

MANAGEMENT DISCUSSION AND ANALYSIS

Departmental Goals

As steward of America's natural and cultural resources, the Department of Interior has five general goals:

- Goal 1 - Protect the Environment and Preserve Our Nation's Natural and Cultural Resources.
- Goal 2 - Provide Recreation for America.
- Goal 3 - Manage Natural Resources for a Healthy Environment and a Strong Economy.
- Goal 4 - Provide Science for a Changing World.
- Goal 5 - Meet Our Responsibilities to American Indians.

Collectively, these five primary goals unify the diverse missions of the Department. They provide the strategic direction for managing and investing taxpayer resources to protect and preserve our natural and cultural heritage for future generations.

This section of the report discusses the five general Department goals as well as some of the strategies, bureau mission goals, performance goals, and performance measures that support the individual general goals. The listing of bureau goals and measures that follows is a representative sample of the many diverse goals and measures established by the eight Interior bureaus.

General Goal 1 - Protect the Environment and Preserve Our Nation's Natural and Cultural Resources

Because people and the environment are interdependent, the Department of the Interior ensures that our lands, waters, and other resources remain healthy. Resource-dependent communities can only be sustained by lands in a healthy condition. As we have

learned more about the factors that affect the land, Interior has made significant strides in developing and applying sustainable management practices.

The Department is committed to protecting and improving the value of national parks, wildlife refuges, wilderness areas, and our cultural heritage. Federal lands contain exceptional geological formations, rare and vulnerable plant and animal communities, wilderness areas, wild and scenic rivers, and numerous historical, paleontological, and archaeological sites. These resources are scientifically, educationally, and historically important and represent a significant part of our Nation's national and cultural heritage.

Interior is committed to making decisions based on sound scientific and technical understanding. The Department continues to:

- Implement ecosystem-based standards and guidelines for healthy lands, placing particular emphasis on restoring and protecting streams, riparian areas, wetlands, and abandoned mine lands;
- Focus on protecting resources threatened by non-native invasive species;
- Use wildland fire as a management tool;
- Manage fishery resources and aquatic ecosystems, with priority attention to preserving native and wild fish populations;
- Promote recreational fisheries stewardship by fostering partnerships for better aquatic resources conservation;
- Work in partnership with other Federal agencies, States, and the private sector to prevent contamination of quality habitat, clean up contaminated water bodies, and restore fish, wildlife, and their habitat; and

- Work with States, Tribes, and local communities to reclaim abandoned mine sites by abating hazards, reducing and mitigating adverse effects from past mining, and restoring adversely affected lands and waters to beneficial use.

The Department applies the following strategies to achieve the goal of protecting the environment and preserving our Nation’s natural and cultural resources:

- Uses a watershed or ecosystem approach to land management.
- Involves partners and stakeholders in our decisionmaking process.
- Restores degraded lands to healthy condition.
- Uses scientific research to support informed decisionmaking.
- Develops comprehensive data sets, including data standards and inventory monitoring, as key components of a science-based approach to management.
- Stabilizes/improves the condition of threatened and endangered species by using multispecies approaches to management.
- Develops habitat conservation plans to protect threatened and endangered species.
- Incorporates natural processes, such as fire and floods, into our overall management approach.
- Addresses the problem of invasive species as a threat to land health.
- Preserves Indian culture by teaching Indian language and history.

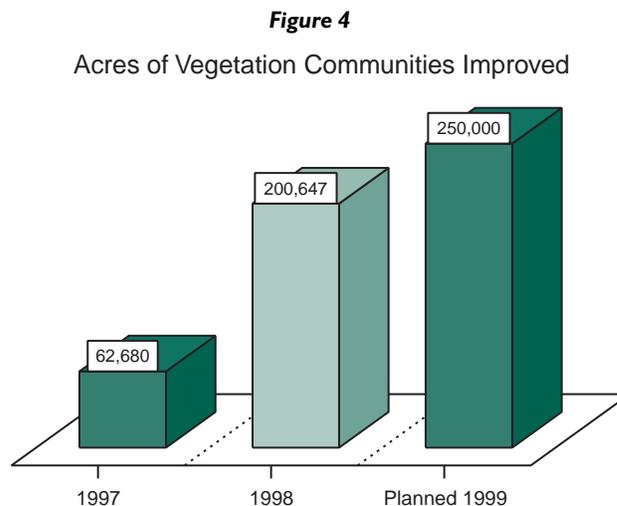
Performance Goals and Measures

In support of these strategies, Interior bureaus have established the following specific bureau mission goals, performance goals, and performance measures:

Bureau of Land Management Mission Goal: Restore and maintain the health of the land.

BLM Performance Goal: By 1999, 250,000 acres of vegetation communities are improved through the use of wildland and prescribed fire and other land treatment tools.

BLM Performance Measure: Acres of vegetation communities improved (Figure 4).

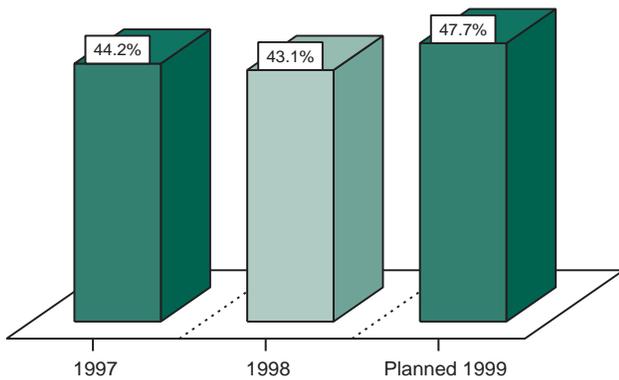


National Park Service Mission Goal: Preserve park resources.

NPS Performance Goal: By 1999, 47.7 percent of the historic structures on the 1998 List of Classified Structures (LCS) are in good condition.

NPS Performance Measure: Percentage of LCS structures in good condition (Figure 5).

Figure 5
Percentage of LCS Structures in Good Condition

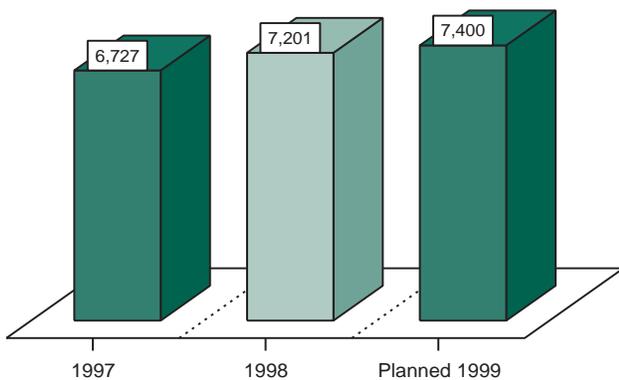


Office of Surface Mining Mission Goal: The Surface Mining Program will repair, reclaim and restore as much land and water as possible that was degraded by past mining, in order to provide America with cleaner and safer land and water and to provide employment and economic opportunities in depressed coal regions.

OSM Performance Goal: By 1999, the Surface Mining Program will reclaim approximately 7,400 acres.

OSM Performance Measure: Number of acres reclaimed (Figure 6).

Figure 6
Number of Acres Reclaimed



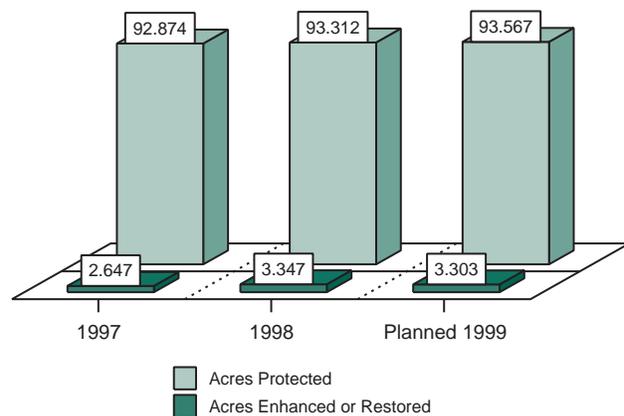
Fish and Wildlife Service Mission Goal: An ecologically diverse network of lands and waters—of various ownerships—is conserved in cooperation with others to provide habitats for migratory birds, imperiled species, interjurisdictional fish, marine mammals, and species of international concern associated with these ecosystems.

FWS Performance Goal: By 1999, meet the identified habitat needs of the Service lands by ensuring that 93,567,296 acres are protected, of which 3,303,341 will be enhanced or restored.

FWS Performance Measure: Acres protected and enhanced/restored (Figure 7).

Figure 7

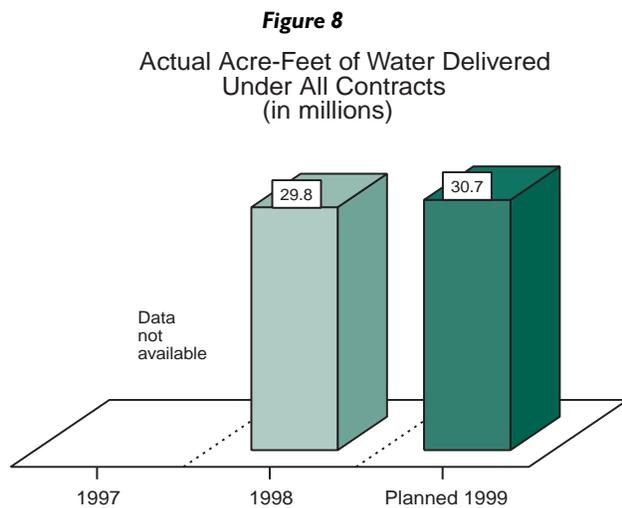
Acres Protected and Acres Enhanced or Restored (in millions)



Bureau of Reclamation Mission Goal: Manage, develop, and protect water and related resources.

BOR Performance Goal: Manage water resources by operating Reclamation facilities to deliver or release the amount of water contracted for, subject to natural water supply and other physical and legal constraints.

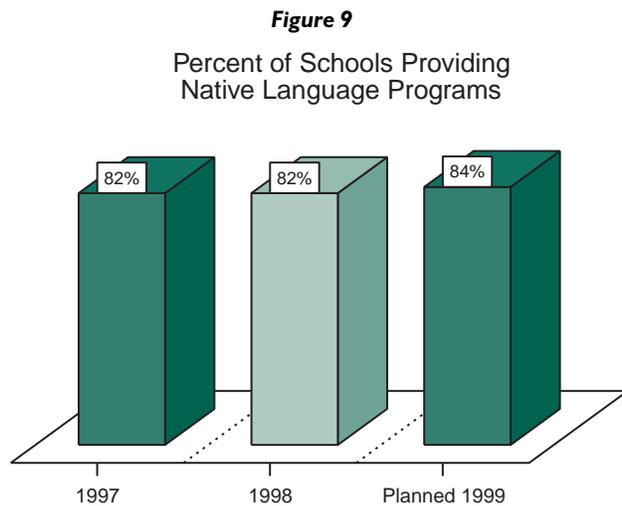
BOR Performance Measure: Actual acre-feet of water delivered under all contracts (Figure 8).



Bureau of Indian Affairs Mission Goal: Provide quality educational opportunities from early childhood throughout life to address Tribal needs for cultural and economic well-being, while also respecting the wide diversity of Tribes and Alaska Native villages as distinct cultural and governmental entities.

BIA Performance Goal: By 1999, increase the percentage of schools providing native language programs to 84 percent.

BIA Performance Measure: Percentage of schools providing native language programs (Figure 9).



General Goal 2 - Provide Recreation for America

The Department of the Interior provides recreation opportunities on Federal lands. It also provides leadership and coordination and serves as a catalyst for recreation efforts by State and local government and the private sector.

Federal lands provide outstanding recreational opportunities, including hunting, fishing, camping, hiking, boating, driving off-highway vehicles, mountain biking, and birding. Interior continues to promote and provide those recreational opportunities consistent with other land uses and with maintaining the health of the land.

Interior-managed lands support tremendous recreational use. In 1998, the National Park System had more than 284 million visits, the Bureau of Land Management (BLM) public lands about 61 million visits, and the National Wildlife Refuge System about 30 million visits. Bureau of Reclamation projects create water-based recreation opportunities for about 80 million visitors annually. The total economic impact of recreation activities on Interior lands exceeds \$28 billion. These recreation activities generate more than 400,000 jobs.

Interior is committed to providing access to public lands and enhancing opportunities for everyone to enjoy the benefits of our Nation's heritage. Adequate funding of the national parks, wildlife refuges, and other public lands will continue to be a high priority. Increased entrance fees at many of the larger "destination" parks and recreation areas may begin to address the funding and infrastructure problems that persist.

The Department employs the following strategies to achieve the goal of providing recreation for America:

- Knows and understands visitor needs and expectations and manages accordingly. Conducts consistent customer surveys throughout the Department to obtain a broad base of visitor information.
- Offers "one-stop shopping" for recreational information and services through the interagency Fed-

eral recreation web site, *recreation.gov*. Offers a single point of contact for campground reservations at Federal sites.

- Redistributes recreational pressure from overcrowded, highly stressed areas to areas with available capacity, including comparable areas managed by State and local governments and private organizations.
- Protects resources for others to enjoy by educating recreational visitors to understand the value of the land and its uses. Promotes user ethics through quality educational experiences that help people understand the value of the land and its resources and their responsibility to protect it.
- Supplements appropriated dollars through increased revenues and cost recovery for services. Continues to implement and expand the Recreation Fee Demonstration Project.
- Expands the use of volunteers. Actively enrolls groups and associations.
- Increases concession revenue. Expands concession opportunities while ensuring that the returns the Federal government receives reflect fair market value.
- Establishes partnerships and collaborative efforts to encourage protection of “areas of national significance” such as national trails, wild and scenic rivers, wilderness areas, and heritage areas that cross jurisdictional lines.
- Helps States, Tribes, territories, and non-profit groups promote recreation. Provides recreation management training and technical assistance, as needed, to States, Tribes, and localities.
- Provides grants to States, Tribes, and localities for recreation acquisition and development.

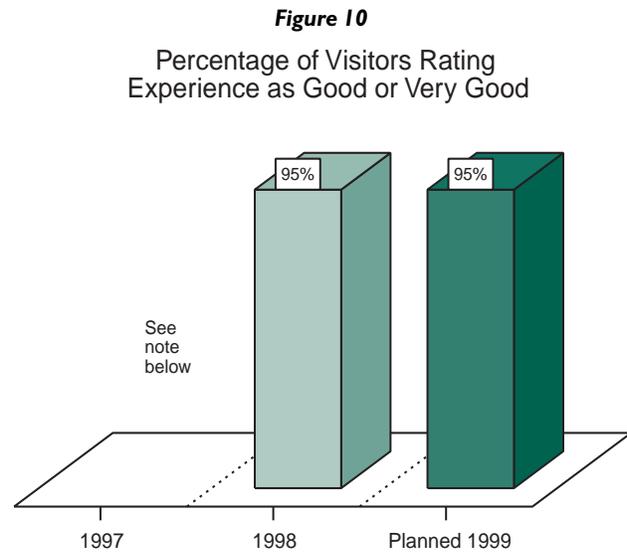
Performance Goals and Measures

In support of these strategies, Interior bureaus have established the following specific bureau mission goals, performance goals, and performance measures:

National Park Service Mission Goal: Provide for visitor enjoyment.

NPS Performance Goal: By 1999, 95 percent of park visitors are satisfied with appropriate park facilities, services, and recreational opportunities.

NPS Performance Measure: Percentage of visitors rating experience as good or very good (Figure 10).



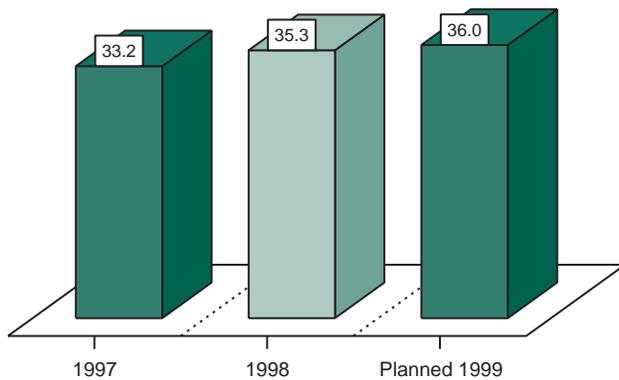
Beginning in 1998, the NPS adopted the Visitor Survey Card as a means for assessing visitor satisfaction at all of its parks. The 1998 results have been adopted as the new baseline. In 1997, a different methodology for assessing visitor satisfaction was used. The 1997 survey reflected a visitor satisfaction rate of 77 percent.

Fish and Wildlife Service Mission Goal: Increase public use of Service lands.

FWS Performance Goal: By 1999, interpretive, educational, and recreational visits to National Wildlife Refuges and National Fish Hatcheries have increased 2 percent over the previous year.

FWS Performance Measure: Percent increase in interpretive, educational, and recreational visits (Figure 11).

Figure 11
Interpretive, Educational,
and Recreational Visits
(in millions)



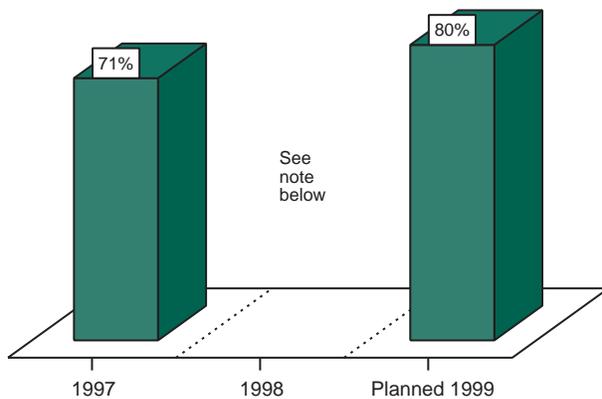
Bureau of Land Management Mission Goal: Provide opportunities for environmentally responsible recreation.

BLM Performance Goal: By 1999, 80 percent of users are satisfied with the condition of BLM recreation areas.

BLM Performance Measure: User satisfaction with the condition of BLM recreation areas (Figure 12).

Figure 12

Percent of Users Satisfied With the Condition of BLM Recreation Areas



The BLM conducts recreation satisfaction surveys every other year, so only 1997 and 1999 data are shown above.

Goal 3 - Manage Natural Resources for a Healthy Environment and a Strong Economy

The Department of the Interior manages a wide variety of natural resources for commercial activities when development can be undertaken in an environmentally responsible manner. These resources, including energy and non-energy minerals, water, timber, grazing land, and hydroelectric power, contribute substantially to virtually all sectors of the economy.

In 1998, the public lands administered by the Bureau of Land Management produced 31 percent of the Nation's coal, 11 percent of its natural gas, and 5 percent of its oil. These lands also produce a large portion of the Nation's commercial minerals and metals, including stone for highways, potash for fertilizers, gold, and silver. Of the total of \$1.3 billion in annual revenues derived from BLM-managed lands, energy and minerals generated more than \$1.2 billion from mineral royalties, rents, bonuses, sales, and fees. Energy and minerals also generated 99 percent of the total \$11.8 billion of production value from BLM-managed public lands. The total direct and indirect economic output impact of the mineral production value amounted to \$25.5 billion out of the \$26.3 billion total in commercial activities on public lands administered by the Bureau.

The Fish and Wildlife Service manages 64 fish hatcheries that produce 160 million fish. This provides \$5 billion in total economic benefit annually.

The Bureau of Reclamation is the largest supplier and manager of water in the 17 western States, delivering water to 31 million people for agricultural, municipal, industrial, and domestic uses. Reclamation is the Nation's second largest producer of hydroelectric power, generating nearly \$1 billion in annual power revenues. Its multipurpose projects also provide substantial flood control, recreation, and fish and wildlife benefits. Over the past 95 years, Reclamation has developed safe and dependable water supplies and hydroelectric power to foster settlement and economic growth in the West. In recent years, Reclamation has moved from development to management of these important resources. In cooperation with State, tribal,

local, and other entities, Reclamation encourages development of solutions for water supply problems that are consensus based, cost effective, and environmentally sound.

The Minerals Management Service manages the Nation’s natural gas, oil, and other mineral resources on more than 1.5 billion acres of the Outer Continental Shelf (OCS), and collects, accounts for, and disburses revenues from offshore Federal mineral leases as well as from onshore mineral leases on Federal and Indian lands. In 1998, the OCS supplied over 27 percent of the natural gas and more than 20 percent of the oil produced in the United States. Since 1982, more than \$98 billion in revenues from mineral activities on Federal lands has been distributed by the MMS to the U.S. Treasury, States, Indian tribes, and Indian allottees.

The goods, services, and revenues produced on Federal lands are economically significant to the Nation and to many local communities, particularly in the western and Gulf Coast States. Interior is committed to making these resources available for appropriate commercial uses while protecting the environment and receiving a fair return for the American taxpayer.

The Department employs the following strategies to achieve the goal of managing natural resources for a healthy environment and a strong economy:

- Improves procedures for maintaining the long-term health and productivity of renewable resources and conserving non-renewable resources.
- Ensures that the public receives a fair return for the use of publicly owned resources.
- Expands the use of incentives and other outcome-based approaches to allocating resources and reducing regulatory cost-burdens.
- Develops interagency and intergovernmental approaches to improving customer service and more effectively sharing limited agency resources.
- Engages customers and stakeholders more effectively in consensus-building processes.

- Develops new technologies to support management objectives.

Performance Goals and Measures

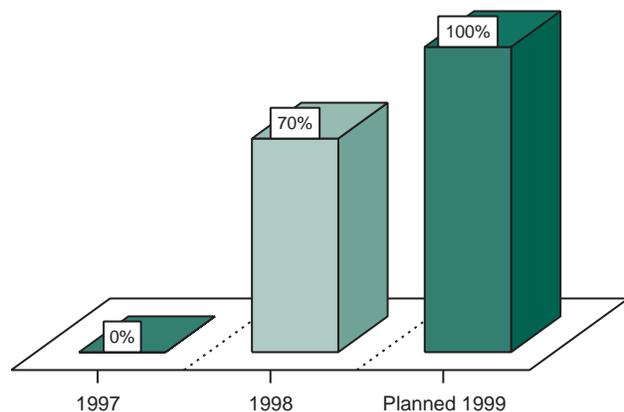
In support of these strategies, Interior bureaus have established the following specific bureau mission goals, performance goals, and performance measures.

Bureau of Land Management Mission Goal: *Manage commercial activities to achieve and maintain public land health standards.*

BLM Performance Goal: *By 1999, 100 percent of National Environmental Policy Act (NEPA) documents for new commercial authorizations address achievement of land health standards, where standards have been adopted.*

BLM Performance Measure: *Percent of NEPA documents addressing land health standards (Figure 13).*

Figure 13
Percent of NEPA Documents Addressing Land Health Standards



Minerals Management Service Mission Goal: Provide for safe and environmentally sound mineral development on the Outer Continental Shelf and ensure that the public receives fair value.

MMS Performance Goal: By 1999, increase Outer Continental Shelf production to 554 million barrels of oil, no less than 4.9 trillion cubic feet of gas, no less than 2.1 million long tons of sulfur, and 25.4 million cubic yards of sand and gravel.

MMS Performance Measures: Barrels of oil (millions), cubic feet of gas (trillions), sulfur (million long tons), and cubic yards of sand and gravel (millions) produced (Figure 14).

Figure 14

| | 1997 | 1998 | Planned 1999 |
|-----------------|------|------|--------------|
| Oil | 453 | 485 | 554 |
| Gas | 5.2 | 5.1 | 4.9 |
| Sulfur | 1.9 | 2.1 | 2.1 |
| Sand and gravel | 0 | 1.3 | 25.4 |

Bureau of Reclamation Mission Goal: Increase water availability.

BOR Performance Goal: By 1999, increase the efficient use of water supplies associated with Federal water projects by assisting up to 201 districts, through the Water Conservation Field Services Program, and other regional or area office programs, to develop, submit, and implement effective water conservation plans.

BOR Performance Measure: Number of districts receiving Reclamation assistance in developing and/or implementing water conservation measures. Data for this measure will be collected beginning in 1999.

Goal 4 - Provide Science for a Changing World

As a Nation, we face serious questions concerning the environment. How can we ensure an adequate supply of critical water, energy, and mineral and biological resources in the future? Are we irreversibly altering our natural environment when we use these resources? How has the global environment changed over geologic time, and what can the past tell us about the future? How can we predict, prevent, and mitigate the effects of natural hazards? Collecting, analyzing, and disseminating the scientific information needed to answer these questions, as well as providing the other critical scientific support for resource management decisions are major responsibilities of the Department.

The U.S. Geological Survey is the Nation's primary provider of natural science information related to natural hazards, certain aspects of the environment, and mineral, energy, water, and biological resources. USGS is the Federal government's principal domestic map-making agency. USGS scientific research contributes to improving the health and welfare of the American people, as well as helping to resolve the Nation's environmental issues and formulate sound Federal land management and natural resource policies.

Since 1879, the USGS has been responsible for classification of the public lands and the examination of the geological structure, mineral resources, and products of the national domain. With the incorporation of the former National Biological Service in 1996, the USGS has also become a major partner in enhancing the Nation's understanding of the conditions and trends of biological resources and the ecological factors affecting them.

The Department employs the following strategies to achieve the goal of providing science for a changing world:

- Participates in interagency and intergovernmental programs to assess, document, and monitor ecological and socioeconomic conditions and trends, including development and implementation of information-needs assessment procedures.

- Ensures that its scientific research program focuses on understanding, assessing, and monitoring ecosystems to provide scientific understanding and technologies needed to support sound land and resource management; pilots a Departmentwide process to assess the status of current science support; identifies gaps and cross-bureau applications; formulates priorities for USGS research in support of land management needs; and obtains land management bureau input for defining GPRA metrics and science outcomes.
- Provides scientific information and technical assistance in understanding the interaction of natural and human systems, protecting the environment, mitigating the impacts of natural hazards, controlling wildlife diseases, assessing water, energy and mineral resources, and ensuring the preservation, conservation, and sustainable use of natural resources and the restoration of habitats.
- Develops technology to increase efficiency and expand collection and management of natural science data, as well as establishing and maintaining national earth and biological science databases for use by Federal, State, local land management and regulatory agencies, and the public.

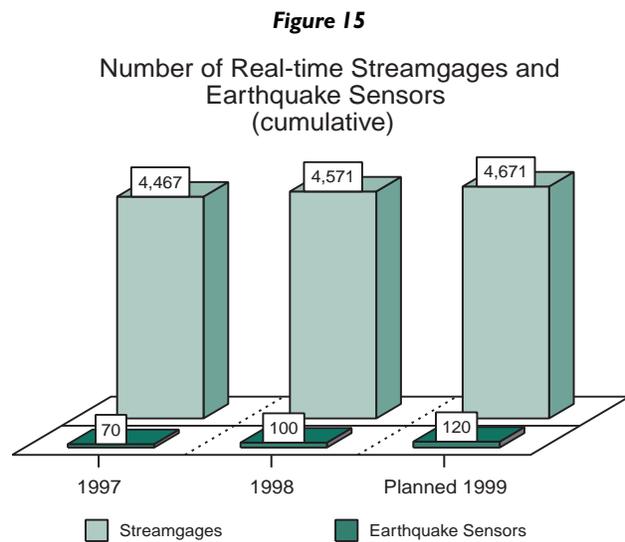
Performance Goals and Measures

In support of these strategies, the USGS has established the following specific bureau mission goals, performance goals, and performance measures.

U.S. Geological Survey Mission Goal: Provide science for a changing world in response to present and anticipated needs, focusing efforts to predict and monitor hazardous events in near-real and real-time and to conduct risk assessments to mitigate loss.

USGS Performance Goal: By 1999, increase the number of sites having streamgages with real-time capability by 100 and the number of improved earthquake sensors by 20.

USGS Performance Measures: Number of real-time streamgages and number of real-time earthquake sensors (Figure 15).



U.S. Geological Survey Mission Goal: Provide science for a changing world in response to present and anticipated needs to expand our understanding of environmental and natural resource issues on regional, national, and global scales and to enhance predictive/forecast modeling capabilities.

USGS Performance Goal: By 1999, maintain 38 long-term data collection/data management efforts and support 2 large data infrastructures managed in partnership with others; deliver 840 new systematic analyses and investigations to our customers; improve and develop 4 new decision-support systems and predictive tools for decisionmaking; and collaborate with university partners to understand natural systems and facilitate sound management practices through 272 external grants and contracts.

USGS Performance Measure: Number of data collection efforts, data infrastructures, systematic analyses, decision support systems, and grants/contracts (Figure 16).

Figure 16

| Performance Measure | 1997 | 1998 | 1999 |
|--|------|------|------|
| Long-term data collection and data management efforts maintained and improved | 32 | 38 | 38 |
| Large data infrastructures supported | 2 | 2 | 2 |
| New systematic analyses and investigations delivered to customers | n/a | 865 | 840 |
| Decision support systems or predictive models developed or improved and delivered to customers | n/a | 5 | 4 |
| University-based partnerships for natural systems analysis | 235 | 270 | 272 |

Goal 5 - Meet Our Responsibilities to American Indians

Today there are more than 550 federally recognized American Indian and Alaska Native tribal governments in the United States. Each possesses inherent governmental authority deriving from its original sovereignty, a long-recognized principle of U.S. Constitutional law. The Federal Indian trust responsibility is a legal duty on the part of the United States to protect Indian land and resources, fulfill treaty obligations, and carry out the mandates of Federal law for the benefit of American Indian and Native Alaskan tribal members.

Under the self-determination and self-governance policies, Tribes are increasingly assuming day-to-day management responsibilities over programs operated by the BIA. Achievement of self-determination demands a Federal commitment that invests sufficient resources over the long term to assist tribes in developing self-government, an economic base, and social and educational institutions while preserving the tribal culture. In 1998, tribal governments received more than \$1.1 billion through contracts, grants, and compacts for operating programs and construction projects.

The Bureau of Indian Affairs is the primary agency of the Federal government charged with the responsibility for administering Federal Indian policy and discharging the Federal trust responsibility for American Indian Tribes, Alaska Native villages, and tribal organizations. The BIA provides services directly, or through agreements with Tribes, to more than 1.2 million American Indians and Alaska Natives in 31 States. The extensive scope of BIA programs covers virtually the entire range of State and local government services, including:

- elementary, secondary, and post-secondary education;
- social services;
- law enforcement;
- judicial courts;
- business loans;
- land and heirship records;
- tribal government support;
- forestry, agriculture, and rangeland development;
- water resources;

- fish, wildlife, and parks;
- roads and housing;
- adult and juvenile detention facilities; and
- irrigation and power systems.

BIA programs are funded and operated in a highly decentralized manner. More than 90 percent of all appropriations now are expended at the local level, increasingly by Tribes and tribal organizations operating under contracts or self-governance compacts. In addition, the BIA administers more than 43 million acres of tribally owned land, more than 11 million acres of individually owned land held in trust status, and 443,000 acres of federally owned land.

In 1996, the Office of the Special Trustee was established to make the Department more effective in carrying out its Federal Indian trust responsibility. This office assists Interior offices and bureaus in actions or proposals related to American Indian trust resources and supports the Secretary's trust responsibilities and implementation of Indian trust protection policies and procedures. In 1997, a comprehensive strategic plan to reform the trust fund management system was submitted for congressional approval.

Interior also provides energy and minerals-related services to Tribes. The Bureau of Land Management is responsible for mineral leasing on tribal lands. The Minerals Management Service collects and distributes mineral revenues to Tribes and allottees.

The Department employs the following strategies to achieve the goal of meeting our responsibilities to American Indians:

- Strengthens the trust relationship with Indian tribes, enhancing self-determination, encouraging self-governance, and supporting tribal efforts to improve economic opportunities for Native Americans.
- Facilitates the transition of Indian programs and services from Federal to tribal delivery systems by implementing self-determination and self-governance policies.

- Consults on a government-to-government basis with tribal officials to ensure that the Department is an effective and responsive trustee.
- Supports policies that favor the principles of negotiation and mutual cooperation within the context of the government-to-government relationship.
- Facilitates coordination of the Federal role in Indian affairs to help interdepartmental initiatives increase the quality of life in tribal communities as much as possible.
- Fosters increased tribal and parental direction of Indian education and continues to facilitate increased overall quality of education for Indian children.
- Supports private and public partnership initiatives to enhance tribal economic growth and opportunity.
- Reduces barriers and impediments to contracting and/or compacting of BIA programs.
- Provides the support necessary to improve the economic status of Tribes through improved human capital and the promotion of self-sustaining businesses.
- Improves public safety in Indian communities through improved law enforcement services that reduce crime rates.
- Develops conservation and management plans to protect and preserve the natural resources on tribal lands.

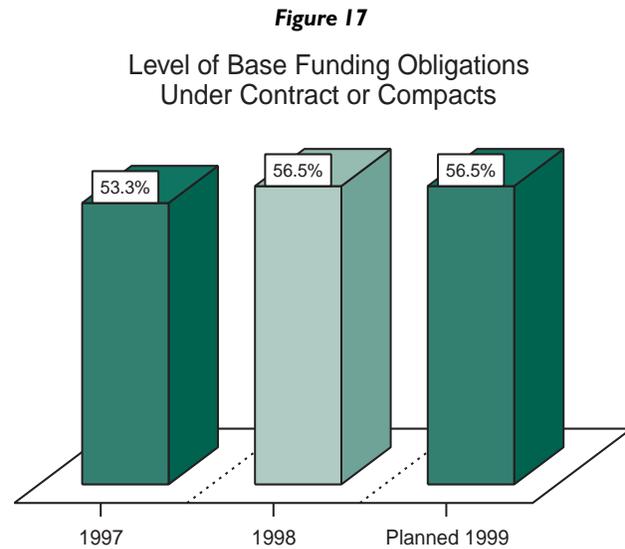
Performance Goals and Measures

In support of these strategies, BIA has established the following specific mission goals, performance goals, and performance measures.

Bureau of Indian Affairs Mission Goal: Provide Tribes with the resources they need to foster strong and stable tribal governments and exercise their authority as sovereign nations.

BIA Performance Goal: By 1999, increase the level of base funding obligations under contract or compacts to 56.5 percent.

BIA Performance Measure: Percentage of base funding obligations under contract or compacts (Figure 17).



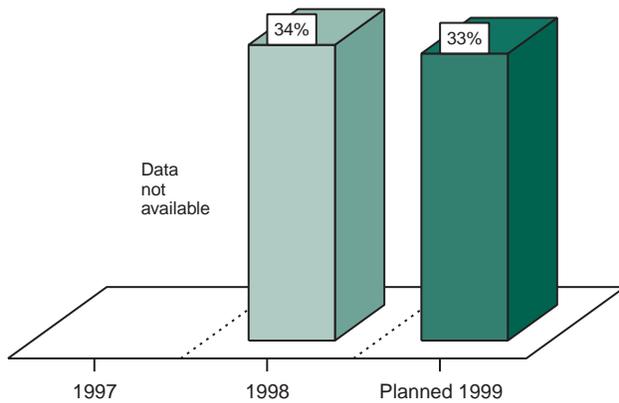
Bureau of Indian Affairs Mission Goal: Provide quality investigative and police services and technical expertise to Tribes.

BIA Performance Goal: By 1999, reduce the Indian country crime rate to 33 percent by focusing on core law enforcement issues.

BIA Performance Measure: Crime rate percentage in Indian country (Figure 18).

Figure 18

Crime Rate Percentage in Indian Country



Bureau of Indian Affairs Mission Goal: Provide quality educational opportunities from early childhood throughout life to address tribal needs for cultural and economic well-being, while also respecting the wide diversity of Tribes and Alaska Native villages as distinct cultural and governmental entities.

BIA Performance Goal: By 1999, increase student attendance to 93 percent.

BIA Performance Measure: Percentage of national student attendance (Figure 19).

Figure 19

Percentage of Student Attendance

