Strategic Human Capital Plan last year, we identified a number of steps we need to consider in developing a more effective workforce to meet the broad scale of trends and challenges confronting the Department in delivering its mission. In addressing these challenges with a wider perspective, we provided a context for the development of the workforce plans described in the next section. These plans address not only bureau participation in the broad Department-wide

challenges, but also those specific aspects of mission accomplishment unique to a bureau as a result of their role in accomplishing the Department’s overall missions their individual legislated responsibilities.

Overall, we are very pleased with the progress we have made in just a year to a new way of thinking that is starting to permeate across the Department in integration, collaboration, and management excellence as critical to our overall success as an organization.

"Interior is undergoing a broad transformation of its programs and operations. Changing conditions and constrained resources are requiring adjustments in virtually all aspects of the organization, from bureau headquarters to remote field locations. At the center of these changes is its greatest asset: a dedicated and talented workforce. Together, the Department is addressing some of its most pressing challenges from repairing aging facilities to broadening its wildland fire management team. The new workforce planning effort has inventoried the bureaus' most critical human capital challenges and the identified the path to success."

— Marcia Marsh, Vice President, Strategic Human Capital Partnership for Public Service



PART II – WORKFORCE PLANS

Workforce planning is a major Departmental priority and is one of the Management Initiative’s Team’s (MIT) critical action items. Our approach to workforce planning has been evolving over the last few years. The Department began its comprehensive workforce planning effort in 2001 with the development of two essential reference documents to guide and assist this new effort across all eight of its bureaus:

- *“Right People, Right Place, Right Time: A Guide to Workforce Planning in the Department of the Interior,”* provided a five-step workforce planning model utilizing the advice and experience of the Office of Personnel Management and leading public sector organizations; and
- *“Workforce Planning Instruction Manual,”* presented a step-by-step set of instructions on how to develop a workforce plan across diverse organizations.

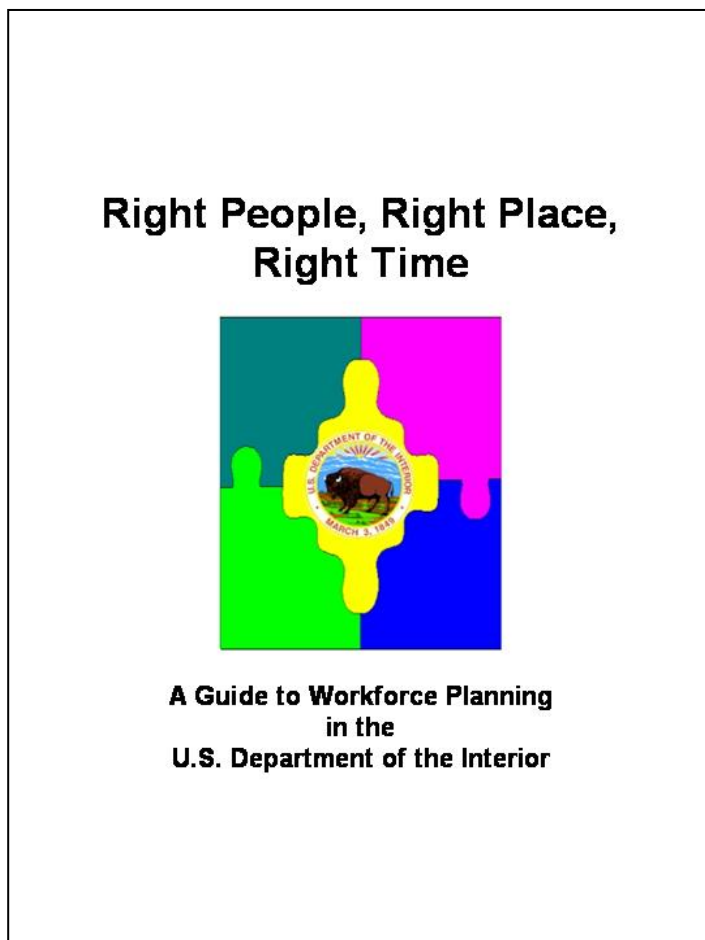
These handbooks assisted DOI bureau management by providing an effective process to analyze the human capital

needs of their organizations in a systematic manner and develop the varied approaches necessary to reshape and strengthen their workforce to meet emerging bureau challenges within the overall framework of the Department’s integrated strategic program and human capital plans.

A key component of our focused effort required the active participation and engagement of management throughout the process. The MIT’s Human Capital Team and its Workforce Planning sub-team guided the endeavor at every step of the process.

The involvement of bureau and Departmental management and HR professionals throughout the process promised that the plans would be mission and program relevant to as a broad spectrum of employees as possible. As the text box data indicate, this first-time effort in workforce planning was both an on-the-job learning experience and systematic planning process. Outside assistance was especially forthcoming from the Partnership for Public Service, which provided its

insight, assistance, and occasional help with mid-course corrections during the past year.



Working Collaboratively to Build DOI's First Comprehensive Workforce Plans

Date	Key Actions
December 12, 2002	Strategic Human Capital Management Implementation Plan establishes September 30, 2003 as completion date for bureau workforce plans
February 4, 2003	Human Capital Team highlights Corporate Leadership Council study of best workforce planning practices in the public sector
February 6, 2003	MIT endorses Workforce Planning Template for use in development of all bureau plans
March 4, 2003	MIT gauges progress of workforce plans, stresses importance of senior management involvement, and concurs in planned DOI Workforce Planning Workshop
April 17, 2003	DOI convenes Workforce Planning Workshop in partnership with the Partnership for Public Service and Office of Personnel Management. Emphasis on workforce planning process and cross-cutting DOI challenges (e.g. Financial Management)
June 10, 2003	MIT reviews strategy for Department-wide workforce plans for IT and facilities management, updates workforce plan schedule, and reviews the need to identify funding requirements for human capital efforts in the FY 2005 budget
July 18, 2003	Bureaus produce initial drafts of bureau Workforce Plans for first review
August 1, 2003	Human Capital Team adopts Strategic Overview guidance to highlight how bureau plans address major mission challenges
August 12, 2003	MIT reviews progress of workforce plans and the development of the DOI Overview document
August 18 & 22, 2003	Human Capital Team meets with Bureau Budget Officers to finalize FY 2005 budget investments
September 16, 2003	MIT reviews progress of workforce plans and remaining steps to complete plans before September 30, 2003
September 30, 2003	MIT endorses Workforce Plans

DOI Workforce Planning Template

In its February 6, 2003 meeting, the MIT adopted a DOI workforce planning model that defines six phases:

- **Strategic Direction:** Where is the organization going in the future?
- **Supply Analysis:** What is the current workforce and future workforce trends?
- **Demand Analysis:** What is the future work of the organization in terms of workforce needs?
- **Gap Analysis:** What is the difference between the workforce expected and the one required?
- **Solutions and Implementation:** How should the gaps be closed?
- **Evaluation:** Did the solutions/ implementation strategy work? Did the workforce planning effort produce the desired result?

Workforce Plan Major Categories						
	<i>Strategic Direction</i>	<i>Supply Analysis</i>	<i>Demand Analysis</i>	<i>Gap Analysis</i>	<i>Solutions & Implementation</i>	<i>Evaluation</i>
<i>Purpose</i>	To set and document assumptions, vision, values, objectives, and organizational design	To describe the current workforce profile and trend, and assess workload	To define the future work of the organization, and to profile the skills and knowledge needed to fulfill them	To determine the workforce gaps or differences of the current workforce projections and the one needed to meet the future mission	To select the options and alternatives for closing gaps and addressing differences	To continually monitor and assess the effectiveness of the workforce strategy, and to redirect efforts/ resources as required
<i>Outputs</i>	Assumptions, guidelines, goals, and drivers for established for the planning effort	Profile/description of the current workforce and its projection into the future	Summary of expected mission/ function/work changes Profile/description of future workforce attributes and needed capabilities	Description and documentation of gaps between the projected and future workforces Impact/urgency of specific gaps or workforce issues	Recommended actions, tools, and interventions for addressing gaps	Measurement of the success toward meeting work and workforce requirements Updated workforce strategic direction Link to SHCMP – Implementation Plan
<i>Data Examples</i>	-Authorizing Legislation -Executive Orders -Strategic Plan -Citizen-Centered Governance -Business Model	-Structure -Demographics -Attrition -Significant Workload -RNO and Gender	-Workload changes -Needed workforce attributes -Vital skills and knowledge	-Replenishment options and requirements -Impact/urgency of specific gaps -Significant workforce issues -Organizational effectiveness	-Replenishment approach and numbers -Alternative solutions	-Measurement standard -Evaluation methods

Bureau Workforce Plan Highlights

The Department's *Strategic Human Capital Plan* was produced through a collaborative process involving managers and non-supervisory employees from every bureau and major office of the Department. The plan provides a strategic overview of the mission critical human capital issues the Department collectively faces and the key initiatives we are undertaking to overcome them.

A vibrant organization must take an evolving, adaptive approach to maintain mission relevance and serve citizens effectively. We also face a variety of bureau-specific mission challenges within the total DOI organization. Consequently, the Department's plan recognized that bureau workforce planning was needed to validate and supplement the plan's broad conclusions and to define a course of action that would address both Department-wide and bureau-specific workforce actions over the next five years.

The results of this first workforce planning effort have been particularly useful in identifying specific human capital needs throughout our organization and have identified a wide variety of action to address them. In some cases, the problem and its solution have been clearly identified.

In others, the problem and the approach to addressing it have been more generally stated and will require additional attention and focus.

Given the breadth and scope of the bureau workforce plans, it is difficult to adequately summarize here their full extent and impact. However, it is possible to provide a few of the many highlights that have emerged from this process. These analyses and actions will serve as models for our continuing work in the transformation of the Department, a process that we are reminded will always be a journey not a destination.

Here are a series of illustrative examples of the work now underway or about to begin:

Revitalizing Program Delivery

For decades, a key mission of **U.S. Geological Survey** has been to produce topographical quadrangle maps of the Nation that can be used for

a variety for planning, recreational, and scientific purposes. In the past two decades, the Survey has increase the availability of digital versions of these maps for use in geographic information system (GIS) software.

Over time, however, the process of updating paper maps has become increasingly expensive, and the Survey has had difficulty keeping maps up-to-date on a regular basis. User expectations have also changed, requiring that USGS maps and digital data be accessible in as timely and flexible a manner as can be obtained on the Internet. At the same time, more and more information and data are becoming available through other government agencies at the State, county, and city levels and the private sector.

As the demand for more technologically current, seamless, and flexible information has grown, USGS has adjusted its mapping strategy, known as the National Map, to provide more flexible access to more current digital geographic and cartographic data to a wider range of users for a wider range of uses. The vision for the future of the National Map is based on the availability of continuously maintained, nationally consistent, basic geospatial data and applications.



Revitalizing the program starts with workforce restructuring. In 2004, the USGS plans to offer buyouts to some geography program employees since fewer employees in the areas of map production, production support, and map production management and administration will be needed. The Survey anticipates that the buyout offer will be accepted by between 100 and 250 employees. USGS plans to fill about 20 percent of the resulting vacancies. Savings from the restructuring will be used to establish new partnerships; to develop the science and applications needed to promote geographic integration and analyses; and to provide access to tools for specific applications and modeling.

Within the program, new workforce skills will be needed and developed to understand and integrate data formats, data sets and structures from different sources. The new program emphasis will require employees with an expanded knowledge of Federal procurement regulations and expertise in partnership agreements.

Enhancing Capacity and Improving Service

As described in the first part of this report, the **Office of the Special Trustee for American Indians** recently completed a six month process of developing the initial OST Workforce Plan, a roadmap for integrating human capital initiatives with program goals and objectives. The initial OST Workforce Plan was facilitated and assisted by the Interior Strategic Human Capital Management, the Comprehensive Trust Management Plan (CTM), and the Human Capital Team as part of the overall Interior initiative to respond to cross-cutting workforce initiatives. The plan captures the analysis of workforce supply, demand, and gaps based on historical trends, future projections and expected work demands and reflects the goals and objectives in the CTM to increase critical skills to carry out the mission – support of the Interior Serving Communities – Fulfill Indian trust responsibilities outcome goal.



While effective forecasting for out-year workforce, workload and budget cannot be fully substantiated until a historical baseline for the reform of trust asset management work can be established, the workforce numbers and skills as of June 2003 were compared with estimates of requirements for the future during the start up of comprehensive re-engineering of the work. This analysis formed the basis for identifying several workforce-planning challenges.

1. In-depth knowledge of trust funds management will continue to be critical to delivery of services to the beneficiary. Key program delivery areas include beneficiary trust representation, trust financial management and the oversight of trust asset management.

Funding for a major training and employee development initiative is required.

2. With the performance focus on customer satisfaction with communications on trust issues, OST developed a recruiting plan to establish and fill positions in 30 pilot agencies. Together with establishment of performance matrices, this staffing initiative is designed to achieve greater accountability to beneficiaries and to reduce the need for rework by account holders and field staff by ensuring thorough and accurate information and data gathering.
3. Approximately 25 percent of OST's current staff could retire by 2008, with nearly half of those eligible to retire during 2004.
4. In general, OST must focus on the renewal of its workforce and succession planning for supervisory and managerial positions.
5. Reorganization efforts and re-engineering as guided by the CTM will affect the workforce skills analysis and planning strategies.

Most importantly, the Workforce Plan is a tool for identifying human capital needs, developing and implementing solutions, and evaluating progress and determining the need for revised or new strategies. The plan will be updated annually and used in conjunction with performance plan to ensure that OST is strategically managing its human capital to meet our mission, vision, and goals.

Improving Customer Focus and Service

The **Minerals Management Service** has begun a multi-year effort to transform its offshore oil and gas program business processes with the goal of increasing efficiency and responsiveness to its customers. The current effort will change the business processes and have workforce planning implications in the Offshore Minerals Management and Minerals Revenue Management program areas.

As a result, the Service is upgrading its ability in the Offshore Minerals Management Program to process an increased number of requests from industry in a timely manner, distribute decisions for comment, provide approvals, and monitor

activity on leases. This change will improve connectivity between the government and the public, build cross agency E-Gov infrastructure, and create a citizen-centered web presence. This transformation will allow an increased shift of workplace focus away from processing data to the evaluation and analysis of the bureau's work products, such as equipment testing, inspection of facilities, environmental and technical research, lease administration and economic valuation, and mineral resource assessment.

The Service is also conducting a business re-engineering plan for its Mineral Revenue Management (MRM) Program. The Service is improving reporter compliance with lease terms, regulations and laws by reducing the MRM business cycle from six years to three years, consistent with expected industry standards. Process redesign also aligned the MRM multiple functions into two core end-to-end business processes, established organizational accountability for compliance and asset management outcomes at the producing property level, simplified regulatory reporting requirements to reduce reporting burdens to both MRM and industry, and modernized the MRM IT environment.

Additionally, MMS has dramatically increased its ability to take Federal royalties in oil and gas production in-kind, rather than in value. The shift in emphasis to a Royalty in Kind (RIK) program reduces costs for both the industry and government and reduces both the number and complexity of conflicts that have arisen in the past over oil and gas valuation. Additionally, the RIK program is helping fill the Strategic Petroleum Reserve as part of the Nation's long-term energy security strategy.

The Service has gathered and analyzed data on skill and staffing shortages caused by impacts to work in every organizational unit across the bureau and every occupation. Each supervisor used a gap analysis worksheet to record the make-up of the workforce as of May 2003.

Retooling these programs is having a direct impact on the Service's workforce requirements. To meet the challenges of the future, MMS has identified three critical needs: the ability to attract and retain



more engineers and geoscientists; shifting its workforce focus from accountants, accounting technicians, and auditors to RIK business specialists; and building effective succession planning for key supervisory and managerial positions. Because the MMS competes with the high paying oil and gas industry for most of its core occupations, both strategic recruitment strategies and retention strategies must be deployed.

To address the challenges, MMS is taking a multi-pronged approach. This includes the implementation of new and wider use of existing activities in the areas of recruitment, employee development, and alignment of human capital initiatives with the MMS strategic plan and budget.

"The Minerals Management Service supports and promotes workforce planning as a fundamental tool to achieve program objectives by matching human resources with the anticipated needs of our organization. Based on the direct involvement of our managers and supervisors, this plan identifies our workforce challenges through 2007, solutions for addressing them, and a mechanism for monitoring and evaluating our progress. The plan will be an invaluable resource in furthering the sound management of mineral revenues and the safe and environmentally responsible development of offshore mineral resources."

— Johnnie Burton, Director
Minerals Management Service

Advancing Partnerships and Building Capacity

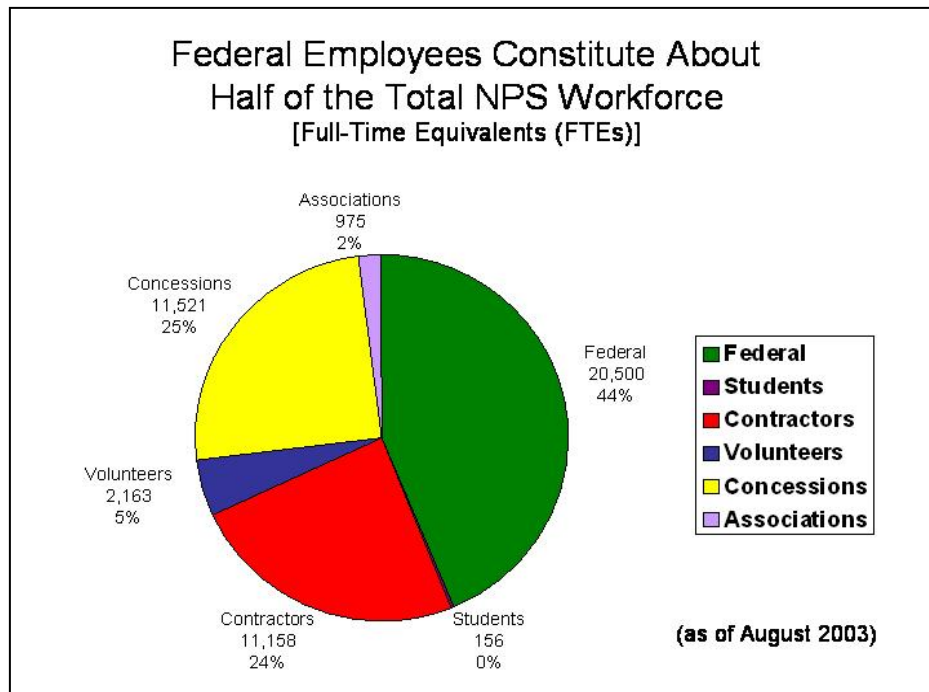
Our citizens are demanding more of our national parks even as the resources to meet these demands are likely to remain constrained for the foreseeable

future. To meet this challenge, the **National Park Service** is turning to its many partners to deliver measurable results for all of its visitors. Changing demographics, environmental factors, economics and community values require leaders to find new ways to forge innovative connections between people and places. Protection of our natural and cultural treasures along with the places set aside for recreation and education, demands shared responsibility and leadership.

National Park Service joined with the U.S. Forest Service, Bureau of Land Management, U.S. Army Corps of Engineers, U.S. Fish and Wildlife Service, Bureau of Reclamation, and Bureau of Indian Affairs to convene a *Joint Ventures: Partners in Stewardship* conference this November. This first-time, national gathering of the seven primary Federal land managers and a wide variety of affiliated interest groups will provide agency personnel and non-Federal partners

a unique opportunity to learn what makes partnerships work, learn best practices, and gain real-world skills to bring back to their organizations. It will unite our agencies and our partners in a common vision of the how partnerships can work more effectively and achieve greater results.

One of the National Park Service's oldest and closest partners has been its concessionaires. In 1916, Stephen Mather, the first Director of the National Park Service, recruited corporate



Through partnership capacity building, the Service is tapping into the vast reservoir of public interest in and appreciation of our Nation's outstanding natural, cultural and historical heritage. The recent reorganization of the Service emphasizes the essential role of partnership and volunteer activities for the Service's future. In establishing an Associate Director for Partnerships as a key leadership position within the Service, NPS is bringing greater management focus and attention to these most important relationships. NPS awareness of and commitment to the role and importance of volunteers and partnerships within the Service are growing rapidly.

To explore and shape these ideas of partnerships and a nationwide network of public places, the

partners to assist with the preservation and use of our Nation's treasured places. Today the Service administers approximately 600 concession contracts generating over \$800 million in annual revenue across 126 parks and areas located in most States and territories. Concessions play a critical role in assisting the Service meet its natural resource stewardship responsibilities.

Visitors to the National Parks interface with concession operations and concession employees, in some cases, to a greater degree that they do with NPS employees. It is critical that the concession operation work in close partnership with the Service and carry out environmental practices in facility development and operations that align with NPS goals and objectives.

“Our ability to accomplish the NPS mission has expanded beyond its boundaries and our employees. Our workforce strategy is an expanded and inclusive one, including our employees, volunteers, concessionaires, partners, students, and contractors. By working together in a collaborative environment, we can continue to protect America’s most precious natural and cultural resources for generations to come.”

— Fran Mainella, Director
National Park Service

In 1998, the National Omnibus Management Act was passed, which substantially changed the manner in which the NPS awards concession contracts, as well as the terms and conditions for new contracts. Over the next five years, the reworking of this large body of contracts will be a major endeavor.

The role of the NPS workforce in this effort is critical. The current concessions oversight staff represents a diverse group of people all devoted to the NPS mission. Coming from backgrounds as diverse as forestry and business administration, their expertise in concessions management is often limited and competencies are underdeveloped in areas of real estate finance and hospitality management. To acquire private sector skills to contracting commercial services in the parks and provide training and advice in consistent contract oversight, the Service has engaged an external business advisory organization to increase its expertise, reengineer its business practices, and expand its professional capacity. The Service has developed a staff training and monitoring program to ensure competency enhancement. Partnering with a university in the Southwest, NPS employees are further advancing their concession management skills.

Additionally, the Park Service is working closely with its employees to build new skills, knowledge and experience critical for the continuing success of the Service. These new competencies (business acumen, negotiation skills, mediation, technology, and a range of scientific and social knowledge) are at the heart of its workforce planning effort.

Developing and sustaining new competencies requires investments in training and development. The NPS Service-wide Training and Development Program is delivering competency-based training effectively. To date, core competencies have been developed for seventeen NPS career fields and incorporated into the design, delivery and evaluation of Park Service training and development programs, all of which are accessible to park employees via The Learning Place, a web application, found at www.nps.gov/training. To further reinforce the links and employee improvement, a new learning management system known as My Learning Manager comes on-line October 2003. This system located at (www.mylearning.nps.gov) ensures that training programs will be firmly linked to the outcomes that the NPS must achieve to be successful.

Rebuilding Proficiency

In addition to its focus on trust responsibilities described in detail in first part of this report, the **Bureau of Indian Affairs** is strengthening its capacity to be a full and effective partner with Tribes in the other areas of service it funds and provides. Building off the recommendations contained in a 1999 National Academy of Public



Administration study of the Bureau’s administrative capacity, the bureau has been rebuilding its capacity to effectively perform essential agency operations, including property management, Federal funds accounting, procurement, information technology, and

human resources management. As a result of this study, BIA is rebuilding these essential skills. With the support of the Administration and the Congress, staffing has improved in many of these areas. This year, BIA headquarters and field organizations were restructured to provide better

administrative and program management and to provide clearer lines of responsibility for program direction and oversight.

The BIA workforce plan indicates that more systematic and effective training are needed. Because technical and management training has been neglected for so long, a training needs assessment must be conducted for technical and managerial employees, and appropriate training programs developed to eliminate competency gaps. Managers must be trained in basic supervisory and management skills. An analysis of the most populous BIA positions suggest that BIA employees are primarily carrying out clerical and technical duties, with some trust administrative responsibilities carried out by people whose skills were acquired mainly on-the-job. This implies that some may not have the educational backgrounds that provide a conceptual framework for their work. A more highly educated and professional workforce is required if BIA is to fulfill its trust management and technical oversight roles. Training programs must be developed to improve competencies and education, and recruitment programs must support the shift to a better educated, better qualified workforce.

Engaging the Entire Organization

Over the last two years, the **U.S. Fish and Wildlife Service (FWS)** has actively engaged its managers in identifying the future mission requirements and challenges that will shape its workforce needs. Focus groups, including supervisors, managers, and other subject matter experts convened and Washington and each of the Service's seven regional locations, to identify, define and refine core competencies required of employees in all program areas, as well as identify emerging or anticipated workforce issues. By convening focus groups at the regional level and organizing them by program area, FWS was able to capture common characteristics and concerns, along with other variations that proved important in crafting targeted solutions to potential workforce challenges. This approach allowed FWS to develop a set of program specific competencies, core competencies applied to every program, competencies specific to headquarters, and common workforce issues. It also resulted in buy-

in from managers at all levels of the organization, and support for the outcomes, conclusions and recommendations of their workforce plan.

The FWS Workforce Planning Study concluded that its ability to address mission challenges and fulfill its mission is threatened by five workforce challenges:

- Increased volume of work
- Evolving approaches to accomplishing the mission
- Workforce diversity
- The need for core scientific expertise
- Recruitment and retention

These challenges require employees with traditional biological science competencies, and also employees with skills in nontraditional areas. New skills include: economists to assist in the analysis of costs/benefits of resource management; hydrologists to tackle the difficult issues of water management activities and their effects on trust resources; information technology specialists and geographic information specialists to assist in landscape planning efforts and to provide necessary methods of data management; public affairs specialists to engage in agency two-way communication with citizen clients; and specialists in negotiation and mediation to address resource issues; and grant management specialists to work with the increasing number of grant recipients.



While media attention has focused on impending retirements, the FWS plan found that separations, not retirements, constitute a bigger source of concern. Between 1997 and 2001, only 25 percent of the FWS separations were retirements. Issues impacting retention include poorly marked career paths, lack of managerial development, insufficient succession planning, inconsistent position classification, insufficient staffing, and various skill gaps.

To deal with its workforce challenges and competency gaps, FWS developed a number of long-term solutions. The long-term solutions include: conducting a job analysis and management review to validate current and future competency requirements; developing training and development profiles, programs, tracking and delivery options; implementing a strategic recruitment program; expanding use and managerial knowledge of existing recruitment and retention flexibilities.

“I am pleased with progress we have made in creating the U.S. Fish and Wildlife Service Workforce Plan.. It addresses for the first time the workforce challenges we face as a bureau. It provides a detailed description of the workforce issues, recommended solutions, timelines, and an indication of the resources necessary to implement them. These solutions will be applied to Service programs, creating a common framework in which to meet our mission critical challenges in conserving, protecting and enhancing fish, wildlife, and plants and their habitat for the continuing benefit of the American people.”

— Steven Williams, Director
U.S. Fish and Wildlife Service

The workforce planning approach used by FWS ensured greater acceptance and understanding of issues and solutions, from its employees and managers.

Renewing the Organization

The vast acreage and myriad natural and cultural resources that the **Bureau of Land Management** administers as the Federal government’s largest land manager, combined with the complexities of the BLM multiple-use mission, present unique challenges and opportunities. The challenge presented by increasing urbanization has had a profound impact on the bureau and its programs. The last ten years have seen a dramatic increase in the demands placed on both the lands and the bureau’s workforce. The rapidly growing population and changing demographics of the

West, coupled with constrained budgets and a decreasing number of employees, strains the bureau’s ability to manage our Nation’s great public lands.

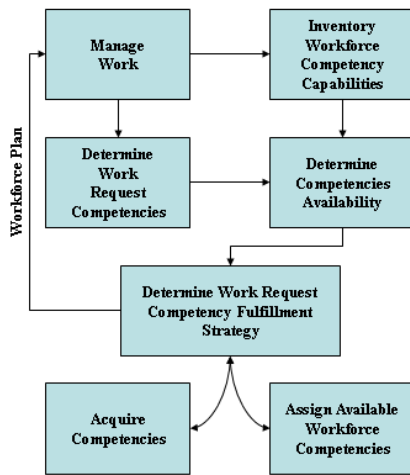
For example, the public looks increasingly to the BLM-managed western lands for recreation opportunities. In the lower 48 States, nearly two-thirds of the BLM public lands are within an hour’s drive of urban areas, and many of the Nation’s fastest growing cities are in the West. At a time when land use and urbanization pressures are increasing, there is also a growing awareness of and support for clean air, clean water, open space, and habitat for threatened and endangered species. Meeting these challenges will require a flexible workforce comprising: permanent, term, temporary and seasonal employees; partners from other Federal, State, and non-profit entities; contract workers; and volunteers.

To address the challenges and develop a set of solutions, BLM leadership approved the *Creating a Healthy Organization* initiative. This initiative states: “At all levels, the bureau will integrate workforce planning and other human resources management considerations into all strategic planning efforts and management decision-making activities involving budget, resource management, business, fiscal, and other practices.”

Under the initiative, a BLM Business Activities Model ensured a comprehensive understanding of how workforce planning intertwines with the business of BLM. Through its use, over 200 BLM workforce planners identified the information managers need to replenish mission critical skills and knowledge over the next five years.

For example, workforce planners identified 25 workforce challenges from meeting a court-sanctioned assessment of over 18,000 BLM grazing allotments over the next decade. These challenges include addressing expanding workloads associated with monitoring and assessing environmental compliance requirements for oil, gas, and other mineral leases.

BLM Business Activities Model



In addition to supporting numerous ongoing actions, the BLM plan delineates over 30 actions that will occur over the next year as solutions to these challenges. The actions focus management attention on a wide spectrum of human capital needs, and include:

- Establishing better defined skill requirements for BLM’s multi-discipline, multiple-use function;
- Establishing a training and funding strategy to meet workforce development requirements;
- Finalizing the bureau succession plan and developing the competency data requirements for all managers and supervisors.

Responding to Emerging Challenges

After completing more than a century of service to the Nation, the **Bureau of Reclamation** is facing a significant challenge over the next two decades. Recent crises in the Klamath River and the Middle Rio Grande basins vividly demonstrate the competing demands for water and are the catalyst for the Secretary’s Water 2025 initiative.

Water is the lifeblood of the American West and the foundation of its economy. It is also the scarcest resource in some of the fastest growing areas of the Nation. Explosive population growth in western urban areas, the emerging need for water for environmental and recreational uses, and the national importance of the domestic production

of food and fiber from western farms and ranchers are generating major conflicts among these competing uses of water.

In some areas of the West, existing water supplies are, or will be, inadequate to meet the demands for water for people, cities, farms, and the environment even under normal water supply conditions. The Department recognizes that States, Tribes, and local governments should have a leading role in meeting these challenges. The Department of the Interior should focus its attention and resources on areas where scarce Federal dollars can provide the greatest benefits to the West and the rest of the Nation.

Five realities create a need for action:

- Explosive population growth in arid areas;
- Existing water supplies are inadequate;
- Over-allocated water supplies can cause crisis and conflict;
- Aging water facilities limit management options; and
- Crisis management is not effective in dealing with water conflicts.

In carrying out the Water 2025 initiative and its ongoing work, the bureau must expand its workforce competencies to deal with the multi-agency, multi-interest challenges to recognize the rights and interests of stakeholders while maximizing the opportunity for innovation and creativity. This will require its workforce to possess knowledge of disciplines that range from engineering to biology, strong analytical skills to assess complex information, and problem-solving skills. Additional new training needs and approaches have been identified in the bureau plan:

“Water 2025 is not new, but it does represent a new philosophy, one that is focused on reshaping and enhancing the tools that will work to prevent crises and conflict over water in the West. To be successful in dealing with today’s complex water issues, we know collaboration is the key.”

— John W. Keys, III, Commissioner
Bureau of Reclamation

- Coordination, critical thinking and communication skills related to representing Reclamation;
- ADR/conflict resolution skills;
- Project management skills, with an emphasis on certification;
- Problem solving skills; and
- Oral and written communication.



At the same time, this world-class science and engineering agency requires a world-class workforce to accomplish its work. It also requires a highly competent, skilled staff to operate and maintain its vast water and power infrastructure, and provide support to Reclamation’s technical programs. The use of apprenticeship programs has been an effective, long-range workforce tool used to fill critical shortage category positions such as power plant electricians, mechanics, and operators/controllers. Efforts are under way to revitalize the Rotation Engineer Program, a previously mandatory training program for nearly every entry-level engineer that is now needed.

Setting a New Direction

After more than a quarter of a century of successful operations, the **Office of Surface Mining** has assessed the work remaining to be done in addressing the hazards of abandoned mine lands ensuring environmentally sound surface coal mining operations and the resources needed to address the task. A recent study conducted by the Office of Surface Mining reported that more than 3.5 million Americans live less than one mile from health and safety hazards created by abandoned mine lands, and nearly 1.2 million people live less than half a mile from dangerous high-priority

hazards. The outlook for cleanup of these areas is poor, as the outdated statutory allocation of coal fee collections has resulted in a progressive distribution away from the most critical problems and, instead, directs funds to low-priority sites or to States that have no remaining problems. Under the current authorization, which is set to expire in September 2004, the projected timeframe for clean up of hazardous sites is 47 years. Consequently, the bureau is working closely with the Administration to propose alternative strategies that will yield more results more quickly. Except for emergency actions carried out by OSM, the States play the lead role in the abandoned mine cleanup effort. If the Administration and the Congress would conclude that the Federal emergency program should also be shifted to the States, the Bureau would need to make appropriate adjustments to its workforce.

The bureau’s regulatory oversight has continued to evolve over time as States have gained lead responsibility for enforcement actions. As a result, while there is still a need for oversight inspections, the primary role of oversight is no longer simply identifying possible missed violations. Instead, the issues facing the bureau and the States are more complex and require greater technical skills than those of a decade or two ago. As a result, OSM’s role now requires expanded technical assistance and increased technology development and information transfer to the States. This evolving change will place more emphasis on building competencies in the sciences, engineering, and related systems specialties.

“While there are no easy answers, I believe that we can find common ground that will result in an efficient and effective program that refocuses reclamation towards the highest priority work, yet honors the commitments and obligations under the Surface Mining Control and Reclamation Act.”

— Jeff Jarrett, Director
Office of Surface Mining

The OSM workforce analysis identified the potential loss of as many as 80 percent of the current managers and supervisors over the next



few years. Left unaddressed, this would result in a huge leadership vacuum. The plan proposes appropriate steps to maintain leadership and institutional competencies. The plan also identified that program and field workforce will drop 17 percent over the next few years, while changing workforce requirements will result in critical occupation competency gaps. Those gaps include physical science, engineering, and system competencies relating to science and technology transfer. Again, the bureau proposes steps to address this shortfall.

Quality Service and Innovative Solutions

The **National Business Center** was established to centralize and standardize Departmental



administrative systems and services by providing innovative, customer-driven services that are cost effective and efficient. Through economies of scale and effective coordination among Interior bureaus and other

Federal clients, NBC has been able to provide lower cost and better state-of-the-art products and services on a fee-for-service basis.

As NBC evolves, it regularly restructures itself to meet customer business needs.

In January 2003, NBC was chosen as one of the four providers of payroll and related services for the entire Federal government's 1.8 million employees. Partnering with the U.S. Department of Agriculture's National Finance Center (NFC), NBC is developing and implementing an operating partnership and incorporating best practices to ensure efficient operations. NBC is expecting to add almost 100,000 new payroll clients to its nearly 220,000 current customers. This task has required NBC to adjust its organizational structure, focusing on the enormous impact this initiative will have on its Payroll Operations Division, Personnel and Payroll Systems Division, and the Datamart Team. To address human capitals challenges created by this large influx of new clients, NBS is:

- Utilizing an automated recruitment system to speed the hiring process and improve outreach to potential diverse applicants;
- Identifying core competency requirements for entire NBC workforce; and
- Creating training programs to address expanded skill needs

Summary

These highlights from the bureau workforce plans reveal a remarkable diversity while displaying a common feature: good human capital planning is focused on the essential operations and mission of the agency. Though viewed in some quarters as only a human resource concern, workforce planning is central to the achievement of an agency's mission. It is a critical ingredient, especially in times of change and challenge. Such workforce planning must integrate administrative, programmatic, and traditional human resources processes. The following table lists a number of specific examples of the transforming effect that human capital planning and workforce planning implementation is having on the Department of the Interior today:

Examples of Recent and Emerging Bureau Transformations With Significant Human Capital Impacts

Bureau/Program	Business Process Change	Program Reformulation	Restructuring	Actions
BLM				
All Programs	√			Applied methods and procedures to examine its work as a series of processes rather than programs, focusing on outputs produced and cost of resources consumed in meeting cost, performance, and customer service goals. A Government Excellence finalist.
State Offices			√	Reviewing its field structures to build greater uniformity to advance career development and mobility
Service First	√	√	√	BLM continues to work closely with the Forest Service to expand its one-stop shopping services to customers
4C's	√		√	Created a Shared Partnership Liaison directly under an Assistant Director to focus bureau efforts on expanding collaborative activities.
OSM				
AML Program		√		Proposing SMCRA reauthorization of AML program in 2004 to adjust program focus and emphasis on high priority sites
Regulatory Program	√			Changing model with States from oversight and enforcement to technical assistance to States in meeting surface mining law requirements
MMS				
Minerals Revenue Management Program	√	√		Change to Royalty-in-Kind is shifting job skill emphasis from accountants and auditors to RIK business specialists.
Offshore Minerals Management Program	√	√	√	MMS e-Gov initiative is addressing the need to respond to the increasing number of requests from industry in a timely manner, distribute the decisions for comments, provide approvals, and monitor activities on leases.
NPS				
Concessions	√		√	Redesigned the organizational structure for NPS Concessions Program to increase fiduciary oversight; Obtaining external expertise for all contracts grossing over \$3 million. Strategic Business Advisor hired.
4C's			√	Created Assistant Director for Partnerships

Bureau/Program	Business Process Change	Program Reformulation	Restructuring	Actions
				to focus bureau efforts on expanding collaborative activities. NPS Partnership Council created.
Diversity	√		√	Recruitment Futures Workgroup formed. Full-time recruiters being hired in each region.
Facilities	√			Maintenance employees trained on NPS overarching mission. Standard PD's developed for Facility Managers. Employees being trained on MAXIMO and condition assessment. NPS engineering and architectural resources were redirected into project management skills and design and construction work is contracted out. Using industry standard measures and practices to guide strategic management decisions about where and how best to invest financial resources. For the first time, NPS will soon complete a comprehensive inventory of its assets.
New Employee Orientation	√			To ensure that core NPS values are more systematically transmitted to a new generation of NPS employees, Park Service's National Leadership Council recently developed an employee orientation program called "Fundamentals" to educate all new Park Service. The Fundamentals orientation program is a cornerstone to effectively share NPS' values in integrating the efforts of employees, volunteers, concessionaires, students, and partners.
USGS				
Mapping Program	√	√	√	Change in strategic direction for the Geography Discipline to provide more flexible access to more current digital geographic and cartographic data to a wider range of user for a wider range of uses. Addressing skills imbalance; offering buyouts; using savings to build partnerships and applications need to promote geographic integration and analyses.
Financial Management	√		√	Financial management skills appear to be specialized and narrowly focused. The increasing complexity of financial management workload will require a mix of permanent employees, temporary staff, and contractors. Stronger analytical ability is needed as well as strong information technology skills. The bureau is actively addressing its competency-based financial management needs to improve its financial

Bureau/Program	Business Process Change	Program Reformulation	Restructuring	Actions
				performance.
BOR				
Water 2025	√	√		Water supply problems continue to erupt throughout the West as explosive growth puts pressure on limited water supplies. Technical competencies and “soft skills” must be combined to work collaboratively with a wide range of stakeholders
Operations and Maintenance	√			Technical capabilities must be augmented with greater knowledge of computer technology now being used to automate equipment controlling dam functions including power generation, flow measurement devices, and other advances.
BIA/OST				
Trust Management	√	√	√	The Comprehensive Trust Management Plan is built upon providing beneficiary-centered services. These efforts will be reforming, re-engineering, and reorganizing trust duties to fulfill Doe’s fiduciary trust responsibilities.
Administrative Management	√	√	√	Administrative capacity is beginning to grow as a result of the NAPA reforms and the recent bureau reorganization. The Bureau is continuing its work to strengthen its technical and management training to profit from these recent changes.
FWS				
Law Enforcement			√	The Service is using workforce planning to address the Secretary's law enforcement reform initiative by working to improve officer safety, staffing, deployment, recruitment and training. To meet the reform objectives, FWS is conducting job analysis/position management reviews; establishing training and development profiles for law enforcement positions; developing a strategic recruitment program; and creating a toolkit of pay, benefit and other special provisions.
Refuges			√	To provide needed consistency, more equitable grade and pay distribution, and identifiable career pathways for employee development and advancement across the 540 units that comprise the National Wildlife Refuge System, the Service is developing common position descriptions across the entire refuge organization. Based on this work, staffing models will be developed to identify the resources and competencies needed for refuges of

Bureau/Program	Business Process Change	Program Reformulation	Restructuring	Actions
				varying types, sizes, and complexity.
Fisheries			√	Projected retirements, concerns over the loss of scientific and technical knowledge, lack of career paths, and concerns over the ability to recruit scientists has caused the fisheries program to conduct a position management review, develop training and development profiles, and assess training delivery options as a demonstration pilot.
NBC				
Land Appraisal/ Office of the Chief Appraiser	√		√	Real estate appraisal functions previously located in the Department's bureaus are being consolidated within NBC. The consolidation addresses long standing concerns regarding appraisals, which are performed for land and mineral acquisitions and exchanges, land sales, and for other purposes. The new appraisal organization will assure appraisers independence and enable valuation services that meet recognized professional standards. The new organization is: <ul style="list-style-type: none"> ▪ Ensuring consistency and uniform application of professional standards; ▪ Establishing certification and accreditation requirements for appraisers at various grade levels; and ▪ Ensuring all appraisers have the training and development required for their positions.
Government-wide Payroll Providers		√	√	As part of the Administration's e-Payroll initiative, NBC has been selected to provide state-of-the-art payroll services to 100,000 more federal employees, increasing by 50 percent the number of customers it serves. NBC is retooling its workforce by identifying core competency requirements for entire NBC workforce and creating training programs to address expanded skill needs.

Next Steps and Conclusion

With the completion of our initial effort in broad scale workforce planning, the MIT will be responding by working closely with its Human Capital Sub-team in early FY 2004 to:

- Analyze the full scope of the eight bureau workforce plans and their interrelationship to Department-wide plans for financial management and information technology re;
- Highlight what has been accomplished;
- Share best practices and lessons learned for this first effort;
- Identify those actions that will best be implemented on a Department-wide basis;
- Affirm and, where necessary, adjust the scheduling of bureau-managed actions to improve their cumulative impact; and
- Synchronize our workforce efforts with upcoming budget planning processes.

The MIT will devote its attention on these important subjects early this fall to evaluate and coordinate our actions for maximum effectiveness.

This first step in supplementing our Strategic Human Capital Management Plan with workforce plans tailored to specific bureau requirements has been extremely beneficial. The plans are mission-oriented in focus and identify the challenges we face in each bureau and in the Department as a whole. They deal candidly with issues that we must address and the steps we must take to be

successful. While our workforce plans will get better with time and future refinements, much has been gained in this initial effort. We have set in motion a process which examines in an organized and systematic manner the size, scope, and nature of the actions we will take to become a more fully vibrant, achievement-oriented Department of 70,000 public servants.

One of the most encouraging aspects to this endeavor has been the continued engagement of our employees and managers throughout the Department. This is as it should be. The long history of the Department's accomplishments in service of the Nation has always revolved first and foremost around its people.

From the visionary leadership of USGS Director John Wesley Powell to the insights and passion found in the writings of FWS employee Rachel Carson, this Department's strength has always been in its people. Today the Department of the Interior possesses a workforce dedicated and committed to the work of this agency. Our employees are our most essential and valuable resource.

By centering our attention on our employees and the vital role they play in achieving the great goals to which we all aspire, we are strengthening the very heart and soul of this organization and its role in our society. Our employees and the mission we cherish together deserve no less.



“All of us should dedicate ourselves to great goals: We are not here to mark time, but to make progress, to achieve results, and to leave a record of excellence.”

-- President George W. Bush