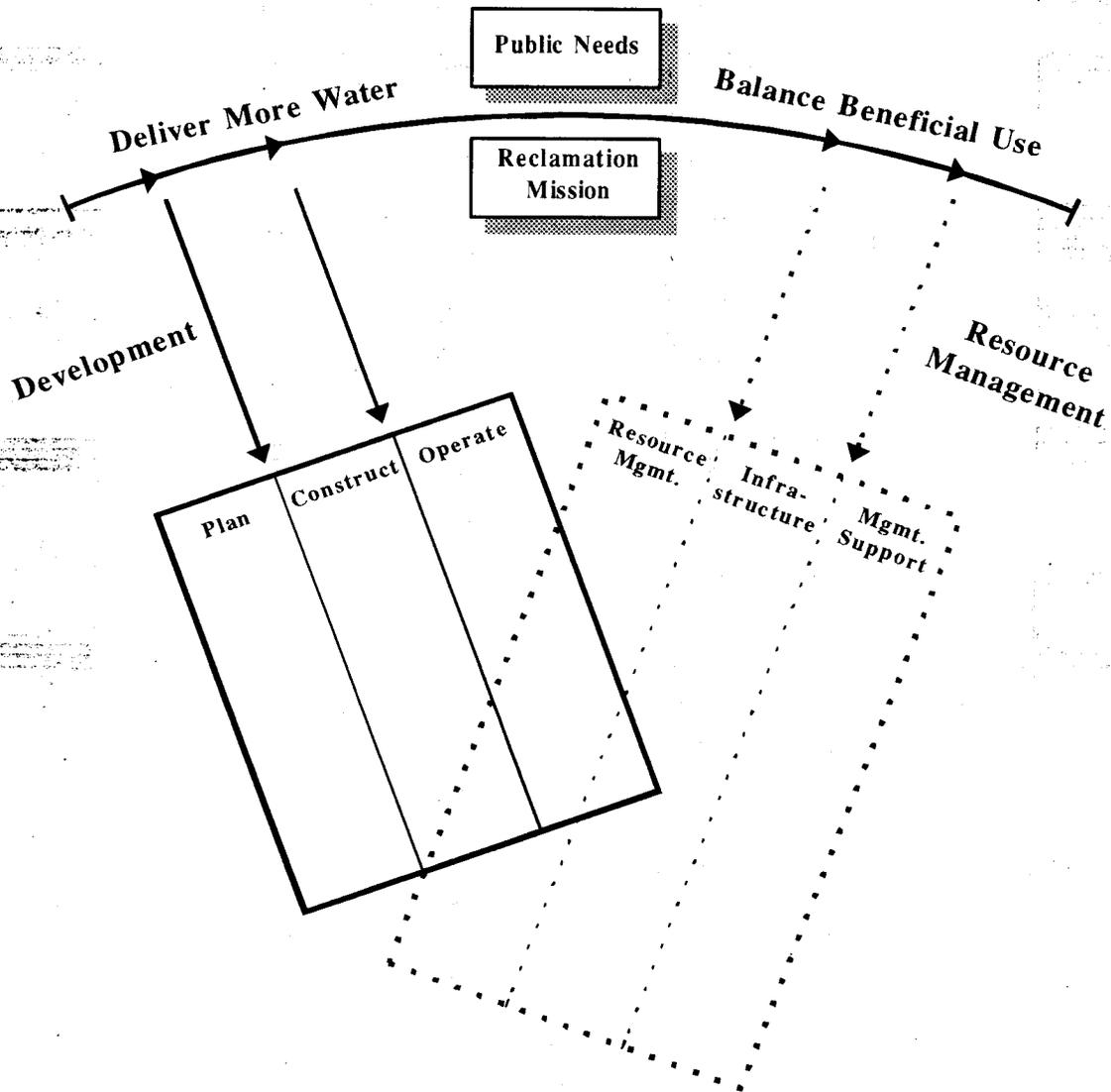


# Report of The Commissioner's Program and Organization Review Team



August 1993



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# **Report of The Commissioner's Program and Organization Review Team**

Department of the Interior  
Bureau of Reclamation  
August 1993

This report makes many recommendations that could eventually affect individual employees throughout Reclamation. Many employees are covered by the terms of a negotiated agreement with one of the 36 bargaining units we have in Reclamation. Changes affecting the personnel policies, practices, or working conditions of any bargaining unit employees will be coordinated and negotiated when necessary, with the appropriate union(s).



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## Foreword

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The Commissioner assigned us the task of reviewing Reclamation's programs and organizational structure and preparing a report of our findings and recommendations. We could not have completed this assignment without the thoughtful input we received from numerous employees, the diligent work of other employee teams that preceded us, and the outstanding cooperation received from all whose help we requested.

We were not able to provide the indepth analysis that many of the needed changes justify. However, we did incorporate and build upon the inciteful efforts of earlier teams in making substantive recommendations for organizational improvements and new direction.

We have also provided special emphasis to human resources which we believe will help Reclamation to be successful where we have not succeeded in the past.

We are sincerely honored to have served on this team, and we enthusiastically look forward to Reclamation's exciting future.

### The Commissioner's Program and Organizational Review Team (CPORT)



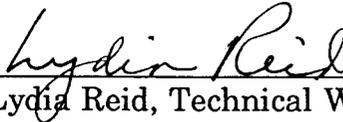
Carol DeAngelis, Member



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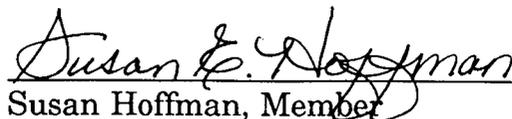
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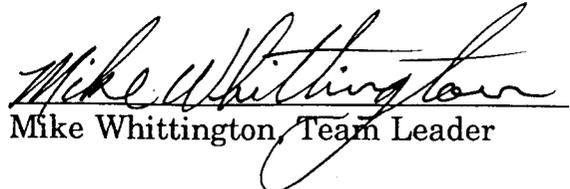
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# Overview

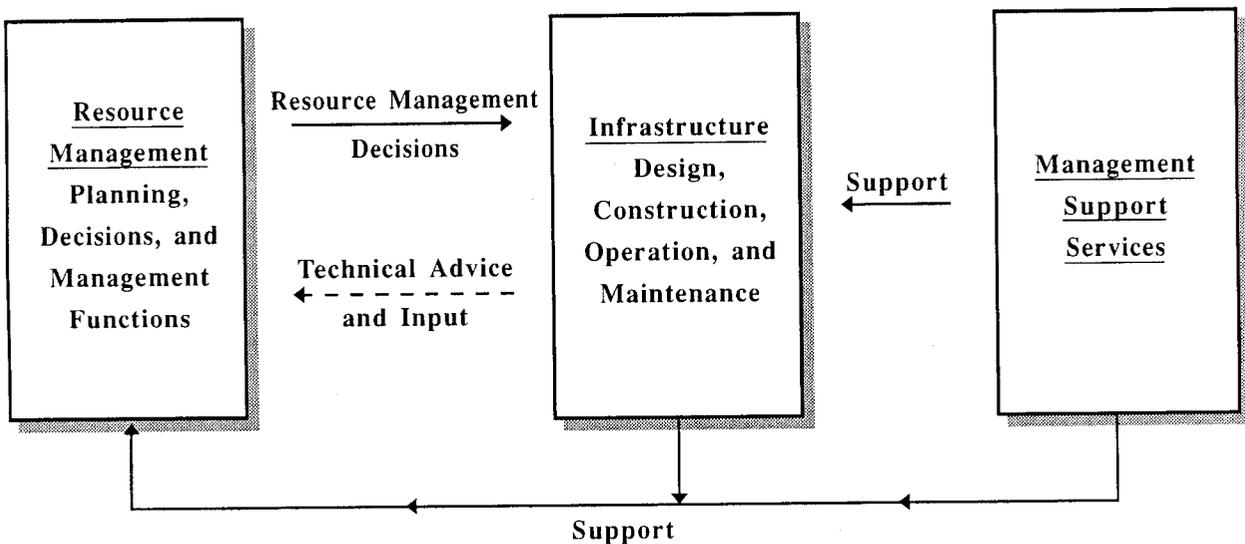
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## Reclamation's Management Philosophy

Throughout its history, Reclamation has been a civil works construction agency. Building projects has been the driving force behind everything we did in the past. Our culture and philosophy has been the construction business. We recommend a complete redirection in that philosophy.

Reclamation's future lies in resource management. Managing resources must become the guiding management philosophy that drives all other functions. Likewise, all infrastructure management such as water deliveries, reservoir management, hydropower generation, and new infrastructure development will be dictated by the resource management decisions.

The following diagram illustrates the functional relationships that will govern how all Reclamation organizational units will conduct business. Water and related resource management planning and decisions will provide the basic direction for all supporting activities.



The above functional alignment conveys the emphasis on management of natural resources. Infrastructure design, construction, operation, and maintenance should take a subservient position to the management of natural resources. Management support services (administrative functions) will support the resource and infrastructure managers.

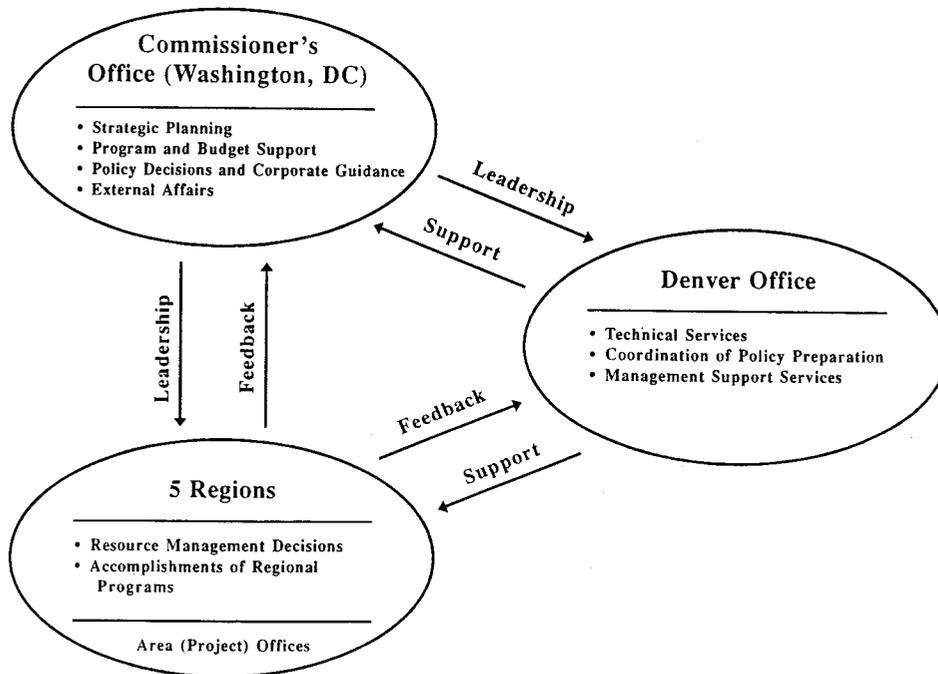
## Organizational Relationships

To successfully carry out Reclamation's new management philosophy, the traditional functional relationships among the main organizational units of Reclamation must change.

Since 1987, Denver has been the central hub of Reclamation programs when it was recast as the "corporate headquarters." That focus will now shift to Regional and Area (Project) Offices where the resource management decisions will be made and programs implemented. These field offices will have the responsibility, authority, and capability to deal with resource needs and issues close to the ground (at the grass roots, where the action is).

The Commissioner's Office will provide the field offices with corporate leadership, policy direction, and program and budget support. Denver will fill the important role of providing central technical services, coordination of policy preparation, and certain centralized management support services.

The following diagram illustrates the organizational relationships that will be required to carry out Reclamation's management philosophy.



Program responsibilities of the Area (Project) Offices will extend beyond project boundaries to engage water management issues and respond to needs on a broader geographic basis (state(s) or basin-wide). Area (Project) Offices will collectively include all of the geographic territory of the regions.

## **Introduction**

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The Bureau of Reclamation has evolved from an agency whose primary mission was water resources development to an agency whose focus is now on water resources management. This change has been in response to a number of factors including legislation, changing public needs and values, economic considerations, and environmental concerns. Along the way, there have been internal organizational changes, revisions in the way Reclamation plans and constructs projects, and modifications to how the agency manages and operates its facilities. Today, Reclamation is more concerned with operating its facilities to benefit multiple uses which include agricultural, industrial and municipal, flood control, recreation, fish and wildlife habitat, wetlands, hydropower generation, and water quality while supporting a wide range of environmental values.

Throughout most of its history, change within Reclamation has occurred gradually. In the early years, legislation passed by Congress expanded the purposes for building Reclamation projects. Most of these purposes emphasized economic development. However, with the birth of the environmental movement and the passage of various environmental laws during the late 1960's and the 1970's, change within Reclamation was accelerated. Among the ramifications were greater public involvement and consideration of environmental effects in the agency's decisionmaking process. In the past, when planning water development projects, efforts were directed toward avoiding and mitigating adverse environmental effects. Procedures were developed that integrated environmental compliance requirements into project planning and the operational decisionmaking process.

### **The Need for Change**

As the West's economy became more urbanized and diversified, public values began shifting. This shift has been toward more of a balance between consumptive and nonconsumptive uses and values such as sustaining streamflows, maintaining fish and wildlife habitat, maintaining high quality water, supporting wetlands, and providing a variety of recreational uses. While the mix of these uses and values varies regionally in the West, they collectively constitute "contemporary public values" for the water resource.

Consequently, as public values shift, so must the ethic within which Reclamation carries out its resource management responsibilities and functions. As the spectrum of public values broadens, so does the water resource management constituency. No longer can Reclamation look to only a few predominant constituent groups for direction and support. Moreover, advisory groups that represent the broad range of public values for a given geographic area are a

necessity. Reclamation must ensure that management decisions and operating procedures are open to public input and sensitive to the full range of public values.

## **The Change Process**

In the mid-1980's, Reclamation undertook an agency-wide assessment: *Assessment '87*. This document concluded that Reclamation's must change from an agency based on Federally financed agricultural projects to one based on becoming an environmentally sensitive resource management organization. With this in mind, Reclamation underwent a realignment in 1988 in order to place greater organizational and budgetary emphasis on resources management.

During 1992, as followup to *Assessment '87*, Reclamation published a *Strategic Plan* to serve as a vehicle to bring about needed changes in the way it manages and protects the water related resources and Federal investment for which it is responsible. The *Strategic Plan* outlines Reclamation's future direction and contains a revised mission statement:

"The mission of the Bureau of Reclamation is to manage, develop, and protect water related resources in an environmentally and economically sound manner in the interest of the American public."

The *Strategic Plan* recognizes that people are Reclamation's most important asset and contains goals to create a fulfilling work environment, inspire people toward excellence, and empower employees to extraordinary results. All of which reflects Reclamation's commitment to assist employees to be the best they can be and, in turn, allows Reclamation to effectively and efficiently carry out its mission.

## **Commissioner's Program and Organization Review**

In May of 1993, the Commissioner recognized that the time was appropriate to focus Reclamation's programs and organization to most effectively utilize our resources in meeting this new mission and to achieve the goal of becoming "...the premier water management agency in the world."

To help accomplish this, the Commissioner appointed a team composed of employees having broad discipline, grade, and geographic distribution to examine the current programs and organization and recommend changes that would help Reclamation achieve that goal. Two "givens" from the Commissioner guided the team's view:

- ▶ Declining budget and personnel ceilings pose significant constraints on future program activities which require that existing resources are aligned as efficiently as possible to accomplish our mission.

- ▶ Reclamation programs and organization must be responsive to changing public values.

Based on guidance from the Commissioner and the Director, Denver Operations, the following objectives were developed:

- ▶ Review all programmatic and organizational related documents.
- ▶ Examine what Reclamation is currently doing, and determine whether or not those activities are consistent with the organizational goal of becoming the premier water resource management agency in the world.
- ▶ Make recommendations on what Reclamation's programs should be in the future to achieve this goal.
- ▶ Recommend how Reclamation should align its organizational resources to accomplish the program and deliver the products and services. Include information on the resources required (funding, human resources, etc.).
- ▶ Examine Reclamation business processes and organizational climate. Make recommendations on reducing bureaucracy, duplications, inefficiency, and improving the organizational climate to make Reclamation an exciting place to work.
- ▶ Identify decisions and enabling actions that need to be made in order to implement the recommendations.
- ▶ Clearly communicate recommendations through a concise report that the entire organization can understand.
- ▶ Provide input for the development of the August 1993 Executive Management Committee meeting and the September 1993 Managers' Conference.

In addition, the team was directed to provide recommendations on how the organization could eliminate unnecessary review, excessive management oversight, and costly organizational layering.

The team's analysis and recommendations are captured in the following chapters:

Chapter I summarizes the current primary programs and activities of Reclamation, describes the agency's future agenda and presents an analysis of the activities and their role in supporting Reclamation's new direction.

Chapter II describes "the business we will be doing in the future" by presenting the future programs and activities that are needed to carry out Reclamation's mission.

Chapter III is devoted to "how we will do business in the future." There is a presentation of symptoms that have been identified by the team, an analysis of the root issues, and recommendations for improvement to enable Reclamation to move forward.

# **Chapter I**

## **Current Programs and Transition to the Future**

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The first two objectives set forth in the Commissioner's Program and Organization Review Team Charter entailed (1) gathering data and describing the most significant programs and activities in which Reclamation is currently engaged; and (2) considering the continuation of those programs and activities in the light of Reclamation's future agenda.

### **Description of Current Activities**

The team gathered data about "what we are doing now" that briefly describes each activity, approximate full-time equivalency devoted to the activity, budget allocated, organizational units responsible, requirement for doing the activity, and public interest in the activity. Over 50 separate activities were identified and grouped into six functional areas: Resources Management, Infrastructure Maintenance and Development, Policy and Management, Human Resources Management, Administration, and Research and Laboratory Services (Technology Development). In many cases it was difficult or simply not possible to extract information on funding and staff resources that are allocated to the programs and activities we conduct.

To guide the team's analysis and assist readers in understanding Reclamation's program perspective, the following description of Reclamation's future agenda was developed.

### **Reclamation's Future Agenda**

Reclamation responded to the challenge of settling the West by developing reliable water supplies for irrigation, municipal and industrial uses, and hydroelectric power generation. Today, however, Federal development of additional water supplies is generally not economically justified or fiscally prudent except in select instances, such as meeting the needs of Native Americans or providing rural domestic water supplies. Nonetheless, contemporary urban and recreational needs are placing growing demands on the West's scarce water resources and the environmental consequences of earlier developments require attention.

Given these circumstances, Reclamation must now make the most efficient and effective use possible of the water supplies and water system infrastructure which we have already developed. By doing this, we can make water available to meet today's demands for urban growth, recreation, and environmental quality without incurring the fiscal and environmental costs that would be associated with developing additional collection and storage facilities.

As Reclamation completes its transition from a water resources development agency to a world class water resources management agency, we will focus on the following practices to achieve the improved management of our existing resources. Priority will be given to concentrating our budgetary and staff resources on the accomplishment of these activities.

**We will facilitate changes from current to new uses of water when such changes increase benefits to society and the environment.**

Mechanisms such as water transfers, project reoperations, and reallocation of project water supplies will be utilized to make water available for a broader spectrum of purposes than contemplated by original project authorizations. This will enable existing supplies to be made available for new uses, including environmental protection and restoration, without the need for developing additional collection and storage facilities. Pricing mechanisms and educational, technical, and financial assistance will be provided in order to encourage implementation of improved water resources management practices in the irrigation sector. This can extend the water supply for municipal, recreational, and environmental uses while not adversely impacting the viable agricultural community's production and income levels.

**We will promote the sustainable use of our water and land resources.**

As stewards of important water and land resources, we must ensure that their use today does not impair their value and availability for tomorrow—that neither the natural resource nor our facilities are allowed to deteriorate. We will use education, technology transfer, pricing mechanisms, and Federal cost-sharing of local entities' innovative resource management practices to encourage the sustainable use of existing water supplies. This will include projects to demonstrate and implement technologies for reducing water quality impacts from irrigation return flows and for reclaiming and reusing wastewaters and naturally impaired waters.

We will be good stewards of the recreational, cultural, and environmental resources that are found on the lands for which we are responsible. In addition, we will ensure that our existing facilities are properly operated and maintained to provide long-term service to the public.

**We will continue to maintain our hydroelectric energy resources.**

Resource management decisions, representing broad public interests, will govern all of the business we do in the future. However, as managers of a large hydroelectric resource, Reclamation will continue to help the Nation meet its present and future energy needs. As with our water, land, and infrastructure resources, we as an agency must ensure that this important asset is maintained for future uses and economic stability. The following tools and strategies will be

used to accomplish this objective: environmental compatibility, efficiency and operational improvements, conservation, additional generating resources, technology development, and financing and cost recovery methods.

**We will facilitate integrated water resources management on a watershed basis, stressing interagency cooperation, public participation, and local implementation.**

Reclamation has a vested interest in facilitating integrated water management on a watershed basis because the condition of our rivers and reservoirs depends upon the health of the watershed. When river basin ecosystems are disrupted, this can adversely impact aquatic resources and the operation of Federal water projects through increased sedimentation, flooding, and degraded water quality.

**We will emphasize the coordinated use and management of our existing facilities to achieve improved management of existing water supplies.**

With a major infrastructure in place, Reclamation has the opportunity to coordinate the use and operation of its facilities with others in order to improve the management of existing water supplies. We will make our facilities available in this regard so long as Federal purposes are not impaired and fair value is received for the use of the Federal assets.

**We will ensure fiscal responsibility and the use of sound business practices.**

Primary practices which more nearly reflect the true economic cost of Reclamation water supplies will help ensure that those supplies are managed more efficiently and reallocated to today's contemporary needs. Thus, Reclamation will emphasize sound business practices in the recovery of the reimbursable costs which are to be repaid to the Government and expedite repayment wherever possible. To foster increased local responsibility for improving water resources management, we will seek general authority for transferring title to single-purpose facilities to water users, thus eliminating the expenses of Federal oversight and providing the opportunity to recapitalize deferred maintenance expenses in the future.

Subsidies which do not support contemporary public goals will be reduced or phased out. Where there is Federal participation, up-front local cost sharing will be required.

## **Analysis of Reclamation's Current Program**

Current activities were evaluated, considering Reclamation's Future Agenda, as to whether they should be:

- ▶ retained with minor or no change;
- ▶ retained, but redirected;

- ▶ combined with other activities; or
- ▶ not continued.

That analysis is documented in Exhibit A. The third column of the analysis contains team comments regarding issues that were noted during data gathering, the future role for the activity, etc.

It was concluded that the following activities do not fit or contribute to Reclamation's new direction and should be phased out in order to make human resources and funding available and to more sharply focus on Reclamation's programmatic mission:

- ▶ Hazardous Waste Technical Assistance to other agencies (except where Reclamation water supply is imperiled)
- ▶ Safety of Dams Design Construction Management Assistance to other Federal and State agencies (except as directed by the Secretary in support of Interior's overall responsibility)
- ▶ New Major Civil Works Projects
- ▶ International Major Civil Works Construction (except at the request of the Secretary)
- ▶ Research activities not directly related to Reclamation resource management activities (including discontinuing weather modification research)

More significant than the activities to be discontinued is the conclusion that the way we conduct business must change dramatically. It is recommended that we:

- ▶ Instill quality leadership and improve corporate communications
- ▶ Delegate authority to lowest appropriate level
- ▶ Promote change of organizational culture and attitude
- ▶ Redefine organizational functions of the Washington, Denver, Regional, and Project Offices
- ▶ Proactively seek necessary legislation
- ▶ Establish internal and external advisory groups as appropriate
- ▶ Sunset all Reclamation Instructions and regulations
- ▶ Discontinue or reduce subsidies not in the broad public interest
- ▶ Discontinue reviews and oversight that are not value added to Reclamation's program

The detailed analysis is documented in Exhibit A.

## Exhibit A

### Analysis of Current Activities

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
<b>A. Resources Management</b>		
1. Water Use Management and Conservation	<p>YES</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future</li> <li>▶ Need for Denver Office and Washington Office advisory centers is not clear</li> <li>▶ Potential subject area for technology development support</li> <li>▶ Funding should go toward field level accomplishment</li> </ul>
2. Drought Relief and Management	<p>YES</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future</li> <li>▶ No funds for drought contingency planning until 1994 (there is local interest)</li> <li>▶ Look at process by which emergency drought relief money is to be spent and develop guidance</li> <li>▶ Drought contingency planning can reduce need for emergency relief in the future</li> <li>▶ We put out money before corporate guidance (this is confusing)</li> </ul>
3. Land Resources Management	<p>YES</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future</li> <li>▶ Transferring title will impose a short-term significant workload Reclamation-wide</li> <li>▶ Public sentiment will be anti-transfer if districts don't allow multiple uses</li> <li>▶ Assistant Commissioner - Resources Management oversight not needed</li> <li>▶ Need blanket legislative authority to transfer title of single purpose projects/distribution systems</li> <li>▶ Support blanket legislation to authorize additional purposes to single purpose projects where significant natural resource values exist</li> </ul>

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
4. Planning of Land and Reservoir Resource Management	<p>YES</p> <p>See Chapter II, Resources Management, Activity 1</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future (depending on land retention)</li> <li>▶ Integrate resource management planning, including water and land</li> <li>▶ Assistant Commissioner - Resources Management oversight not necessary</li> </ul>
5. Recreation Management	<p>YES</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future</li> <li>▶ Review Management Agreements to take back management, if appropriate</li> <li>▶ Need concessionaire policy</li> <li>▶ Promote public recreation at Reclamation facilities</li> <li>▶ Recommend program management by Project Offices, oversight by Regional Offices, policy by Policy Office</li> <li>▶ Assistant Commissioner - Resources Management oversight not necessary</li> <li>▶ Need law-enforcement authority</li> <li>▶ Promote recreation by changing our operating ethic</li> <li>▶ Define Reclamation's role as related to Federal Water Project Recreation Act of 1965, as amended</li> </ul>
6. Fish and Wildlife Resources	<p>YES</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future</li> <li>▶ Need to be proactive</li> <li>▶ Program managed by Project Office with oversight by Regional Offices</li> <li>▶ Assistant Commissioner - Resources Management oversight not necessary</li> <li>▶ Promote fish and wildlife by changing our operating ethic</li> <li>▶ Wetland and riparian habitat is often critical for fish and wildlife resource</li> </ul>

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
7. Water Quality	<p>YES</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future</li> <li>▶ Need to improve communications with regulatory agencies</li> <li>▶ Need proactive water quality management (beyond meeting regulations) - dictated by identified needs and values</li> </ul>
8. Wetlands and Riparian Habitat	<p>YES - redirect</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ This is not a stand-alone program for the future</li> <li>▶ Wetland and riparian areas must be managed, as appropriate, to habitat, water quality improvement, and other supporting needs and values</li> <li>▶ Assistant Commissioner - Resources Management oversight not needed</li> <li>▶ Additional authority is needed to permit an expanded role</li> </ul>
9. Acreage Limitation Reclamation Reform Act Compliance	<p>YES</p> <p>See Chapter II, Resources Management, Activity 3</p>	<ul style="list-style-type: none"> <li>▶ Role will be the same in the future</li> <li>▶ Regional coordinators working together well</li> <li>▶ Assistant Commissioner - Resources Management does oversight well</li> <li>▶ Review needed for proposed changes in reporting threshold and penalties</li> </ul>
10. Delivery of Water for Irrigated Agriculture	<p>YES - redirect</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Role will decrease in the future</li> <li>▶ Very little new irrigation development planned</li> <li>▶ Emphasis will shift to: <ul style="list-style-type: none"> <li>· improved use management</li> <li>· conservation and improvement in return flow water quality</li> <li>· reallocation</li> <li>· water transfers, as needed for other uses</li> </ul> </li> <li>▶ Water pricing will be an important management tool</li> </ul>

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
<p>11. Delivery of Water for Municipal, Rural and Industrial Uses</p> <p>Rural Water for Native Americans</p> <p>Rural Water for Non-Native Americans</p> <p>Municipal and Industrial Conversion</p>	<p>YES</p> <p>YES</p> <p>YES</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Need Administration policy as to Reclamation's involvement/role in rural water development</li> <li>▶ As directed by the Secretary of the Interior</li> <li>▶ Adequate domestic water supply is one of the most pressing needs on some reservations</li> <li>▶ As authorized and funded by Congress</li> <li>▶ Recognize that Reclamation's involvement in early planning for rural water needs can ensure least cost alternatives and that non-Federal financing options are investigated</li> <li>▶ Role will increase in the future</li> </ul>
<p>12. Hydropower</p>	<p>YES</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Role will remain the same in the future</li> <li>▶ Difficult to meet multipurpose objectives when power management agencies will not adjust power delivery priorities (e.g., Western Area Power Administration, Bonneville Power Authority, etc.)</li> <li>▶ Emphasize efficiency improvements already approved and underway</li> <li>▶ Balance hydropower with other uses</li> </ul>
<p>13. Groundwater Recharge Projects and Demonstration Projects</p>	<p>NO</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Complete authorized and funded projects</li> <li>▶ Future is in transfer of technology to others in developing for conjunctive uses and conjunctive water storage concepts</li> </ul>

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
14. Water Resource Management Planning	<p>YES</p> <p>See Chapter II, Resources Management, Activity 1</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future</li> <li>▶ This will help define future facility operation and maintenance decisions</li> <li>▶ There are problems with centralization of technical resources</li> <li>▶ Need to simplify resource planning process</li> <li>▶ Need a comprehensive approach to resource management planning including water, land, and cultural resources</li> <li>▶ Need go/no-go decision points in planning process</li> <li>▶ Future role - system/basin-wide bio-regional planning followed by project operation plans contributing to broader needs</li> <li>▶ Reclamation will facilitate process, not drive answer</li> </ul>
15. Groundwater Management	<p>YES</p> <p>See Chapter II, Resources Management, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Recharge options should be balanced against wise use and management of the groundwater resource, not a substitute for it</li> <li>▶ Encourage States to enforce groundwater regulations as a nonstructural solution</li> </ul>
16. Native American Programs (nonstructural)	<p>YES</p> <p>See Chapter II, Resources Management, Activity 4</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future</li> <li>▶ Need more clear coordination between Washington Office and field</li> <li>▶ This activity includes water rights settlements, cultural awareness training, operation and maintenance training, etc.</li> </ul>

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
17. Endangered Species Act Compliance	<p>YES</p> <p>See Chapter II, Environmental Compliance</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future</li> <li>▶ An issue is how we pay for this activity</li> <li>▶ Need consistency throughout Reclamation in data collection, decisionmaking, legal procedures</li> <li>▶ Need to interface with National Biological Survey</li> <li>▶ Future role is more proactive in habitat protection and improvement before species listing</li> </ul>
18. Environmental Compliance (National Environmental Policy Act)	<p>YES - redirect</p> <p>See Chapter II, Environmental Compliance</p>	<ul style="list-style-type: none"> <li>▶ Redefine to lowest possible level, one level of review</li> <li>▶ Goal for approval levels should be: <ul style="list-style-type: none"> <li>• Categorical Exclusion Checklist, Environmental Assessment, and Finding of No Significant Impact - by Project Manager</li> <li>• Most Environmental Impact Statements (nonprogrammatic) - by Regional Director</li> <li>• Programmatic (Multiregion) - by Commissioner</li> </ul> </li> <li>▶ Need to educate employees</li> <li>▶ Compliance with National Environmental Policy Act will be our standard operating procedure</li> <li>▶ Not a stand-alone program - must support Federal action</li> </ul>
19. Loan Programs	<p>NO</p> <p>See Chapter II, Resources Management, Activity 3</p>	<ul style="list-style-type: none"> <li>▶ Refocus loan programs to reflect the current administration's policies. Place special emphasis on solving natural resource management issues</li> <li>▶ Emphasis should be placed on scrutinizing all future subsidies</li> </ul>

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
20. Administration of Contracts	<p>YES</p> <p>See Chapter II, Resources Management, Activity 3</p>	<ul style="list-style-type: none"> <li>▶ Refocus to contemporary resource management needs</li> <li>▶ Emphasize               <ul style="list-style-type: none"> <li>· market pricing</li> <li>· contracts less than 25 years</li> </ul> </li> <li>▶ Review existing contracts for needed changes</li> <li>▶ Develop policy</li> </ul>

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
<b>B. Infrastructure Maintenance and Development</b>		
1. Hazardous Waste - <ul style="list-style-type: none"> <li>▶ Internal</li>   <li>▶ External</li> </ul>	YES  NO  See Chapter II, Infrastructure Maintenance and Development, Activity 1	<ul style="list-style-type: none"> <li>▶ Role will remain the same in the future</li> <li>▶ Doing a good job</li>   <li>▶ Should only include work outside Reclamation, specifically Interior, that impacts our water resources management within the water basins</li> <li>▶ Phase out except where Reclamation's water supply is imperiled</li> </ul>
2. Safety of Dams <ul style="list-style-type: none"> <li>▶ Reclamation</li> </ul>	YES	<ul style="list-style-type: none"> <li>▶ Concentrate on nonstructural fixes as soon as practicable</li> <li>▶ Insure beneficiaries (reimbursable) repay 15 percent of construction costs</li> <li>▶ Seek methods to reduce 85 percent subsidy</li> </ul>
<ul style="list-style-type: none"> <li>▶ Interior</li> </ul>	NO - delete  See Chapter II, Infrastructure Maintenance and Development, Activity 2	<ul style="list-style-type: none"> <li>▶ Interior dams as directed by the Secretary of the Interior and Bureau of Indian Affairs dams as requested by the Bureau of Indian Affairs to the extent it impacts our water resource management within watersheds</li> <li>▶ Safety of Dams outside Reclamation is not generally within our mission except as directed by the Secretary</li> </ul>
3. Major Civil Works	NO - delete	<ul style="list-style-type: none"> <li>▶ Complete construction as dictated by Congressional authorizations and funding</li> </ul>

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
4. Native American Project Construction	<p>YES</p> <p>See Chapter II, Infrastructure Maintenance and Development, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ As directed by Congress and the Secretary of the Interior, and requested by the Bureau of Indian Affairs</li> </ul>
5. Infrastructure Operation and Maintenance (Reclamation)	<p>YES</p> <p>See Chapter II, Infrastructure Maintenance and Development, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Level of infrastructure maintenance is inadequate</li> <li>▶ Commit budget and follow through on operation and maintenance</li> <li>▶ Water resource management planning should drive operation and maintenance expenditures</li> </ul>
6. Salinity Control	<p>YES - redirect</p> <p>See Chapter II, Infrastructure Maintenance and Development, Activity 2</p>	<ul style="list-style-type: none"> <li>▶ Honor our treaty agreements with Mexico</li> <li>▶ Look at nonstructural solutions first, retire projects as appropriate</li> <li>▶ Evaluate full range of operational opportunities for the Yuma Desalting Plant and seek greater non-Federal participation</li> </ul>
7. New Natural Resources Infrastructure	<p>YES</p> <p>See Chapter II, Infrastructure Maintenance and Development, Activity 5</p>	<ul style="list-style-type: none"> <li>▶ Role will increase in the future</li> <li>▶ Examples: <ul style="list-style-type: none"> <li>· Shasta Temperature Control</li> <li>· Title 34 - Central Valley Project</li> <li>· Umatilla Project - Salmon features</li> </ul> </li> </ul>
8. International Work	<p>YES - redirect</p> <p>See Chapter II, Infrastructure Maintenance and Development, Activity 6</p>	<ul style="list-style-type: none"> <li>▶ Not for major civil works focus</li> <li>▶ Change focus to water resource management</li> <li>▶ Realign the Washington and Denver Office activities under the same Assistant Commissioner</li> </ul>

Current Activity	Should this continue unchanged?	Comments (issues, future role, what's going well, etc.)
<b>C. Policy and Management</b>		
1. Strategic Planning	NO - redirect  See Chapter II, Policy and Management, Activity 1	<ul style="list-style-type: none"> <li>▶ Reactive in past</li> <li>▶ Unclear where organization responsibility lies</li> <li>▶ Should be a guide for organizational change as organization evolves</li> <li>▶ Need to establish a consistent process</li> <li>▶ Make proactive, provide clear direction at all levels</li> </ul>
2. Policy Development		
a. Natural Resource Management Policy	NO - redirect  See Chapter II, Policy and Management, Activity 2	<ul style="list-style-type: none"> <li>▶ Need to identify clear organizational responsibilities</li> <li>▶ Staff people should not set policy</li> <li>▶ Policy is not being kept up to date and issued in a timely fashion</li> <li>▶ Reclamation Instructions are not useful in their current form</li> <li>▶ Problems exist with current policy approval decision process</li> <li>▶ Policy is confused with guidance and we need both</li> <li>▶ Need field involvement in all policy development processes</li> </ul>
b. Engineering and Construction Policy	YES  See Chapter II, Policy and Management, Activity 2	<ul style="list-style-type: none"> <li>▶ Use National Engineering Standards - continue trend to adopt these where they apply rather than invent our own</li> <li>▶ Designs should meet customer needs</li> </ul>
c. Operation and Maintenance Program Management [aka Infrastructure] Policy Development	NO - redirect  See Chapter II, Policy and Management, Activity 2	<ul style="list-style-type: none"> <li>▶ Process for development, updating, and review of policy is not working</li> <li>▶ Review function not working</li> <li>▶ Major disagreement between Regional Offices and Denver Office regarding policy development process and responsibility</li> </ul>

Current Activity	Should this continue unchanged?	Comments (issues, future role, what's going well, etc.)
d. Administrative Policy Development	NO - redirect  See Chapter II, Policy and Management, Activity 2	<ul style="list-style-type: none"> <li>▶ Policy development process is being used to impose unnecessarily stringent policies, which impedes program accomplishment</li> <li>▶ Administrative directives tend to be restrictive rather than supportive of agency mission</li> <li>▶ Regions should be involved in administrative policy development process</li> </ul>
3. Policy Compliance		
a. Internally Mandated Review and Oversight	NO - redirect  See Chapter II, Policy and Management, Activity 3	<ul style="list-style-type: none"> <li>▶ Too many levels of review are mandated at present</li> <li>▶ One level of review should be mandatory - more reviews should be at the discretion of the line manager</li> <li>▶ Need to redescribe the appropriate organization location and level of reviews</li> </ul>
b. Internal Control Reviews	NO - delete	<ul style="list-style-type: none"> <li>▶ Provide accountability through No. 3a</li> <li>▶ These reviews do not appear to add value to Reclamation's program management control processes</li> </ul>
4. External Reviews and Audits (mandated)	NO - redirect  See Chapter II, Policy and Management, Activity 3	<ul style="list-style-type: none"> <li>▶ Need to be proactive, not reactive</li> <li>▶ Should defend ourselves where we believe our decisions and actions have been proper</li> <li>▶ Need to streamline process, eliminate layering and duplication</li> <li>▶ Clear, up-to-date operating policies would help avert review problems</li> </ul>



Current Activity	Should this continue unchanged?	Comments (issues, future role, what's going well, etc.)
<b>D. Human Resources Management</b>		
<p>Human Resources Future Focus</p> <p>Our human resources efforts must be an integral part of the way we do business. An effective human resources program recognizes the value of people, maximizes the diversity of the workforce as a strength, and constructively uses the varied talents that are available.</p> <p>Effective use of human resources depends upon the practices of supervisors and managers throughout Reclamation. A quality human resources effort reduces employee turnover, aids retention of employees, fosters recruitment and retention of employees, and provides a highly motivated and competent workforce.</p> <p>We can become the premiere water resource management agency in the world through a quality human resources program, which will in turn make Reclamation an exciting and rewarding place to work.</p>		
1. Environmental Education	NO - redirect  See Chapter II, Management Support Services, Activity 10	<ul style="list-style-type: none"> <li>▶ Future role should include providing education in water conservation</li> <li>▶ Need to provide education to employees as well as the public</li> </ul>
2. Equal Opportunity Office	NO - redirect  See Chapter II, Management Support Services, Activity 4	<ul style="list-style-type: none"> <li>▶ Action should be taken to eliminate the duplication of effort that exists between Personnel and Equal Opportunity Offices</li> <li>▶ Responsibility for Special Emphasis Programs for Reclamation should be assigned to one person</li> <li>▶ Consideration should be given to consolidating Equal Opportunity and Personnel activities with the exception of discrimination complaint processing</li> </ul>

Current Activity	Should this continue unchanged?	Comments (issues, future role, what's going well, etc.)
3. Youth Programs	NO - redirect  See Chapter II, Management Support Services, Activity 10	<ul style="list-style-type: none"> <li>▶ Refocus program toward resource management occupations and Native American-enrolled programs</li> <li>▶ Must recognize public benefit as well as potential benefit to Reclamation in: minority recruitment, manager development, and work accomplished on Reclamation projects</li> <li>▶ Funding and full time equivalency provided by Department of Labor</li> </ul>

Current Activity	Should this continue unchanged?	Comments (issues, future role, what's going well, etc.)
<b>E. Administration</b>		
1. Acquisition	NO - major redirect  See Chapter II, Management Support Services, Activity 1	<ul style="list-style-type: none"> <li>▶ Need to examine levels of review, and delegation of authority; this could result in a major reorganization</li> <li>▶ Need to take critical look at Reclamation Acquisitions Regulations and determine if they could be eliminated</li> <li>▶ Work toward increasing the level of trust in our managers and employees; thus reducing the multiple levels of review that now exists</li> </ul>
2. Finance	NO - redirect  See Chapter II, Management Support Services, Activity 2	<ul style="list-style-type: none"> <li>▶ Determine and define the link among Program Coordination, Budget, and Finance</li> <li>▶ Need to develop better system for tracking payments</li> <li>▶ Need more timely information regarding budget figures during the accounting year (e.g., managers don't know how much they've spent until the third quarter)</li> </ul>
3. Information Resources Management	NO - major redirect  See Chapter II, Management Support Services, Activity 3	<ul style="list-style-type: none"> <li>▶ Definite need for leadership and management oversight at all levels - <ul style="list-style-type: none"> <li>· Who signs for big dollar expenditures?</li> <li>· Who determines what we need? What we can afford? (should be top management, not Information Resources Management)</li> <li>· Policy Office delegated authority to Denver Office and Regional Offices-- what is the function of this office now?</li> </ul> </li> <li>▶ Need to evaluate the size and cost of Information Resources Management offices to the rest of Reclamation. Are they out of proportion?</li> <li>▶ Too many big dollar expenditures have been purchased without sufficient study to determine compatibility with existing programs</li> </ul>

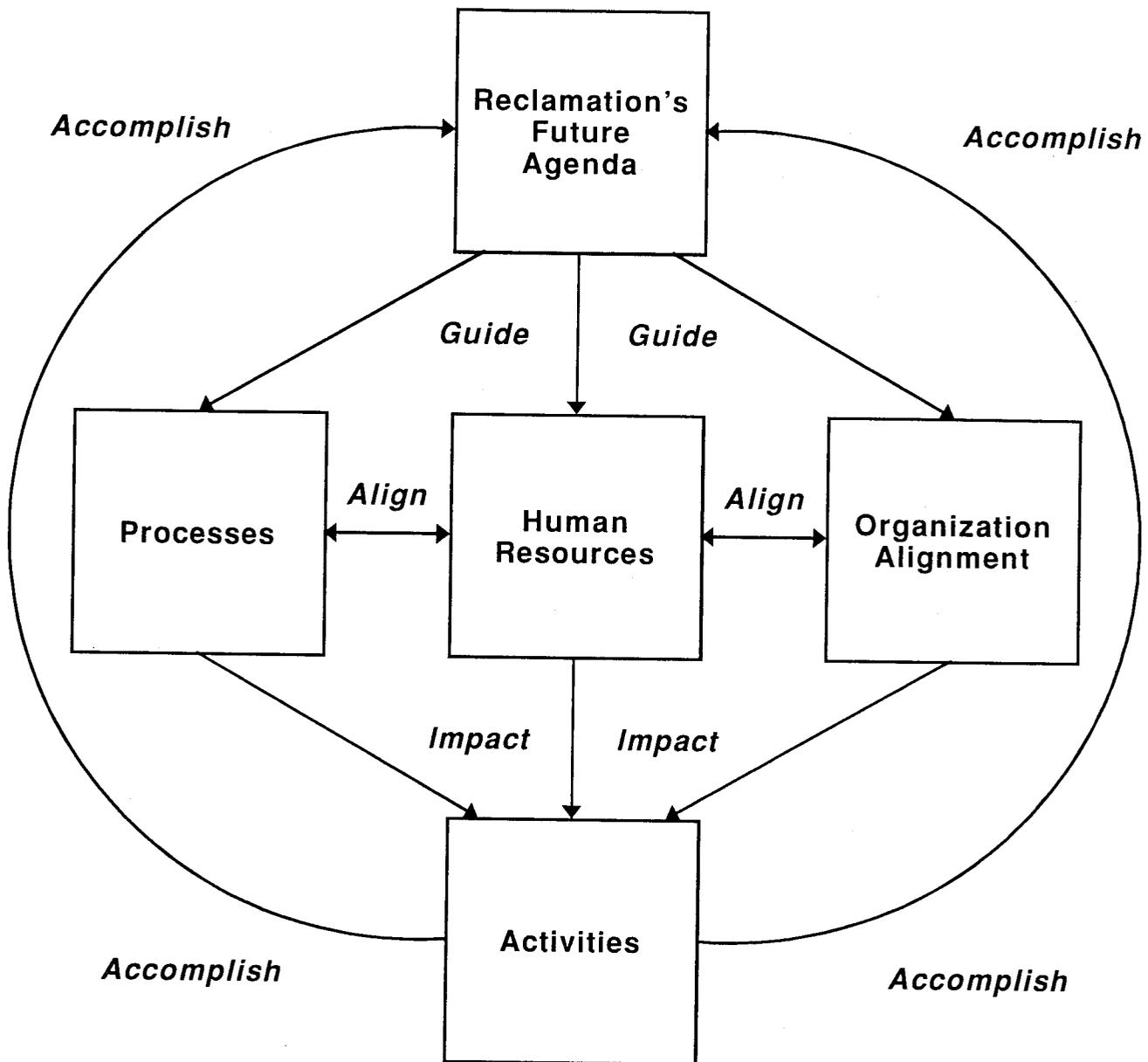


Current Activity	Should this continue unchanged?	Comments (issues, future role, what's going well, etc.)
7. Supplies and Services	NO - redirect  See Chapter II, Management Support Services, Activity 7	<ul style="list-style-type: none"> <li>▶ Determine if the Motor Vehicle and Heavy Equipment data system is effective</li> <li>▶ Movable property automated systems must be reviewed and changes made as required</li> </ul>
8. Public Affairs	YES  See Chapter II, Management Support Services, Activity 8	<ul style="list-style-type: none"> <li>▶ Combine water education training that is presented in the Education Office in Denver with Public Affairs in the Washington Office</li> </ul>
9. Administrative Service Center Activities	YES  See Chapter II, Management Support Services, Activity 9	<ul style="list-style-type: none"> <li>▶ Need to discontinue \$1.2 million subsidy</li> <li>▶ There is some benefit to Reclamation by having the Administrative Service Center as part of the organization</li> </ul>

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
<p><b>F. Research and Laboratory Services</b></p> <p>The future focus of this activity will be the adaptation of recently developed research from public and private research organizations worldwide to applicable areas of water resource management in the Bureau of Reclamation. "Borrowing" and/or cost sharing with other entities such as colleges and universities for development of potentially beneficial research studies provides the most cost effective method of keeping ahead of technological change in the water resource management field.</p> <p>The future program will continue the present emphasis of new technology applications in environmental quality of managed water systems, water supply and conservation, optimizing competing water uses, infrastructure protection and enhancement, and hydroelectric power generation and transmission.</p>		
<p>1. Research and Laboratory Services - general</p>	<p>YES</p> <p>See Chapter II, Resources Management, Activity 5</p>	<ul style="list-style-type: none"> <li>▶ A technology development program is an important component of technical excellence</li> <li>▶ Need regional advisory board to assure appropriate focus and direction</li> <li>▶ Need to establish fiscal parameters for annual program</li> </ul>
<p>2. Environmental Sciences</p>	<p>YES</p> <p>See Chapter II, Resources Management, Activity 5</p>	<ul style="list-style-type: none"> <li>▶ Need more information distributed to the field offices</li> <li>▶ National Biological Services may require supportive reorganization of this group</li> </ul>
<p>3. Analysis and Water Treatment</p>	<p>YES - redirect</p> <p>See Chapter II, Resources Management, Activity 5</p>	<ul style="list-style-type: none"> <li>▶ Only for support of internal programs</li> <li>▶ Need more information distributed to field on results and applications</li> <li>▶ Eliminate desalting and solar pond technology development</li> </ul>
<p>4. Remote Sensing and Geographic Information System</p>	<p>NO - delete</p>	<ul style="list-style-type: none"> <li>▶ Move to operational (Assistant Commissioner - Resources Management, Assistant Commissioner - Engineering and Research) technical support areas, or to Regional Offices, if workload justifies</li> </ul>

Current Activity	Does this support our agenda?	Comments (issues, future role, what's going well, etc.)
5. Water Augmentation	<p>YES - redirect</p> <p>See Chapter II, Resources Management, Activity 5</p>	<ul style="list-style-type: none"> <li>▶ Phase out cloud seeding research</li> <li>▶ Support technology transfer to interested groups</li> <li>▶ Maintain atmospheric forecasting technology development to support regional/project water management</li> </ul>
6. Hydraulics	<p>YES</p> <p>See Chapter II, Resources Management, Activity 5</p>	<ul style="list-style-type: none"> <li>▶ Present and future role is to support natural resource infrastructure development and management, e.g., <ul style="list-style-type: none"> <li>· Shasta temperature control device</li> <li>· Hungry Horse selective withdrawal structure</li> <li>· Flushing flow studies</li> <li>· Reservoir siltation studies</li> </ul> </li> </ul>
7. Power Systems	<p>YES</p> <p>See Chapter II, Resources Management, Activity 5</p>	<ul style="list-style-type: none"> <li>▶ Major projects coming online, upgrades, rewinds, control modification, etc., require this support</li> <li>▶ Project steady workload for foreseeable future</li> </ul>
8. Infrastructure and Enhancement	<p>YES</p> <p>See Chapter II, Resources Management, Activity 5</p>	<ul style="list-style-type: none"> <li>▶ Role will decrease in the future</li> <li>▶ Level of this program should reflect Safety of Dams, new infrastructure development, and infrastructure maintenance programs</li> </ul>

# Organizational Analysis Model



## **Chapter II**

# **Reclamation's Business Today and in the Future**

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Chapter II is the result of the data gathering that was conducted to describe the primary programs and activities in which Reclamation is presently involved. Those programs and activities were then evaluated in view of the team's understanding of the future direction of Reclamation. (See Exhibit A.) The resulting team recommendation is for the adoption of the following set of activities which, taken as a whole, constitute the redirection of Reclamation's program for the future.

### **Resource Management Activities**

#### **Activity 1: Water and Land Resource Management Planning**

Resource management planning will serve as the basis for all water and land resource allocations and management decisions, including those affecting infrastructure additions, modifications, maintenance, and operations. We will dramatically shift from the old paradigm of water development planning to a comprehensive resource management focus. There are four levels of planning that progress from geographically broad to site specific and are necessary to support the key program decisions of Reclamation. All levels of planning require extensive and continual public involvement from start to finish. It is not acceptable to merely inform the public of our decisions; rather, public values and concerns must be factored into the planning-based decision process beginning with initial scoping.

#### **River Basin Planning**

The umbrella for water resource allocation and management decisions is defined at a relatively broad geographic scale—a portion or all of a river basin, a hydrologic watershed, or an ecosystem. These boundaries are generally selected based on the geographic extent of water related issues such as endangered species habitat, water supply, compacts, etc. Most commonly there are multiple entities having water and land management interests at this scale of planning and the overlying objective is to form a partnership for resolution of multiple resource management issues and competing uses. The decisions reached at this level of planning will provide management objectives for each resource manager in the basin. Reclamation will seek to facilitate cooperative planning at the basin level where we have a major water management presence. Basin plans are a living document subject to adjustment as resource demands and constraints change.

## **Project Area Management**

This activity will address both water and land resources, the uses and values that will be accommodated, restrictions needed, operation and performance requirements of facilities, facility modifications needed, and if there is a continued role for existing facilities. These plans will contain the resource management decisions and implementation plan for each project area. Emphasis at this level will be on improvements in use management and water conservation, not further development of supplies.

## **Infrastructure Planning**

This level of planning addresses the need for infrastructure maintenance, additions and modifications. The process takes resource management requirements (quantity, quality, location, timing, etc.) and converts them to a plan for making necessary modifications or additions to the Reclamation infrastructure in order to satisfy basin or project areas resource management goals. Generally, infrastructure plans will meet specific resource management requirements identified in basin or project area planning and be consistent with the management prescription from either plan where they exist.

## **Special Investigations**

Site specific investigations of resource issues (water pollution, etc.) will be needed to provide the technical-scientific basis for resource and facility management decisions.

## **Activity 2: Water and Land Resource Management**

The way we manage our water resource in the future will allow Reclamation to be recognized as the premier water management resource agency. Our operating ethic must continue to change to better balance the uses and resource values. We will focus on what the compacts and decrees will allow and test alternate ways of compliance as we respond to evolving public values and issues. We will advocate the broad public interest, not just the water or power users. We will maximize the public's direct benefit from the use and operation of the public's facilities. Contemporary public values will drive our program. Our focus will be on sustainable uses of the resource. These goals will be pursued with the additional objective of minimizing local area economic impacts. This will require innovative thinking and the enhanced spirit of public cooperation.

## **Water Use Management and Conservation**

There is an increasing role for Reclamation in this activity. Improved use management will always be evaluated before considering development of new supplies. Funding support will be directed toward field accomplishment. This is

recognized as a potential area for technology development and transfer. Reclamation will provide technical assistance to water users to facilitate improved use and conservation.

### **Fish and Wildlife Resources**

Managing the water resources to enhance habitat in both reservoir areas and stream corridors will be an area of increasing emphasis for Reclamation. The Project and Regional Offices will be proactive in changing the water management ethic to recognize the importance of nonconsumptive uses such as instream flows. There will be a special focus on furthering the purposes of the Endangered Species Act (ref. Sec. 7(a)(1)) and to cooperate in efforts to improve habitat before listing of species becomes necessary.

### **Recreation Management**

There is an expanding role for Reclamation in achieving the maximum public benefit from water and related land-based recreation. Project area management plans will focus on recreational opportunities derived through changes in project operations as well as land management practices and facility improvements. Program implementation will continue to be accomplished through local partnerships where possible. A more proactive recreation program will be managed by Reclamation where local partners are not available in direct relation to the public use and interest.

### **Irrigation Water Supply**

Although little new irrigation development is anticipated, the role of irrigation in the viability of local economies will be an important consideration in future water supply allocations. This activity holds the greatest potential for improvement in use management and conservation. These measures will allow for water to be made available for other public purposes and for addressing other problems such as return flow water quality. Water pricing will be an increasingly used management tool to encourage and enhance effective water use. Other tools will include improved water measurement and system operations and specific structural improvements.

### **Municipal, Rural, Industrial Supply**

There has been a trend toward conversion of agricultural water supply to municipal and industrial uses with the spread of urbanization in some areas of the West. We expect this trend to continue. Reclamation will actively assist with conversion to municipal and industrial uses when that is determined to be the highest and best use of the resource. We must also recognize that adequate domestic water supply is one of the most pressing needs on many Native American reservations. Reclamation, in coordination with the Bureau of Indian Affairs, will

assist Tribes to assess their needs and plan for adequate supplies. When Congress directs Reclamation assistance with non-Native American rural water systems, our involvement in the early stage of planning will ensure least cost alternatives are evaluated and non-Federal financing options are proposed.

### **Groundwater Management**

Reclamation will complete the groundwater recharge demonstration projects that are underway and work with State and local interests to transfer the recharge technology for operational applications. Reclamation does not believe groundwater recharge is a substitute for sustained yield aquifer management. We will recognize groundwater as an inseparable component of the hydrologic cycle and it will be considered in all water management decisions and activities in terms of aquifer protection, conjunctive use with surface water supplies, and conjunctive storage of water.

### **Water Quality**

Water quality protection and restoration will be a major area of emphasis for Reclamation. Reclamation's success in managing for a balance of resource uses and values will often depend on the quality as much as the quantity of the water we manage. This activity includes addressing the affects of our management decisions and actions, the affects on Reclamation-managed resources from the actions of others, and the management practices of Reclamation water supply customers. We will work toward improved relationships with regulatory agencies to cooperatively achieve the intent of regulatory programs. Our management of water quality will be dictated by water needs and values, beyond just meeting minimal standards. The salinity control activity will be redirected by evaluating the full range of operational opportunities for the Yuma Desalting Plant and by seeking greater non-Federal participation as well as nonstructural alternatives to salinity control (e.g., retire some projects).

### **Flood Control**

Flood control is recognized as a continuing responsibility in the interests of public safety and protection of property. Reclamation will, in the course of resource management planning, evaluate creative ways to use reservoir space allocated to flood storage to satisfy other purposes. Potential for expanded benefits are greatest in multiple reservoir systems.

### **Drought Relief**

As society places greater demands on the available water resource, the supply problems during periods of drought will become more numerous and complex. Cooperative drought contingency planning, as authorized under the Drought Assistance Act, will reduce the severity of drought and the future need for

emergency relief. Drought contingencies should be addressed in River Basin Planning described above.

### **Hydropower**

Reclamation hydropower resource provides about 16 percent of our Nation's hydropower, totally reimburses all costs related to the power function, and repays over 90 percent of project repayment including assistance to irrigation. The future emphasis on this resource will be to provide a high degree of reliability, in an environmentally compatible manner, through effective and efficient management. Existing power resources will be included as part of the comprehensive water and land resource management planning effort. The principles of *Hydropower 2002* map a realistic role for the future.

### **Wetland and Riparian Management**

Wetland and riparian areas are among the most productive and diversified ecosystems in the West. These areas provide valuable habitat for a wide variety of fish and wildlife, water quality maintenance, groundwater recharge, natural flood control, erosion control, and recreation opportunities. Wetland and riparian area protection and enhancement, while not a separately funded program, will be factored into all of Reclamation's decisions and management processes. Additional agency authority is needed to permit an expanded role in wetland enhancement and development, using Reclamation project water.

### **Activity 3: Water Contract Administration**

#### **Reclamation Reform Act Activities**

The current acreage limitation and Reclamation Reform Act compliance activities are working well from an organizational management perspective. Consistency in activity application is good because the regional coordinators work well together and the Assistant Commissioner - Resources Management provides the appropriate level of oversight. The future level of effort will continue as it is today. Areas needing future emphasis are: (1) auditing of land holdings over 960 acres, Trusts, Estates, and intermediate entities; (2) developing a reasonable penalty system; and (3) adjusting the reporting requirements.

#### **Administration of Contracts and Repayment**

This function generally includes repayment and water service contracts and concessionaire agreements. We will refocus administration of contracts to provide greater flexibility to meet contemporary resource management needs in our watershed areas. As the opportunity arises to renegotiate existing contracts and agreements or new ones are developed, emphasize receipt of fair market value for

the resource. Contract provisions should allow for periodic assessment and adjustment.

### **Grant Activities**

Reclamation will not be in the loan business in the future. To the extent there is a valid public benefit to be derived from subsidizing water development/rehabilitation projects, existing authority will be used to grant up to 25 percent of project costs. We will refocus loan programs (Rehabilitation and Betterment and Small Reclamation Project Acts) to reflect the current Administration's policies and objectives (e.g., reduce subsidies, market pricing for water). We will place special emphasis on solving more contemporary natural resource management issues.

#### **Activity 4: Native American Assistance**

Reclamation will continue to experience an increasing role in assisting Native American Tribes with their water resource management needs in areas such as: water rights settlements, water resource management planning, training, and technical assistance. This role requires close coordination with the Bureau of Indian Affairs and other agencies as appropriate.

#### **Activity 5: Technology Development**

Future technology development will be adapting recently developed research from public and private research organizations worldwide to applicable areas of water resource management in Reclamation. "Borrowing" and/or cost sharing with other entities, such as colleges and universities, for developing potentially beneficial studies provides the most cost effective method of taking advantage of technological change in the water resource management field. New technology applications in environmental quality of managed water systems, water supply and conservation, optimizing competing water uses, infrastructure protection and enhancement, and hydroelectric power generation will be emphasized.

### **Environmental Sciences**

This activity will apply new technology through project-specific investigations and field demonstrations in aquatic ecology, water quality, fishery science aquatic, plant management, aquatic pest control and wildlife biology. This activity will be closely coordinated with the National Biological Survey, United States Fish and Wildlife Service, and other Federal and State environmental entities.

### **Analysis and Water Treatment**

This activity will support regional efforts in achieving acceptable water quality levels that result from improper management and use activities, developing and

transferring technologies to eliminate or reduce nitrates, selenium, heavy metals, etc., in water.

### **Water Supply Forecasting**

This activity will coordinate and implement new meteorological information systems and other technologies to provide Regional and Project Offices water management support through water supply forecasting and improved real time data.

### **Hydraulics**

This activity will provide hydraulic testing such as instream flow river models, spillways, selective release structures, reservoir siltation studies, fish screen/ladder facilities, etc., in support of regional resource management planning and decision processes.

### **Power Systems**

This activity will provide new technology development and laboratory testing for the purposes of maintaining and improving system reliability, applying automation technology to powerplant operations, and improving insulation to maximize equipment life while minimizing outages and costs.

### **Infrastructure Enhancement**

This activity will perform studies to support regional programs related to materials used in maintaining, protecting, and enhancing Reclamation's infrastructure, e.g., concrete materials, earth materials, polymers, protective coatings, geosynthetics, etc.

## **Infrastructure Maintenance and Development Activities**

### **Activity 1: Hazardous Waste**

Future hazardous waste activities will be the handling, storing, and disposing of hazardous materials generated primarily during the operation of Reclamation-owned facilities. This activity results from compliance with numerous Federal and State mandates including the Resource Conservation and Recovery Act, Toxic Substance Control Act, and Comprehensive Environmental Restoration Compensation and Liability Act.

Reclamation will assist other Federal agencies where Reclamation's water supply is imperiled in the removal of their hazardous waste only in cases impacting overall water resource management in common watersheds.

## **Activity 2: Safety of Dams**

The Safety of Dams program provides for the structural evaluation and, as necessary, remediation of 258 Reclamation dams to ensure that these structures do not create unacceptable risks to public safety, welfare, property, the environment and cultural resources, pursuant to Reclamation Safety of Dams Act, as amended. This program will continue on its present course.

Reclamation will assist other Interior agencies in their Safety of Dams programs as directed by the Secretary or as requested by other Interior agencies in common watersheds influencing Reclamation water operations.

## **Activity 3: Native American Project Construction**

Reclamation will continue to enhance Native American trust assets through support of Native American-related programs and projects authorized by Congress. Examples of these programs include: the Native American water rights settlement projects, Mini Wiconi Rural Water Supply Project, Navajo Indian Irrigation Project, etc. Furthermore, in accordance with the Indian Trust Policy dated July 2, 1993, Reclamation will carry out all of its activities in a manner which protects trust assets and avoids adverse impacts.

## **Activity 4: Infrastructure Design, Construction, Operation, and Maintenance**

This activity will include the operation, maintenance, and associated design and construction needs of the infrastructure including dams and canals, powerplants and control centers, switchyards, roads, bridges, and fish-related and hydraulic facilities, etc. Appropriate infrastructure maintenance levels will be ensured through reliability-based maintenance. This means the level of maintenance is determined by the effect each portion of the infrastructure has on the reliability of the system and the most cost-effective way to achieve that reliability. This activity will be accomplished in accordance with water and land resource management plans and objectives.

## **Activity 5: Water Resource Facility Construction**

Water resource facility construction consists of the design-construct process for facilities such as diversion, conveyance, fish screens, selective release structures, recreation facilities, fish barriers, Central Valley Project facilities under Title 34, and other structures required for judicious management of our water related natural resources.

## **Activity 6: International Work**

Reclamation will continue to train foreign visitors in water resources management functional areas. We will also provide related assistance, training, and technology transfer to foreign countries at the request of the Secretary of the Interior. In addition to providing an opportunity to be goodwill ambassadors for the United States, this activity provides opportunities to receive new technologies from other countries.

## **Policy and Management Activities**

### **Activity 1: Strategic Planning**

Future strategic planning will be a continual activity so that Reclamation's direction is adjusted concurrently with changing public values and expectations and legal requirements. The process will be proactive because experience has taught us that it is much easier to steer the course gradually than to turn abruptly. Our inability to change course quickly leaves a public perception of nonresponsiveness. There must be a consistent process for strategic planning that provides clear, focused direction for all levels of the organization.

### **Activity 2: Policy Development**

Policy development, review, and approval are essential to ensuring consistent direction across Reclamation. There will be clear definition of organizational responsibilities for both the policy preparation and approval decisions. Policy will be kept up to date and issued in a timely fashion. This will require Reclamation to set priorities associated with policy development and focus efforts on only those policies that enhance public-responsive program accomplishment. We will design and use a system that recognizes the distinction between policy (firm direction) and useful guidelines (suggested procedures). Field managers will have substantial involvement in the development of all policy to ensure it is necessary, comprehensive, and implementable.

### **Natural Resources Management Policy**

This activity will provide guidance across the agency to ensure appropriate levels of compliance with public laws and executive orders. It will provide consistency with the programs of the Administration in the way we manage water and related natural resources that fall within the responsibility of Reclamation. Future focus will be on enabling expanded benefits in response to contemporary public needs.

## **Engineering and Construction Policy**

This activity will provide guidance to ensure satisfactory performance, efficiency, longevity, and safety of structures designed and constructed by Reclamation. We will continue adopting National Engineering Standards where they apply and not developing our own. Designs must meet customer needs and expectations. Economy, efficiency, and flexibility in meeting a wide range of public purposes will be a universal guideline in the engineering and construction of water management facilities.

## **Infrastructure Operation and Maintenance Policy Development**

Guidance is necessary for appropriate operation and maintenance of the infrastructure in order to maximize public benefits from Reclamation's infrastructure investment.

## **Management Support Policy Development**

Reclamation will develop and update policy relating to service and support functions that are required to carry out the water management mission of Reclamation. The primary focus will be to enable rather than restrict the efficient execution of the agency mission where possible.

## **Activity 3: Policy Compliance**

This activity encompasses the audits, reviews, and oversight activities that are either performed internally or at the discretion of other agencies such as Office of Management and Budget, General Accounting Office, and Office of the Inspector General. To the maximum extent possible, all reviews and oversight activities will be conducted in a manner that produces constructive results in the form of improved processes, policy, and guidance. Multiple layers of review will be eliminated.

## **Internal Reviews and Oversight**

This activity must ensure management that the day-to-day decisions are consistent with agency mission, responsibilities, policies, and corporate principles. Consistency in the application of policies across Reclamation is important. However, the review and oversight activity will be conducted at the lowest organization level possible. Top-level management must direct that special reviews of particularly complex and controversial decisions and projects be done. However, routine, mandatory review and oversight from a central office, not having direct responsibility for the decisions, will be eliminated, unless approved by the Commissioner.

## **External Reviews and Audits**

This activity must comply with the requirements imposed by other offices and agencies. Reclamation will streamline the process, minimizing organizational layers involved. To the extent possible, reviews and audits will be conducted on a constructive theme in seeking improvements in agency policy, guidance, and processes. We recognize that there is an inextricable tie between the audits and the need to maintain clear, up-to-date operating policies. We will ensure that there is a solid process linkage between the two.

## **Activity 4: Program and Budget Development**

Future program and budget development will first provide all organizational levels with specific corporate guidance for accomplishment, and second secure the funding and staff (full-time equivalency ceiling) to accomplish those goals. Water (and related) resource management goals will drive program formulation with other programs and activities supporting those goals. For example, program and budget allocation for infrastructure design, construction, and maintenance will be made consistent with resource management decisions and priorities. The program should be developed through a progressive process of:

- ▶ Executive management direction (Commissioner)
- ▶ Bottom-up development (grass roots beginning)
- ▶ Corporate alignment and management support
- ▶ Program manager accountability

Recognizing that budget and funding authority is a tool to support programs, Reclamation will strive for a restructuring of the budget request to better serve the resource management mission.

## **Management Support Services Activities**

### **Activity 1: Acquisition and Assistance**

Acquisition and Assistance will focus on how to streamline the acquisition process, in particular examine the levels of review and delegation of authority. Previous reports have addressed this issue but customers believe that little has been done to correct the problem. Reclamation Acquisition Regulations must be reviewed and a determination made as to whether or not they can be eliminated. Customer service will be of equal importance with protecting the public interest.

### **Activity 2: Finance and Accounting**

This activity will adopt a system that will do a better job of tracking payments received. Emphasis will also be placed on providing program managers with

timely reports concerning obligations and expenditures. These reports must be presented in a format that eliminates the need for program managers to manually adjust the information presented.

### **Activity 3: Information Resources Management**

This activity will be guided in a manner that will ensure the same level of management scrutiny and coordination that occurs in other areas to make certain that decisions affecting expenditures for equipment, services, and applications are cost effective and consistent with the needs of the organization. Emphasis will be on a corporate-level computing plan that focuses on Reclamation's rapidly changing computer needs, the ready availability of low-cost technologies, compatibility with existing systems, and the significant dollar amounts allocated to Information Resources Management activities. Program priorities will be guided by a top management official serving as liaison to the Executive Management Committee. Information Resources Management will contain the human resource approach of providing quality customer service, listening to the customer, and soliciting customer feedback.

### **Activity 4: Personnel Management**

This activity's future focus will be one of providing personnel services to all organizations in a cost effective manner while being innovative in meeting customer needs. The Federal Equal Opportunity Recruitment Program and the Affirmative Employment Program for Minorities, Women, and Persons with Disabilities will be combined either in the Equal Opportunity Offices or the Personnel Offices. This will assist in eliminating a duplication of effort. Quality service and a code of ethics will govern how business is conducted.

### **Activity 5: Program Coordination and Budget**

This activity will continue to focus on providing program coordination and annual budget preparation, execution, and submission. This office will prepare work program and associated budgets for submission to Interior, Office of Management and Budget, and Congress. The processes utilized for this activity will be examined to determine what adjustments are required for improvement.

### **Activity 6: Safety**

With the decrease in construction, the nature of construction safety will change to accommodate more but smaller projects. Clear lines of authority and responsibility between the Denver Office and the Regional Offices will be established. There will be a definite increase in the emphasis placed on occupational health activities and issues related to industrial hygiene. Monitoring for contaminants in the atmosphere and the effect of noise on employees will

become a more important issue. There will be an ever increasing emphasis placed on repetitive motion injuries, such as carpal tunnel syndrome. Safety training will be refocused on how to get the job done safely rather than referring only to standards. Consideration will be given to eliminating Reclamation's safety handbooks and relying more directly on the Occupational Safety and Health Administration handbook.

### **Activity 7: Supplies and Services**

This activity will focus on operating in a cost effective and efficient manner while providing quality service to customers. The future program will continue the present emphasis of supply management, facilities management, paper management, Freedom of Information Act, and Privacy Act. Consideration must be given to revising the motor vehicle and heavy equipment automated reporting system so that it has the capability to provide information on due dates for required services and inspections. Likewise, the movable property automated system must be reviewed and changes made as required.

### **Activity 8: Public Affairs**

This activity will continue to develop, coordinate, and carry out public affairs programs designed to achieve an understanding of issues which are often sensitive and controversial. Management of publications and dissemination of internal and external information, including preparation of press releases, fact sheets, annual reports, brochures, and audio-visual scripts will continue, but should be reviewed to see if they convey the appropriate public image. In order to reduce duplication and improve inhouse coordination, the education program under the Assistant Commissioner - Human Resources will be combined with the education programs administered by the Public Affairs Offices. The focus of Public Affairs will be to:

- ▶ Serve as facilitator for internal and external communication, including public involvement
- ▶ Coordinate public education programs
- ▶ Maintain sensitivity to the "pulse of communities"

### **Activity 9: Administrative Service Center**

The Administrative Service Center will continue to provide quality services and programs including payroll operations and payroll accounting services, automated financial systems and personnel systems management, property management, automated data processing, general administrative systems, and administrative services to Reclamation and other clients. The future program will be 100 percent supportable from reimbursement by benefitting agencies.

## **Activity 10: Human Resources**

Human Resource Management is an integral part of the way we do business in Reclamation. This will be discussed further in Chapter III. The following three activities will continue to strengthen our human resource objectives.

### **Education**

The future focus of education will include providing environmental education to Reclamation employees as well as the general public. The program will continue to provide the public and Reclamation employees with a knowledge and understanding of the environmental responsibilities of Reclamation in the effective multiple-use management of water resources. This activity will be combined with the Public Affairs activity in order to eliminate a duplication of effort.

### **Equal Opportunity and Civil Rights**

Equal Opportunity Offices will continue to provide services that ensures Reclamation's compliance with equal opportunity and related civil rights laws, regulations, and directives. The Federal Equal Opportunity Recruitment Program and the Affirmative Employment Program for Minorities, Women, and Persons with Disabilities will be combined in either the Equal Opportunity Offices or the Personnel Offices. This will assist in eliminating a duplication of effort in these areas.

### **Youth Programs**

Job Corps Centers will continue to be operated at five locations in Reclamation. There will be a refocus of this activity to reflect a potential benefit to Reclamation in minority recruitment, manager development, and work on Reclamation projects. The future program will include resource management occupations and occupations that will benefit Native Americans as part of its curriculum.

## **Environmental Compliance**

Reclamation has a clear and important responsibility to comply with public laws and regulations dealing with protection of environmental values. Prominent among those laws are: National Environmental Policy Act, Fish and Wildlife Coordination Act, Clean Water Act, Endangered Species Act, Wild and Scenic River Act, and National Historic Preservation Act.

Procedures have been developed that integrate environmental compliance requirements into our planning and management decision processes. As such, compliance should not be an independent function or activity. Compliance carried out as an end process reflects reactionary management and a failure to properly build environmental sensitivity and public involvement into our management programs.

## **Chapter III**

### **How Reclamation Will Do Business in the Future**

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Chapter III is devoted to organizational analysis and recommendations on how Reclamation will do business in the future. Many sources of information were used, including employee feedback letters, interviews with key individuals, and printed material to gain a sense of the symptoms that Reclamation must address in moving toward the future. These symptoms were grouped by root issues. Recommendations were made for changes in Human Resources Management, Processes, and Organizational Alignment to address each root issue. The root issues and corresponding recommendations are presented below. A detailed analysis is presented in Exhibit B.

#### **Human Resources**

##### **Staffing, people needs, change in culture, behavior, ethics**

Human resources is the strength of any organization that accomplishes work through people. Often, employees are taken for granted, and it is assumed that they will perform and accomplish their duties in the best interest of their employer. Without regular attention and maintenance, this may not be so. Therefore, our human resources efforts must be an integral part of the way we do business. Effective use of human resources depends upon the day-to-day management practices of supervisors and managers throughout Reclamation.

An effective human resources program recognizes the value of people, maximizes the diversity of the workforce as a strength, and constructively uses the varied talents that are available. A quality human resources effort reduces employee turnover, aids retention of employees, fosters recruitment, and contributes to a highly motivated and competent workforce. This effort promotes mission accomplishment in an effective, efficient manner.

We cannot become the premier water resource management agency in the world without a quality human resources effort. This will also assist Reclamation in becoming an exciting and rewarding place to work.

**Root issue:** Reclamation's organizational culture and ethics are not consistent with our new program direction and sound business practices.

#### **Recommendations:**

- ▶ Establish a code of ethics and guiding principles for Reclamation
- ▶ Establish a public service-minded ethic in Reclamation such that we constantly ask ourselves, how does this serve the public interest

- ▶ Establish a customer service culture, Reclamation-wide, in the broad public interest and hold accountable
- ▶ Communicate individual responsibilities to all employees and hold accountable
- ▶ Create an atmosphere where we address individual nonperformance rather than establishing more rules
- ▶ Establish external advisory groups at the national, regional, and project levels to ensure that Reclamation is in touch with a broad constituency
- ▶ Establish an atmosphere for formal employee feedback in all major parts of the organization (Washington, Denver, Regional, and Project Offices) by using employee advisory groups, Quality Service Boards, Human Resource Committee, etc.
- ▶ Facilitate changing the "us" vs "them" attitude to a customer driven "team" approach through leadership and by emphasizing awareness

**Root issue:** Reclamation lacks human resource competence and various employee skills.

**Recommendations:** In order to make Reclamation an exciting place to work and for sustained excellence in program accomplishment, pursue the following:

- ▶ Develop and implement an employee environmental training program
- ▶ Consolidate internal and external environmental education under one function
- ▶ Provide quality management training and awareness
- ▶ Define relationships between program management and support staff and hold accountable
- ▶ Emphasize leadership and human resources management excellence and train accordingly
- ▶ Eliminate current performance evaluation system and implement a proven performance evaluation system by July 1994
- ▶ Enhance the skill level of incumbent supervisors and managers and improve their effectiveness by pursuing the following:
  - Identify Reclamation specific supervisory/managerial skill areas that are problematic
  - Use Reclamation specific competencies necessary for all levels of management to identify training and development needs
  - Establish evaluation criteria, measure supervisory/managerial skill level, provide quality development opportunities and as a last resort, place in a position more suited to personal skills
  - Use systems to reward and hold supervisors/managers accountable for performing as supervisors/managers rather than allowing them to continue to be higher paid technical experts

- ▶ Develop future supervisors and managers by placing special emphasis on:
  - Continually improving the Executive, Manager, and Supervisor Development Programs
  - Addressing logistic problems, including home office workload of trainee, training expenses, and graduate trainee placement
  - Establishing selection criteria for new supervisors and managers
  - Holding managers accountable for their nominations
  - Evaluating skill levels upon program completion
- ▶ Hold individuals accountable for nonperformance rather than establishing new rules
- ▶ Incorporate water resources management training into Youth Job Corps curriculum
- ▶ Commit to and implement the Administrative Support Career Management Program
- ▶ Maximize use of rotation assignments and intergovernmental training assignments to broaden employee knowledge and experience (temporary and permanent)

**Root Issue:** Reclamation is not successful in evaluating or responding to various changes in demands for occupations, numbers, and locations of positions.

**Recommendations:** Effectively and efficiently deliver the present and future Reclamation program and maximize utilization of our human resources in the broad public interest by pursuing the following:

- ▶ Recognize interdependence and include the corporate perspective into any reorganization effort to avoid individual office actions having adverse impacts (occupations, numbers, and locations of positions) on other parts of the organization
- ▶ Improve the efficiency and effectiveness of the management support services and institute a customer service culture so that supervisors and managers have more time to spend on program accomplishment
- ▶ Implement the Administrative Support Career Management Program, so that clerical staff can relieve other staff of excessive paperwork resulting in increased productivity for the organization by allowing managers more time to manage
- ▶ Evaluate all Reclamation offices staffing needs (occupations, numbers, and locations of positions) based on new program direction so that redistribution of our human resources will be commensurate with our corporate priorities
- ▶ Utilize nonsupervisory technical career ladders (entry levels to GS-14) as senior specialists when organizationally warranted in addition to supervisory/managerial career paths

- ▶ Establish Senior Executive Service Deputy Regional Director/alter ego positions (organizationally same position as Regional Directors) in all regions because of the excessive internal and external time demands on Regional Directors and because of inconsistent guidance provided in the Regional Director's absence. Assistant Regional Director positions will be established at the discretion of the Regional Directors with the objective of eliminating/minimizing organizational layers. Senior Executive Service slots will come from current Denver office allocation.

### **Processes**

**The way we get things done, (e.g., how we do oversight, policy, regulations, etc.)**

**Root Issue:** There is a lack of recognition in some areas of the Washington, Denver, and Regional Offices that Reclamation programs are largely executed at the Project Office level.

#### **Recommendations:**

- ▶ Delegate authority to the lowest appropriate organizational level
- ▶ Hold staff accountable for how well they support the field level program managers
- ▶ Develop decisionmaking processes in Information Resources Management to ensure money is spent on high priority items. It is critical to have the support of management and the end user on these items.

**Root Issue:** There are instances of failure to demonstrate a service orientation to our internal customers in the corporate interest and external customers in the broad public interest.

#### **Recommendations:**

- ▶ Need to establish a process to:
  - Recognize what our products and services are
  - Recognize who customers are (both internal and external)
  - Get feedback from our customers
  - Hold all employees accountable for customer-service orientation and execution
- ▶ Establish a means to measure program accomplishment that is consistent and easily understood internally and externally (e.g., by Office of Management and Budget, water users. etc.)

**Root Issue:** There are too many mandated levels of review and oversight with the perception of little value added in terms of protection of the public interest.

**Definitions:**

Review - Examination by higher authority prior to implementation of the activity

Oversight - Examination by a higher authority after the accomplishment of an activity or series of activities

**Recommendations:**

- ▶ The ultimate goal is to limit mandatory review to one review by higher level of authority. Further review will be undertaken at the request of the reviewing manager, or by a higher level case-specific directive. In every instance, the review of an activity needs to be tied to the degree of public risk or exposure. The need for and level of review will be understood and supported by line management.
- ▶ Discretionary review and oversight processes (e.g., training, travel, property, Review of Operation and Maintenance, and Safety Evaluation of Existing Dams reviews) will be discontinued until the added value to the public can be demonstrated
- ▶ When appropriate, identify and use quantity and quality standards as a measure of the effectiveness of programs
- ▶ Oversight of resource management programs and infrastructure operation and maintenance will be accomplished as directed by the Commissioner, for consistency and a corporate perspective.

**Root Issue:** Many existing Reclamation Instructions and other regulations support our traditional mission and inappropriately restrict the capabilities of managers and employees in conducting today's work and accomplishing today's program.

**Recommendations:**

- ▶ Sunset, by the end of fiscal year 1996, all Reclamation Instructions and other Reclamation regulations and policy prepared before fiscal year 1994. The purpose of this recommendation is to minimize discretionary directions that can become restrictive and take away from organizational ability to serve the public in a cost effective manner. New regulations will be formulated only if they facilitate work accomplishment in the public interest
- ▶ Use Federal and departmental guidelines and national standards where possible

- ▶ Generally, Reclamation processes will increase the discretionary capability of program managers and hold them accountable, in lieu of formal internal regulations that restrict the discretion of program managers and diffuse accountability
- ▶ When Reclamation Instructions that constitute technical standards are sunsetted, they will be reissued as a system of technical manuals or other technical guidance documents, as appropriate

**Root Issue:** New policy is not being issued

**Recommendations:**

- ▶ Program managers will identify the need for policy
- ▶ The need for and value added by all new policy must be demonstrated to affected program managers
- ▶ All new policy will contain sunset provisions
- ▶ Develop a system to catalog, distribute, and update new policy
- ▶ Policy development, review, and approval will be coordinated by the policy development office with direct input and review from the field

**Root Issue:** External communication processes are not effective

**Recommendations:**

- ▶ Improve external communication process by using external advisory groups and others to stay "tuned in"
- ▶ Develop management level and other relationships with nontraditional groups and other interested parties with an open agenda
- ▶ Promote interagency exchanges through the Interagency Personnel Act (agreements and assignments)
- ▶ Carefully evaluate Reclamation attendance at external meetings of all interested groups to assure appropriate representation (appropriate number of people and right organizational mix)

**Root Issues:** Corporate direction and guidance is not successfully communicated throughout Reclamation

**Recommendations:**

- ▶ Improve internal communication processes by clarifying corporate guidance and communicating in writing (clearly and concisely) to all employees
- ▶ Set clear priorities (Programs and Support)
- ▶ Keep corporate guidance current

- ▶ Promote informal brown bag sessions with Reclamation officials visiting from other offices
- ▶ Make effective use of internal conferences by bringing in diverse interests
- ▶ Promote rotation of staff to other offices and functions to further organizational understanding and internal communications
- ▶ Distribute all speeches of top officials to all employees
- ▶ Bring closure to Implementation Plans by finalizing as information documents and internal guidance (not to be construed as policy). Revise and finalize draft Implementation Plans to conform to Reclamation's Management Philosophy in this document. Eliminate deadlines in Implementation Plans.

## **Organization Alignment**

### **Structure, lines of responsibility, authority, accountability**

**Root Issue:** There are diffused or unclear lines of responsibility and authority in the organization

**Recommendation 1:** Realign the four distinct levels of the organization as follows:

Area (Project) Offices. The Area (Project) Manager (Construction Engineer) is the primary line official responsible for all programs carried out in the geographic area assigned. The purpose of these organizations is on-the-ground accomplishment of Reclamation's program. Program responsibilities of the Area (Project) Offices will extend beyond project boundaries to engage water management issues and respond to needs on a broader geographic basis (state(s) or basin-wide). Area (Project) Offices will collectively include all of the geographic territory of the regions. The primary functions are:

- ▶ Resource management planning, decisionmaking and implementation
- ▶ Infrastructure design, construction, operation, and maintenance
- ▶ Management support services (administration)
- ▶ First-line contact with the general public

Regional Offices. The Regional Director is the line official responsible for formulating and executing regional programs, for setting direction (goals and objectives), allocating resources among the program managers, and maintaining communications and relationships with the executive level management of Reclamation and regional and national-level representatives of agencies, organizations, and political offices. Regional Offices provide the following functions:

- ▶ Technical support to Project Offices when the capability is not available at the project level

- ▶ Primary level of review and oversight of resource programs and infrastructure operations and maintenance, including Safety Evaluation of Existing Dams and Review of Operation and Maintenance reviews
- ▶ Conformance with Reclamation-wide mission and program direction
- ▶ Regional strategic planning, advice, and guidance
- ▶ Regional management services support—Personnel, Equal Opportunity Office, and Information Resources Management, etc.

Denver Office. The Director, Denver Operations reports to the Commissioner and provides a major source of support to the Commissioner, Regional Directors, and Interior. The Denver Office also serves as staff to the Commissioner. The primary functions are:

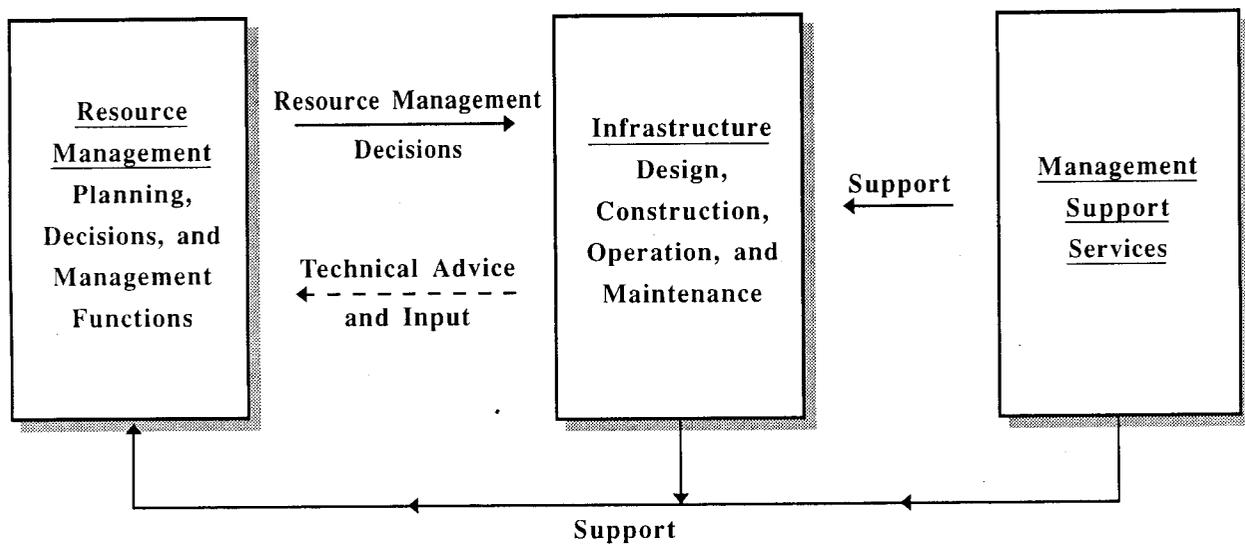
- ▶ Policy - Coordinates development of all policy (including contracts and repayment, program coordination and budget, and management support) with significant input and direction from the Commissioner and the regions. Coordinates policy review and approval process. Policy will be approved by the Commissioner, or as delegated.
- ▶ Technical Support - Provides support in engineering, natural resource sciences, and technology development to the regions/projects and the Commissioner. These services are in specialty areas that cannot be efficiently and effectively located in the regions and include dam safety program management and coordination. They also provide technical reviews and oversight as requested by the Commissioner and Regional Directors. An expanded discussion of the organizational realignment of the technical functions of the Denver Office can be found in Exhibit C.
- ▶ Management support services (administration) - Provides support services for the Denver, Washington, and Interior organizations (Administrative Services Center). Support services include areas such as Personnel, Information Resources Management, Acquisitions, Human Resources Management, Safety, Supply and Property, Finance, Payroll, and Youth Programs.

Washington Office. The Commissioner provides corporate direction and maintains effective relations with Congress, Interior, other agency executives, and national-level organizations. The Commissioner provides corporate leadership, guidance, and strategic planning. The Commissioner is responsible for overall Reclamation program formulation and accomplishment; therefore is the ultimate authority on program decisions. Major functions of the Washington Office are:

- ▶ Policy approval
- ▶ Preparing program and budget submittals and coordinating with Interior, the Office of Management and Budget, and Congress

- ▶ Representing Reclamation on program matters with Interior and other agencies
- ▶ Maintaining effective communications with the regions and the Denver Office (e.g., liaison staff)
- ▶ Coordinating Native American affairs, international activities, and other subject areas as assigned
- ▶ Legislative, public, and external affairs leadership and direction

The following diagram illustrates the functional relationships that will govern how all Reclamation organizational units will conduct business. Water and related resource management planning and decisions will provide the basic direction for all supporting activities.



The above functional alignment conveys the emphasis on management of natural resources. Infrastructure design, construction, operation, and maintenance are accomplished in order to support the management of natural resources. Management support services (administrative functions) support the resource and infrastructure managers.

**Recommendation 2:** Clarify lines of responsibility and authority in the following major areas:

- ▶ Management must evaluate the Information Resources Management program and provide direction for the future
- ▶ Establish centralized leadership for the Geographic Information System applications in the Denver Office
- ▶ Transfer Media Services Center to Interior headquarters

**Root Issue:** There is a lack of legislation to adequately support Reclamation's Natural Resources Programs

**Recommendation 1:** Complete the Assistant Commissioner - Resources Management Policy Team analysis and pursue legislation where needed. Also pursue legislation for the following areas:

- ▶ Blanket authority to transfer title of single-purpose facilities at the discretion of the Secretary of the Interior
- ▶ Full authority to plan, develop, operate, and maintain recreation facilities on project lands and waters for facilities returned to Reclamation for management

**Recommendation 2:** Perform an indepth analysis of the pros and cons of seeking an Organic Act to provide enabling resource management authority

**Root Issue:** The organization experiences unnecessary reviews, delays, and high costs in processing National Environmental Policy Act compliance documents.

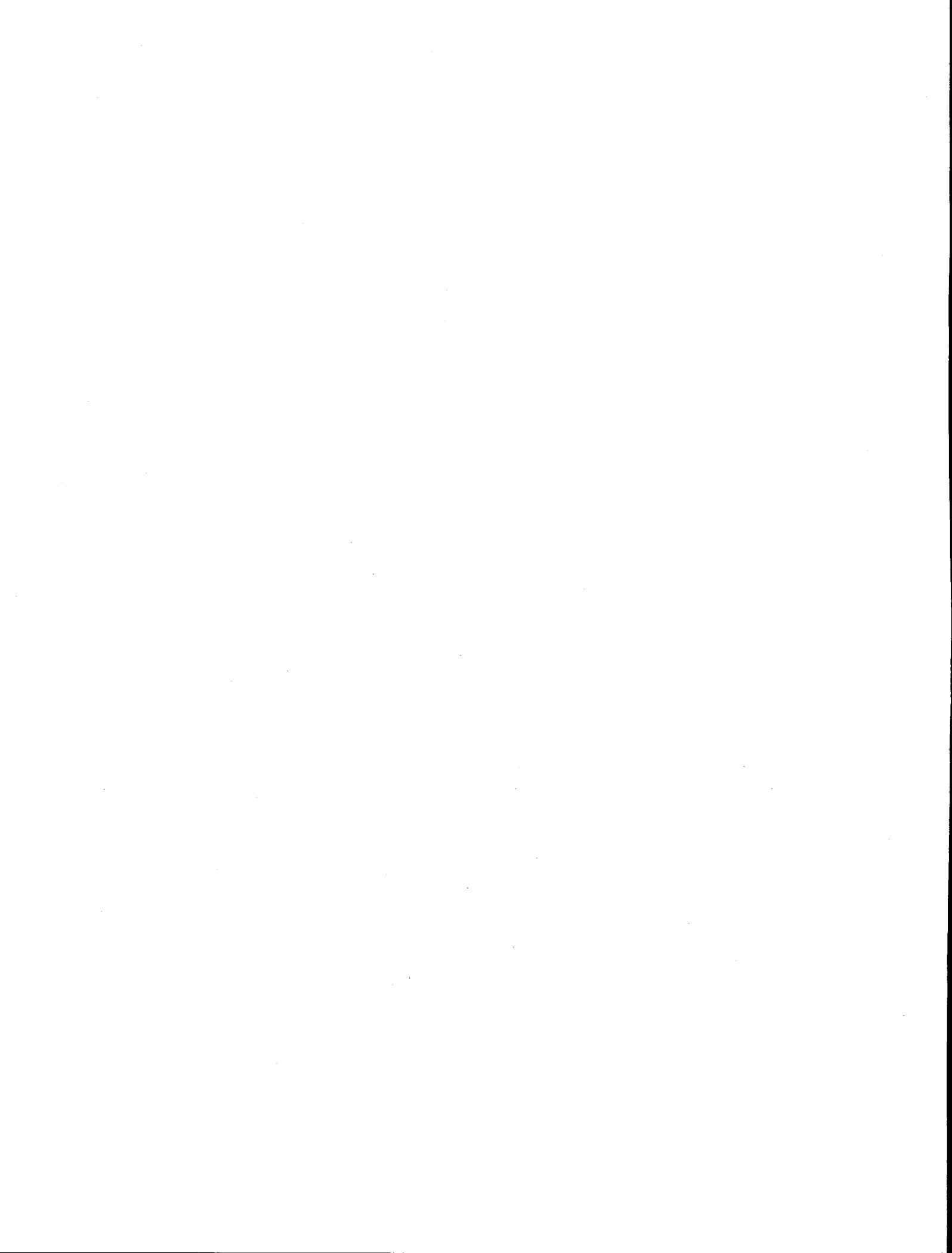
**Recommendations:** Delegate authority to the lowest possible organizational level for National Environmental Policy Act compliance as follows:

- ▶ Environmental Impact Statements will be the responsibility of the field level closest to the Federal action. Signed and approved at the Regional Director level except as specifically directed by the Commissioner.
- ▶ Prepare Environmental Assessments and Findings Of No Significant Impacts at the field level. Signed by the field office head or regional division head except as specifically directed by the Regional Director.
- ▶ Categorical Exclusion Checklists will be signed by designated personnel.
- ▶ Conduct oversight by the Denver Office.

**Root Issue:** There is excessive layering and organizational fragmentation that decreases the efficiency of the organization

**Recommendations:** Minimize layering and combine organizational units as follows:

- ▶ Evaluate and develop a strategy and time table for combining the technical services of the Assistant Commissioner - Resources Management and the Assistant Commissioner - Engineering and Research into a Denver Technical Support Office. (See Exhibit C.) Establish a separate Policy Office (see page 10, Chapter III).
- ▶ Combine the Assistant Commissioner - Human Resources and the Assistant Commissioner - Administration organizations.
- ▶ Accomplish water resources management planning at the field level with specialized technical support from the Denver Office as needed.
- ▶ Evaluate the necessary levels of management for Reclamation's organizations with the objective of minimizing the layers (e.g., presently there are 7 layers in some organizations).
- ▶ Transfer five of the Senior Executive Service positions currently located in the Denver Office to the regions to serve as Regional Directors' deputies and alter egos.
- ▶ Evaluate the current geographical alignment of the Regional Offices. If needed, develop a strategy for combining or realigning. This may be particularly appropriate for the Colorado River and for California.
- ▶ Transfer technical functions of contracts and repayments currently in the Washington Office to the Denver Technical Support Office.



## Exhibit B

### Symptoms and Recommendations

Human Resources: Staffing, people needs, change in culture, behavior, ethics	
Symptoms	Recommendations
Root Issue: Organizational Culture and Ethics	
<ul style="list-style-type: none"> <li>▶ Reclamation does not always honor its commitments and agreements</li> </ul>	<ul style="list-style-type: none"> <li>▶ Establish a code of ethics and guiding principles for Reclamation</li> </ul>
<ul style="list-style-type: none"> <li>▶ Reclamation is not as environmentally sensitive as it could be</li> </ul>	<ul style="list-style-type: none"> <li>▶ Establish a public service-minded ethic in Reclamation such that we constantly ask ourselves, how does this serve the public interest</li> </ul>
<ul style="list-style-type: none"> <li>▶ Many managers, supervisors, and employees are perceived as being control driven rather than service and customer satisfaction driven in the broad public interest               <ul style="list-style-type: none"> <li>· This perception was particularly true for Personnel, Property Management, and Information Resources Management, and Acquisitions</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>▶ Establish a customer service culture Reclamation-wide, in the broad public interest, and hold accountable</li> <li>▶ Communicate individual responsibilities to all employees and hold accountable</li> </ul>
<ul style="list-style-type: none"> <li>▶ Many regulations, policies, and practices indicate that Reclamation employees are not trusted with money, property, and decisionmaking</li> </ul>	<ul style="list-style-type: none"> <li>▶ Create an atmosphere to address individual nonperformance rather than establishing more rules</li> </ul>
<ul style="list-style-type: none"> <li>▶ Reclamation practices favor water and power interests sometimes at the expense of the broader public interest</li> </ul>	<ul style="list-style-type: none"> <li>▶ Establish external advisory groups at the national, regional, and project levels to ensure that Reclamation is in touch with a broad constituency</li> </ul>

**Human Resources:** Staffing, people needs, change in culture, behavior, ethics

Symptoms

Recommendations

▶ Some managers, supervisors, and employees at all levels are insensitive to human resources needs and values

▶ Establish an atmosphere for formal employee feedback in all major parts of the organization (Washington, Denver, Regional, and Project Offices) by using employee advisory groups, Quality Service Boards, Human Resource Committee, etc.

▶ Personnel Offices are not perceived as proactive or innovative

▶ Personnel offices need to develop a customer service orientation

▶ There appears to be unhealthy competition among various organizational offices that results in a disfunctional organization

▶ Facilitate changing the "us" vs "them" attitude to an internal and external customer driven "team" approach through leadership and by emphasizing awareness

<b>Human Resources: Staffing, people needs, change in culture, behavior, ethics</b>	
<b>Symptoms</b>	<b>Recommendations</b>
<b>Root Issue: Human Resource Competence and Skills</b>	
<ul style="list-style-type: none"> <li>▶ Environmental education to employees is inadequate, e.g., awareness of National Environmental Policy Act, Water Conservation</li> </ul>	<ul style="list-style-type: none"> <li>▶ Develop and implement an employee environmental training program</li> <li>▶ Consolidate internal and external environmental education under one function</li> </ul>
<ul style="list-style-type: none"> <li>▶ Reclamation has a general attitude of control rather than service, e.g., Water Resource Management, Personnel, Information Resources Management, Acquisitions, et al.</li> </ul>	<ul style="list-style-type: none"> <li>▶ Provide quality management training and awareness</li> <li>▶ Define relationships between program management and support staff and hold accountable</li> </ul>
<ul style="list-style-type: none"> <li>▶ Leadership and human resources skills are not fully developed</li> </ul>	<ul style="list-style-type: none"> <li>▶ Emphasize leadership and human resources management excellence and train accordingly</li> </ul>
<ul style="list-style-type: none"> <li>▶ Annual performance evaluations are demoralizing and demotivate employees</li> </ul>	<ul style="list-style-type: none"> <li>▶ Eliminate current performance evaluation system and implement a proven human resource evaluation system by July 1994</li> </ul>

**Human Resources:** Staffing, people needs, change in culture, behavior, ethics

Symptoms

Recommendations

- ▶ Managers and supervisors lack adequate skills

- ▶ Enhance the skill level of incumbent supervisors and managers and improve their effectiveness by pursuing the following:
  - Identify Reclamation specific supervisory/managerial skill areas that are problematic
  - Use Reclamation specific competencies necessary for all levels of management to identify training and development needs
  - Establish evaluation criteria, measure supervisory/managerial skill level, provide quality development opportunities and, as a last resort, place in a position suited to personal skills
  - Use systems to reward and hold supervisors/managers accountable for performing as supervisors/managers rather than allowing them to continue to be higher paid technical experts
- ▶ Develop future supervisors and managers by giving special emphasis to:
  - Continually improving the Executive, Manager, and Supervisor Development Programs
  - Addressing, logistical problems, including home office workload of trainee, training expenses, and graduate trainee placement
  - Establishing selection criteria for new supervisors and managers
  - Holding managers accountable for their nominations
  - Evaluating skill levels upon program completion

<b>Human Resources:</b> Staffing, people needs, change in culture, behavior, ethics	
Symptoms	Recommendations
<ul style="list-style-type: none"> <li>▶ There is failure to follow established policies, procedures, and guidelines</li> </ul>	<ul style="list-style-type: none"> <li>▶ Hold individuals accountable for nonperformance rather than establishing new rules</li> </ul>
<ul style="list-style-type: none"> <li>▶ Youth Job Corps training is not focused on water resources management</li> </ul>	<ul style="list-style-type: none"> <li>▶ Incorporate water resources management training into Youth Job Corps curriculum</li> </ul>
<ul style="list-style-type: none"> <li>▶ Reclamation does not maximize the capabilities of clerical staff, limits their authority, allows dead-end positions, and does not fully train and develop people in these occupations</li> <li>▶ Management has not consistently followed through with implementing new policy</li> </ul>	<ul style="list-style-type: none"> <li>▶ Commit to and implement the Administrative Support Career Management Program</li> </ul>
<ul style="list-style-type: none"> <li>▶ Program managers are not familiar with adequate techniques for managing architectural and engineering contracts</li> </ul>	<ul style="list-style-type: none"> <li>▶ Train program managers and staff in proper techniques for managing architectural and engineering contracts, solicit feedback, then improve the training as needed</li> </ul>
<ul style="list-style-type: none"> <li>▶ Generally, Reclamation employees have limited exposure to other agencies, nontraditional public interest groups, and multi-geographical assignments throughout the organization at technical and managerial levels</li> </ul>	<ul style="list-style-type: none"> <li>▶ Maximize use of rotation assignments and intergovernmental training assignments to broaden employee knowledge and experience (temporary and permanent)</li> </ul>

<b>Human Resources: Staffing, people needs, change in culture, behavior, ethics</b>	
<b>Symptoms</b>	<b>Recommendations</b>
<b>Root Issue: Staffing Requirements - occupations, numbers, and locations of positions</b>	
<ul style="list-style-type: none"> <li>▶ Reorganization of individual offices has occurred in the past unilaterally without consideration of the affect on other parts of the organization</li> </ul>	<ul style="list-style-type: none"> <li>▶ Recognize interdependence and include the corporate perspective in any reorganization effort to avoid individual office actions having adverse impacts (occupations, numbers, and locations of positions) on other parts of the organization</li> </ul>
<ul style="list-style-type: none"> <li>▶ In many instances technical supervisors and managers spend excessive time doing administrative clerical paperwork</li> </ul>	<ul style="list-style-type: none"> <li>▶ Improve the efficiency and effectiveness of the management support services and institute a customer service culture so that supervisors and managers have more time to spend on program accomplishments</li> <li>▶ Implement the Administrative Support Career Management Program, so that clerical staff can relieve other staff of excessive paperwork, resulting in increased productivity for the organization by allowing managers more time to manage</li> </ul>

**Human Resources:** Staffing, people needs, change in culture, behavior, ethics

Symptoms	Recommendations
<ul style="list-style-type: none"> <li>▶ Reclamation has similar activities being conducted by separate offices with decreasing workloads and with large numbers of supervisors and staff</li> <li>▶ Staffing decisions do not necessarily reflect the stated priorities of Reclamation</li> <li>▶ Personnel offices generally exceed the Office of Personnel Management standard of 1 personnelist per 70 employees. (Standards for other offices were not available.)</li> <li>▶ There is a perception that Information Resources Management offices are staffed out of proportion to the rest of the organization</li> <li>▶ The property management offices are staffed at 200 full-time equivalency (annual budget exceeds \$10 million). It is perceived that this is excessive</li> </ul>	<ul style="list-style-type: none"> <li>▶ Evaluate all Reclamation offices staffing needs (occupations, numbers, and locations of positions) based on new program direction so that redistribution of our human resources will be commensurate with our corporate priorities</li> </ul>
<ul style="list-style-type: none"> <li>▶ The only way for journeymen level technical experts to advance is to enter into the supervisory/managerial career path</li> </ul>	<p>Utilize nonsupervisory technical career ladders (entry level through GS-14) as senior specialist when organizationally warranted in addition to supervisory/managerial career paths</p>
<ul style="list-style-type: none"> <li>▶ There are excessive internal and external demands on Regional Director's time. In the absence of the Regional Director, there is confusion regarding who is in charge and often inconsistent guidance is provided.</li> </ul>	<ul style="list-style-type: none"> <li>▶ Establish Senior Executive Service Deputy Regional Director/alter ego positions (organizationally same position as Regional Director) in all regions. Assistant Regional Director positions will be established at the discretion of the Regional Director with the objective of eliminating layers in the organization. Senior Executive Service slots will come from current Denver Office allocation.</li> </ul>

**Processes:** The way we get things done, (i.e., how we do oversight, policy, regulations, etc.)

Symptoms

Recommendations

Root Issue: There is a lack of recognition in some areas of the Washington, Denver, and Regional Offices that Reclamation programs are largely executed at the Project Office level.

General:

- ▶ There is a problem when the authority to make decisions is separated from the responsibility for the consequences
- ▶ Budget organizations direct program decisions and the formulation of future programs

Specifically identified symptoms:

- ▶ Research and technology development function may have too much fiscal and program autonomy
- ▶ Program managers are expected to use Reclamation design capability when architect and engineer contractors may be more economical
- ▶ Too many big dollar Information Resources Management expenditures have been purchased without support of management or end users

- ▶ Management will delegate authority to the lowest appropriate organizational level
- ▶ Management (Commissioner, Assistant Commissioners, and Regional Directors) needs to hold staff accountable for how well they support the field level program managers as part of the performance evaluation process
- ▶ Develop decisionmaking processes in Information Resources Management to ensure spending on high priority items. It is critical to have the support of management and the end user. Senior management must have oversight responsibility for Information Resources Management spending.

**Processes:** The way we get things done, (i.e., how we do oversight, policy, regulations, etc.)

Symptoms

Recommendations

**Root Issue:** There are instances of failure to demonstrate a service orientation to our internal customers in the corporate interest and external customers in the broad public interest.

General:

- ▶ Management support functions tend to focus on control rather than service
- ▶ Because of lack of service/customer focus on the part of management support service organizations, we are forcing technical people to spend large amounts of time doing administrative paperwork
- ▶ In general, service is not customer or quality oriented

▶ Need to establish a process to:

- Recognize what our products and services are
- Recognize who customers are (both internal and external)
- Get feedback from our customers
- Hold all employees accountable for customer-service orientation and execution

Specifically identified symptoms:

- ▶ Reclamation has poor recordkeeping and archival systems
- ▶ Technology development (research) throughout the organization is not effectively transferred for application
- ▶ Water service and repayment contract administration focuses on providing contract delivery not on providing public benefits
- ▶ Reports provided customers by Program Coordination and Budget are not meaningful
- ▶ Resource Management dollars are not accurately reflected in our budget
- ▶ Annual performance evaluations demotivate employees

▶ Establish a means to measure program accomplishment that is consistent and easily understood internally and externally (e.g., by the Office of Management and Budget, water users, etc.)

**Processes:** The way we get things done, (i.e., how we do oversight, policy, regulations, etc.)

Symptoms

Recommendations

Root Issue: There are too many mandated levels of review and oversight with the perception of little value added in terms of protection of the public interest.

Definitions:

Review - Examination by higher authority prior to implementation of the activity.

Oversight - Examination by a higher authority after the accomplishment of an activity or series of activities

General:

- ▶ Oversight, review, and approval Reclamation-wide is excessive, time consuming, and burdensome

Specifically identified symptoms:

- ▶ Multiple levels of procurement review and delegation of authority appear inappropriate
- ▶ Assistant Commissioner - Resources Management oversight appears excessive in areas of planning, wetland activities, land management, and recreation management
- ▶ The number of property reviews may be excessive. (We use 200 full-time equivalency and \$10 million per year on property functions)

- ▶ The ultimate goal is to limit mandatory review to one review by higher level of authority. Further review will be undertaken at the request of the reviewing manager, or a higher level case-specific directive. In every instance, the review of an activity needs to be tied to the degree of public risk or exposure. The need for and level of review will be understood and supported by line management.
- ▶ Discretionary review and oversight processes (e.g., training, travel, property, Review of Operation and Maintenance, and Safety Evaluation of Existing Dams reviews) will be discontinued until the added value to the organization can be demonstrated
- ▶ When appropriate, use quantity and quality standards as a measure of the effectiveness of programs
- ▶ Oversight of resource management programs and infrastructure operation and maintenance will be accomplished as directed by the Commissioner, for consistency and a corporate perspective

Processes: The way we get things done, (i.e., how we do oversight, policy, regulations, etc.)	
Symptoms	Recommendations
<p>Root Issue: Many existing Reclamation Instructions and other regulations support our traditional mission and inappropriately restrict the capabilities of managers and employees in conducting today's work and accomplishing today's program.</p>	
<p>General:</p> <ul style="list-style-type: none"> <li>▶ Reclamation administrative policies seem to cause excessive constraints, take time away from primary tasks, and add costs</li> <li>▶ Excessive regulations indicate we do not trust our employees with money, property, and decisionmaking</li> <li>▶ Reclamation policies generally impose additional restrictions without clear benefits</li> <li>▶ Reclamation Instructions tend to become outdated and subsequently ignored</li> </ul> <p>Specifically identified symptoms:</p> <ul style="list-style-type: none"> <li>▶ Reclamation Acquisition Regulations restrain program accomplishment; tend to detract from program management authority</li> <li>▶ Performance evaluation process is a negative and demoralizing experience</li> <li>▶ Motor Vehicle Heavy Equipment automated system, as required by instruction, is complex and not used</li> </ul>	<ul style="list-style-type: none"> <li>▶ Sunset, by the end of fiscal year 1996, all Reclamation Instructions and other Reclamation regulations and policy prepared before fiscal year 1994. The purpose of this recommendation is to minimize discretionary direction that can become restrictive and take away from our ability to serve the public in a cost effective manner. New regulations will be formulated only if they facilitate work accomplishment in the public interest.</li> <li>▶ Use Federal and departmental guidelines and national standards where possible</li> <li>▶ Generally, Reclamation processes will increase discretionary capability of program managers and hold them accountable, in lieu of formal internal regulations that restrict the discretion of program managers and diffuse accountability</li> <li>▶ When Reclamation Instructions that constitute technical standards are sunsetted, they will be reissued as a system of technical manuals or other technical guidance documents, as appropriate</li> </ul>

**Processes:** The way we get things done, (i.e., how we do oversight, policy, regulations, etc.)

Symptoms

Recommendations

Root Issue: Issuance of new policy is not being accomplished.

General:

- ▶ There is difficulty getting new policy through the preparation, review, and decision process
- ▶ Some policy development has inadequate input and buy in
- ▶ There is not consistent field involvement in policy development
- ▶ Loan programs and policy don't meet contemporary needs and values
- ▶ There is no policy or consistency in organizational data collection, decisionmaking, and legal procedures for Endangered Species Act compliance activities

- ▶ Program managers will identify the need for policy
- ▶ The need for and value added by all new policy will be demonstrated to affected program managers
- ▶ All new policy will contain sunset provisions
- ▶ Develop a system to catalogue, distribute, and update new policy
- ▶ Policy development, review, and approval will be coordinated by the policy development office with direct input and review from the field

Specifically identified symptoms:

- ▶ No concessionaire policy for recreation management
- ▶ Water pricing is not market based
- ▶ No policy on how to pay for Endangered Species Act
- ▶ Lack of policy for Reclamation rural water development

<b>Processes:</b> The way we get things done, (i.e., how we do oversight, policy, regulations, etc.)	
Symptoms	Recommendations
Root Issue: External communication processes are not effective.	
<p>General:</p> <ul style="list-style-type: none"> <li>▶ Reclamation is viewed as being arrogant and archaic</li> <li>▶ Public input is not sought in a sincere and timely manner</li> </ul> <p>Specifically identified symptoms:</p> <ul style="list-style-type: none"> <li>▶ States are not always cooperative in groundwater management issues</li> <li>▶ Power management agencies are not always cooperative in helping Reclamation meet multiple objectives</li> <li>▶ Reclamation has inadequate communication with regulatory agencies</li> </ul>	<ul style="list-style-type: none"> <li>▶ Improve external communication process by using external advisory groups and others to stay "tuned in"</li> <li>▶ Develop management level relationships with all those we do business with</li> <li>▶ Develop management level and other relationships with nontraditional groups and other interested parties with an open agenda</li> <li>▶ Promote interagency exchanges through the Interagency Personnel Act (agreements and assignments)</li> <li>▶ Carefully evaluate Reclamation attendance at external meetings of all interested groups to assure appropriate representation (appropriate number of people, right organizational mix)</li> </ul>

**Processes:** The way we get things done, (i.e., how we do oversight, policy, regulations, etc.)

Symptoms

Recommendations

Root Issue: Corporate direction and guidance is not successfully communicated throughout Reclamation.

General:

- ▶ Priorities for Reclamation are unclear
- ▶ We do not have adequate corporate program guidance prior to our budget development

Specifically identified issued:

- ▶ Lack of guidance on appropriate level of infrastructure maintenance is inadequate
- ▶ Priorities are unclear and maintenance dollars often are spent on other resource management activities (e.g., Endangered Species Act) and not maintenance
- ▶ Lack of guidance in the development and application of Geographic Information Systems
- ▶ Due to a lack of guidance, we protect water for irrigation at the expense of other uses
- ▶ Due to a lack of guidance, we protect hydropower generation at the expense of other uses
- ▶ We lack a comprehensive approach to resource management planning including effective and honest public involvement

- ▶ Improve internal communication processes by clarifying corporate guidance and communicate in writing (clearly and concisely) to all employees
- ▶ Set clear priorities (programs and support)
- ▶ Keep corporate guidance current
- ▶ Ensure specific goals are accomplished
- ▶ Improve guidance to organization to better balance uses of water for the broadest range of public benefits
- ▶ Promote formal brown bag sessions with Reclamation officials visiting from other offices
- ▶ Make effective use of internal conferences by bringing in diverse interests
- ▶ Promote rotation of staff to other offices and functions to further organizational understanding and internal communications
- ▶ Distribute all speeches of top officials to all employees
- ▶ Bring closure to Implementation Plans by finalizing as information documents and internal guidance (not to be construed as policy). Revise and finalize draft Implementation Plans to conform to Reclamation's Management Philosophy in this document. Eliminate deadlines in Implementation Plans

**Processes:** The way we get things done, (i.e., how we do oversight, policy, regulations, etc.)

Symptoms	Recommendations
<ul style="list-style-type: none"><li>▶ Lack of guidance in contract and repayment issues from policy office (Washington)</li><li>▶ Lack of guidance for determining degree at which we choose to subsidize the Administrative Service Center to the tune of \$1.2 million</li></ul>	

Organizational Alignment: Structure, lines of responsibility, authority, accountability	
Symptoms	Recommendations
Root Issue: There are unclear lines of responsibility and authority in the organization.	
	<p>1. Realign the four distinct levels of the organization as follows:</p> <p><u>Area (Project) Offices.</u> The Area (Project) Manager (Construction Engineer) is the primary line official responsible for all programs carried out in the geographic area assigned. The purpose of these organizations is on-the-ground accomplishment of Reclamation's program. Program responsibilities of the Area (Project) Offices will extend beyond project boundaries to engage water management issues and respond to needs on a broader geographic basis (state(s) or basin-wide). Area (Project) Offices will collectively include all of the geographic territory of the regions. The primary functions are:</p> <ul style="list-style-type: none"> <li>▶ Resource management planning, decisionmaking, and implementation</li> <li>▶ Infrastructure design, construction, operation, and maintenance</li> <li>▶ Management support services (administration)</li> <li>▶ First-line contact with the general public</li> </ul>

**Organizational Alignment: Structure, lines of responsibility, authority, accountability**

Symptoms	Recommendations
	<p><u>Regional Offices.</u> The Regional Director is the line official responsible for formulating and executing regional programs, setting direction (goals and objectives), allocating resources among the program managers, and for maintaining communications and relationships with the executive level management of Reclamation and regional and national-level representatives of agencies, organizations, and political office holders. Regional Offices provide the following functions:</p> <ul style="list-style-type: none"><li>▶ Technical support to Project Offices when the capability cannot be efficiently located at the Project Offices</li><li>▶ Primary level of review and oversight of resource programs and infrastructure operations and maintenance, including Safety Evaluation of Existing Dams and Review of Operation and Maintenance reviews</li><li>▶ Conformance with Reclamation-wide mission and program direction</li><li>▶ Regional strategic planning, advice, and guidance</li><li>▶ Regional management support services— Personnel, Equal Opportunity, and Information Resources Management, etc.</li></ul>

**Organizational Alignment:** Structure, lines of responsibility, authority, accountability

Symptoms

Recommendations

Denver Office. The Director, Denver Operations reports to the Commissioner and provides a major source of support to the Commissioner, Regional Directors, and Interior. The Denver Office also serves as staff to the Commissioner. The primary functions are:

- ▶ Policy - Coordinate development of all program policy (including contracts and repayment) with significant input and direction from the Commissioner and regions. Coordinates policy review and approval process. Policy approval will be delegated by the Commissioner.
  
- ▶ Technical Support - Provides support in engineering, natural resource sciences, and technology development to the regions/projects and the Commissioner. These services are in specialty areas that cannot be efficiently located in regions and include dam safety program management and coordination. They also provide technical reviews and oversight as requested by the Commissioner and Regional Directors. An expanded discussion of this function can be found in Exhibit C.
  
- ▶ Management support services (administration) - Provides support services for the Denver, Washington, and Interior organizations (Administrative Services Center). Support services areas include Personnel, Information Resources Management, Acquisitions, Human Resources Management, Safety, Supply and Property, Finance, Payroll, and Youth Programs.

<b>Organizational Alignment: Structure, lines of responsibility, authority, accountability</b>	
Symptoms	Recommendations
	<p><u>Washington Office.</u> The Commissioner provides corporate direction and maintains effective relations with Congress, Interior, other agency executives, and national-level organizations. The Commissioner provides corporate leadership, guidance, and strategic planning. The Commissioner is responsible for overall Reclamation program formulation and accomplishment; therefore is the ultimate authority on program decisions. Major functions of the Washington Office are:</p> <ul style="list-style-type: none"> <li>▶ Policy approval</li> <li>▶ Preparing of program and budget submittals and coordinating with Interior, the Office of Management and Budget, and Congress</li> <li>▶ Representing Reclamation on program matters with Interior and other agencies.</li> <li>▶ Maintaining effective communications with regions and the Denver Office (e.g., liaison staff)</li> <li>▶ Coordination of Native American affairs, international activities, and other subject areas as assigned</li> <li>▶ Legislative, public, and external affairs leadership and direction</li> </ul>
	<p>2. Clarify lines of responsibility and authority in the following areas:</p>
<ul style="list-style-type: none"> <li>▶ It is unclear where leadership for Geographic Information System resides in Reclamation</li> </ul>	<ul style="list-style-type: none"> <li>▶ Establish centralized leadership for Geographic Information System applications in the Denver Office</li> </ul>

<b>Organizational Alignment: Structure, lines of responsibility, authority, accountability</b>	
<b>Symptoms</b>	<b>Recommendations</b>
<ul style="list-style-type: none"> <li>▶ Media Service Center is seldom utilized by Reclamation, Interior headquarters in the primary customer</li> </ul>	<ul style="list-style-type: none"> <li>▶ Media Services Center will be transferred to Interior headquarters.</li> </ul>
<ul style="list-style-type: none"> <li>▶ Apparent overlap of activities in some areas of Personnel and Equal Employment Opportunity Offices</li> </ul>	<ul style="list-style-type: none"> <li>▶ Clarify lines of responsibility and transfer activities as appropriate</li> </ul>
<ul style="list-style-type: none"> <li>▶ Denver and Washington Offices roles and responsibilities in water conservation advisory centers are not clear</li> </ul>	<ul style="list-style-type: none"> <li>▶ Water conservation activities will be a function at the regional/project level with only oversight from the Denver and Washington Offices</li> </ul>
<ul style="list-style-type: none"> <li>▶ Some budget organizations are directing program decisions instead of budget documentation and tracking</li> </ul>	<ul style="list-style-type: none"> <li>▶ Action will be taken to ensure that budget organizations carry out their responsibilities and do not cross over into those of program managers</li> </ul>
<ul style="list-style-type: none"> <li>▶ There is a lack of leadership and management oversight at all levels in the area of Information Resources Management</li> </ul>	<ul style="list-style-type: none"> <li>▶ Management must evaluate the Information Resources Management Program and provide directions for the future. After this is accomplished, adjustments will be made to future budgets as required</li> </ul>
<ul style="list-style-type: none"> <li>▶ Information Resources Management is not program driven</li> </ul>	<ul style="list-style-type: none"> <li>▶ Establish central responsibility and accountability for Information Resources Management</li> </ul>
<ul style="list-style-type: none"> <li>▶ Assistant Commissioner - Resources Management/Assistant Commissioner - Engineering and Research have overlapping responsibilities in research and laboratory services</li> </ul>	<ul style="list-style-type: none"> <li>▶ Clarify lines of responsibilities and transfer activities as appropriate</li> </ul>

<b>Organizational Alignment: Structure, lines of responsibility, authority, accountability</b>	
Symptoms	Recommendations
Root Issue: There is a lack of legislation to adequately support Reclamation's natural resources programs.	
<ul style="list-style-type: none"> <li>▶ Reclamation has great difficulty in controlling public abuse of properties and facilities</li> </ul>	<ul style="list-style-type: none"> <li>▶ Complete the Assistant Commissioner - Resources Management policy team analysis. Also pursue legislation for the following:               <ul style="list-style-type: none"> <li>· Law-enforcement authority for Reclamation lands</li> </ul> </li> </ul>
<ul style="list-style-type: none"> <li>▶ Reclamation has some authorized single-purpose projects that are paid out yet Reclamation still incurs liability and costs for oversight and review activities               <ul style="list-style-type: none"> <li>· Some districts are willing to accept title and associated responsibilities</li> <li>· Public values and needs have broadened, e.g., bike paths, wetlands, and fish and wildlife habitat</li> </ul> </li> <li>▶ On many projects, Reclamation has already transferred operation and maintenance responsibility</li> </ul>	<ul style="list-style-type: none"> <li>▶ Blanket authority to transfer title of single-purpose facilities at discretion of the Secretary of the Interior</li> </ul>
<ul style="list-style-type: none"> <li>▶ If there is not a cost-sharing partner for Recreation Management Agreements, Reclamation cannot effectively manage those facilities</li> <li>▶ Reclamation has not been able to respond to growing public demand for accessible recreational opportunities for all persons</li> </ul>	<ul style="list-style-type: none"> <li>▶ Full authority to plan, develop, operate, and maintain recreation facilities on project lands and waters for facilities returned to Reclamation for management</li> </ul>

**Organizational Alignment: Structure, lines of responsibility, authority, accountability**

Symptoms	Recommendations
<ul style="list-style-type: none"> <li>▶ The General Services Administration and the Bureau of Land Management procedures to resolve Reclamation trespass and land management (e.g., exchanges) issues are cumbersome and ineffective</li> <li>▶ There are numerous backlogged and unresolved trespass and exchange issues</li> </ul>	<ul style="list-style-type: none"> <li>▶ Full authority to dispose of or exchange lands, and acquire special leaseholds</li> </ul>
<ul style="list-style-type: none"> <li>▶ Where Reclamation has determined, through alternative analysis that there is a better solution to a particular water resource management problem (water quality, fish and wildlife habitat, etc.), we have not been successful in funding implementation</li> <li>▶ Reclamation considers wetlands to be a tool for solving water resource management problems and not as a viable ecosystem</li> </ul>	<ul style="list-style-type: none"> <li>▶ Authority to develop, operate, and maintain wetland ecosystems</li> </ul>
	<ul style="list-style-type: none"> <li>▶ Perform an indepth analysis of the pros and cons of seeking an Organic Act to provide enabling resource management authority</li> </ul>

**Organizational Alignment:** Structure, lines of responsibility, authority, accountability

Symptoms

Recommendations

Root Issue: The organization experiences unnecessary reviews, delays, and high costs in processing National Environmental Policy Act compliance documents.

- ▶ Reclamation takes several years to prepare Environmental Impact Statements as compared to other agencies who take 8-14 months
- ▶ In Reclamation, Environmental Impact Statements must be signed by the Commissioner as compared to other Federal agencies where the authority has been delegated to Regional Director levels
- ▶ Reclamation spends excessive time reviewing Environmental Impact Statements and Assessments and has difficulty in bringing the review process to conclusion
- ▶ Categorical Exclusion Checklists require excessive preparation and review time
- ▶ Generally, Reclamation has not been very successful in producing environmental documents
- ▶ The environmental ethic does not appear to be embraced at the field operating level

- ▶ Delegate authority to the lowest possible organizational level for National Environmental Policy Act compliance as follows:
- ▶ Environmental Impact Statements will be the responsibility of the field level closest to the Federal action. Signed and approved at the Regional Director level except as specifically directed by the Commissioner
- ▶ Prepare Environmental Assessments and Finding of no Significant Impacts at the field level Signed by the field office head or regional division head except as specifically directed by the Regional Director
- ▶ Categorical Exclusion Checklists will be signed by designated personnel
- ▶ Conduct oversight by the Denver Office

**Organizational Alignment: Structure, lines of responsibility, authority, accountability**

Symptoms

Recommendations

Root Issue: There is layering and organization fragmentation that decreases the effectiveness of the organization.

▶ As recommended in the Implementation Plan of 1988, the Assistant Commissioner - Engineering and Research and the Commissioner - Resources Management were never combined. The recommendation was never retracted.

▶ Evaluate and develop a strategy and time table for realigning technical services and policy (including technology development) (Assistant Commissioner - Engineering and Research/Assistant Commissioner - Resources Management)

▶ There is an apparent overlap between the activities of the Assistant Commissioner - Human Resources and the Assistant Commissioner - Administration

▶ Combine the Assistant Commissioner - Human Resources and the Assistant Commissioner - Administration organizations

▶ Centralized planning for water resource management has not been effective or resulted in more review and oversight without quality improvement

▶ Water resources management planning responsibility will be accomplished by regions with specialized technical support from Denver as needed

▶ There are seven layers of management between journeymen professions in the Assistant Commissioner - Resources Management's Office and the Commissioner

▶ Evaluate the necessary levels of management for Reclamation organizations with the objective of minimizing the layers (e.g., presently there are seven layers in some organizations)

▶ Decreasing workload and future direction may require resources to be relocated

▶ Transfer five of the Senior Executive-level positions currently located in the Denver Office to the regions to serve as Regional Director deputies and alter egos

▶ Evaluate the current geographical alignment of the Regional Offices. If needed, develop a strategy for combining for realigning. This maybe particularly appropriate for the Colorado River and for California.

▶ Inefficient and ineffective in dealing with contracts and repayments issues

▶ Transfer technical functions of contracts and repayments currently in the Washington Office to the Denver Technical Support Office.

## **Exhibit C**

### **Organizational Realignment of Technical Functions**

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As stated in the overview, Reclamation's assumption of the primary mission of managing our water resources is accompanied by a fundamental shift in program management responsibility to the regions and projects from the Denver Office. The impact of this shift to the management of technical functions within Reclamation and primarily within the Denver Office is the focus of this Exhibit.

While the regional and project technical functions execute program responsibilities, the Denver Office will assume a supportive role in providing the Regional Directors with technical capabilities which would otherwise be inefficient and economically unsupportable if maintained separately in the Regional Offices.

As noted in Chapter III, it is recommended that the Assistant Commissioner - Engineering and Research and the Technical Services Division of the Assistant Commissioner - Resources Management be consolidated into a single unit herein called the Denver Technical Support Office. The advantages of this union are several:

- ▶ Improved quality and timeliness of technical support to the field
- ▶ Reduction of top-level and middle management staff to administer the Denver Office workload
  
- ▶ Elimination of duplication/overlap of technical capabilities
  
- ▶ Improved communications, coordination, and cooperation between disciplines
  
- ▶ Improved common awareness and sensitivity of all technical staff to the full range of technical, social, and environmental aspects of Reclamation's future work

The most fundamental service that the Denver Technical Support Office must provide to the Regional Directors is the capability to address structural integrity issues at any of the numerous water impoundment structures which would pose significant liabilities to Reclamation in the event of catastrophic failure (e.g., Teton Dam).

The Denver Technical Support Office will be established in a period of declining workload. Therefore, it is essential that from the outset of the formation of this office there be systems and processes in place which ensure:

- ▶ Full-time equivalency employment is commensurate with the base workload

- ▶ Cost of doing business is appropriate
- ▶ Cross utilization of technical staff to maximize coverage of technical capabilities in the future as total staff levels decline
- ▶ Cross training of technical staff will avail opportunities in new disciplines to employees currently in disciplines destined for less demand in the future

The capabilities which this team sees being maintained in the Denver Technical Support Office at this time are discussed in the following sections.

### **Present Assistant Commissioner - Engineering and Research Functions**

The probable impact of the subject consolidation on technical functions presently residing primarily in Assistant Commissioner - Engineering and Research is as follows:

**Program Management:** This function will combine with Assistant Commissioner - Resources Management's workload coordination group, and reduce staffing to match workload. The Assistant Commissioner - Engineering and Research's program manager function will continue as a viable service to Regional Offices.

**Civil Engineering:** A core capability of structural analysis and design for new construction, retrofit maintenance, and significant modifications to major facilities should be maintained in the Denver Technical Support Office, particularly for concrete dams and tunnels.

**Safety of Dams:** There is virtually unanimous support to retain program management of the Safety of Dams program in the Denver Office until the program is substantially completed. This is both an anomaly to the underlying concept of supporting program management in Regional/Project Offices and a tribute to the efficient manner in which the program is presently administered. This team concurs and recommends continuing the administration of the program in its present form until structural repairs are substantially finished. Safety Evaluation of Existing Dams examinations and Reviews of Operation and Maintenance will be combined and will be accomplished at the Regional or Project Office unless otherwise requested by the Regional Office.

**Electrical and Mechanical:** A core support of specialized electrical and mechanical design is needed in the Denver Office to efficiently support regional design functions in infrastructure maintenance (powerplants, pumping plants, switchyards, etc.). Staffing levels would be reduced commensurate with anticipated workload.

**Construction:** The need for a construction liaison will diminish as major construction drops off. The liaison function could provide constructability review and specification reviews for regions in the foreseeable future. Factory inspection capability should be consolidated with the Electrical/Mechanical function. Expert claims analysis is a presently vital, but short-term function, and would be reduced commensurate with declining workload. Drafting and specifications sections should consolidate with the Assistant Commissioner - Resources Management's Technical Writing Branch.

**Geotechnical:** A small core of geology, geophysics, siesmotectonic, and embankment dams analysis personnel would be maintained in the Denver Office as a design resource. Responsibility for performance analysis of existing structures would be transferred to the regions along with the geology functions that presently tend to be duplicated with the Denver Office. Consolidation with the Assistant Commissioner - Resources Management's Geohydraulics Section would provide more efficient use of organizational talent.

**Technology Development:** Most of the present subfunctions will be retained to pursue the applicability of recently developed research to the water resources management focus of the agency. General oversight for this technical focus will be provided by a board comprised primarily of senior regional program managers. Technical functions include Environmental Sciences, Analysis and Water Treatment, Water Supply Forecasting, Hydraulics, Power Systems, and Infrastructure Enhancement.

**Hazardous Waste Technical Assistance:** This function will be dramatically reduced as the service to other agencies is eliminated except where in specific cases impacting management of Reclamation water resources.

**Quality Management:** It is recommended that this function be formally disbanded and incorporated into other branches of the Denver Technical Support Office.

### **Present Assistant Commissioner - Resources Management Functions**

The reorganization of the Assistant Commissioner - Resources Management, based on *Assessment '87*, relocated much of the planning function from the Regional and Project Offices to the Denver Office. This centralization of the planning function was logical based on the diminished and declining role in planning and building water development projects.

Reclamation's transition to a world class water resources management agency requires a shift in our planning focus—from planning water development projects to planning the best use of our resources in the broad public interest. The work involved with this new planning focus is best accomplished at the region or project level. Therefore, during a transition period, the Regional and Project Offices will

recruit planning staff, as necessary, while the Denver Technical Support Office will reduce planning staff.

The probable impact of this redirection of the planning function to the regions and projects and consolidation of the technical functions of the Assistant Commissioner - Resources Management into a single Denver Technical Support Office, is as follows:

**Earth Sciences:** A core of support specialists in all areas of earth sciences will be necessary to support field work in the future.

The following functions have been successfully centralized meaning most expertise appropriately resides in Denver:

	Current Staffing Level
Land Suitability	11
Drainage/Seepage	8
Flood Hydrology	15
Sedimentation	12

Staffing levels in these areas will remain about the same, except for Flood Hydrology, which will decrease as dam safety work declines.

An indication of future staffing needs in other Earth Science functions are as follows:

**Water Quality** - A core of specialists is needed in Denver. However, field work is best accomplished at the region and project level. Regions and projects need more capability in this area. The current staffing level (12) can be reduced to accommodate long-term needs.

**Geohydraulics** - Most field work in this area is already being accomplished at the region or project level. A core of specialists is needed in Denver to meet long-term needs. Current staffing (9) will remain the same.

**Water Resource Hydrology** - Field work is being accomplished at the region and project level, but more capability is needed in the field. Some capability is needed in Denver for the future. Current staffing (14) will reduce based on future needs.

**Water Management Hydrology** - A core of specialists in water management technology development is needed for future work. Current staffing (15) will reduce based on future needs.

**General Sciences:** A core support of specialists in most areas of general sciences will be necessary to support field work in the future. An indication of future staffing needs for each function follows:

Economics - Most field work is currently accomplished by Denver staff; however, the regions or projects need more capability in this area. A core of specialists will be needed in Denver, but current staffing (14) will be reduced.

Ecology - Field work is already accomplished in the Regional and Project Offices, but more capability is needed at the field level. Current Denver staff (13) will reduce significantly.

Public Involvement/Social Analysis - Centralization has not worked successfully in this area and most capability needs to be in the Regional and Project Offices. Some capability may be necessary in Denver. Current staff (8) will be reduced significantly.

Recreation/Cultural Resources - Most work in this area needs to be accomplished at the region or project level and more capability is required in the field. Some capability may be necessary in Denver. Current staff (8) will reduce based on future workload.

Planning Engineering - Most work in this area needs to be accomplished at the region or project level and more capability is required in the field. Very little capability will be necessary in Denver. Current staff (8) will reduce based on future needs.

Operations and Maintenance Engineering Branch - Most of this function is accomplished in the field. Some capability may be necessary in Denver. Reviews from this office will be requested by the Regional or Project Office, as necessary. Current staffing (21) will be reduced significantly based on future needs. Safety Evaluation of Existing Dams Examinations and Reviews of Operation and Maintenance will be combined and will be accomplished by the Regional or Project Office unless otherwise requested by the Regional Office.

### **Activity Management and Reports**

Study management will be a part of water and related resources planning that will be accomplished in the field. Activity Management and Reports is basically a support function to the technical discipline needs and staffing should follow accordingly. Current staffing (38) will be reduced significantly based on future workload.

## **Geologic and Drilling Capabilities**

The geology and drilling capability of Reclamation is presently spread from the Denver Office to the Regional/Project Offices. Geologic expertise in the Denver Technical Support Office should be reduced to support the reduced design and other workloads. Primary geologic capability should be located in the Regional Offices and, as appropriate, Project Offices.

Drilling support for the design and infrastructure maintenance programs presently resides in Regional and Project Offices. With the elimination of outside (other agency) work, the anticipated decline in Safety of Dams work, and working capital fund approach to managing the drilling capability, the cost of doing business in this area will tend to make consolidating (centralization) and/or contracting for drilling more attractive.

It is recommended that the Regional Engineers Work Group be tasked to reevaluate the necessity and methodology of consolidating and/or contracting for drilling services.

## **Construction Management**

The recommendation of this team is to formally and consciously continue with the trend that has been occurring informally in Reclamation Construction Management.

Currently, there are some regions that have established centralized or mobile construction management offices within their regions, for example, the Bend Construction Office and the Willows Construction Office. The recommendation is to plan and implement this approach on a Reclamation-wide basis where the planning and implementation would be done from a Reclamation-wide perspective instead of just the regional perspective that is now being used. The number of offices, their locations, and schedule would be determined based on the needs of the total Reclamation construction program.

Under this recommendation, the Regional Offices would control the construction budget and full-time equivalencies, but the allocation would require consideration and cooperation on a Reclamation-wide basis.

Some advantages of this recommendation are:

- ▶ It will formalize the planning and implementation of what is already occurring.
- ▶ It will force the planning and implementation to be done from a Reclamation-wide perspective instead of a regional perspective.

- ▶ Implementation from a Reclamation-wide perspective would make better use of construction resources.
- ▶ Negotiations over the allocation of budget and full-time equivalencies will provide a good system of checks and balances concerning size of staff, number, and location of the offices providing construction management.
- ▶ It would provide more flexibility in locating the construction management offices such as combining them with existing Project or Regional Offices.

A disadvantage identified is:

- ▶ May require more mobility of the construction staff than other options unless the centralized offices remain in the current locations.

The team further recommends that the Regional Engineers Work Group, working in consultation with the Assistant Commissioner - Engineering and Research, provide an action plan to implement this recommendation.



# Appendix I Charter

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## Team Charter for Commissioner's Program and Organization Review Team (CPORT)

**Client:** Commissioner, Daniel P. Beard

**Client's Representative:** Director, Denver Operations, Don R. Glaser

**Team Members:**

Mike Whittington	Team Leader
Pat Fishel	Secretary and Administrative
Carol DeAngelis	Operations and Maintenance
Dave Huss	Construction
Susan Hoffman	Planning
Curtis Smith	Equal Employment Office and Administrative
Jerry Gregg	Operating Project Manager

**Motto:** Make Reclamation An Exciting Place To Work

**Scope and Boundaries:** Program and Organization, Reclamation-wide

**Ground Rules:**

- ▶ All input will be documented (written discussions, interim products, and decisions).
- ▶ Each Friday team members will commit time schedules for the following week.
- ▶ Give information on all scheduled appointments to team leader who will keep others informed.
- ▶ Group will work after hours during the week but will travel on duty time on Mondays and Fridays.
- ▶ Will make effort to maximize time together.
- ▶ All input is important. Each team member is important.

- ▶ Confidentiality/Discretion - All developing information is confidential. Products can be shared when agreed upon by the team. The team will keep the Executive Management Committee informed through Don Glaser.
- ▶ Team members will be punctual. Meetings will start on time even if someone is late.

**Role:** Team members are not regional advocates. They are consultants to the Commissioner on a Reclamation-wide project.

**Objectives:**

- ▶ Review all programmatic and organizational-related documents.
- ▶ Examine what Reclamation is currently doing and determine whether or not those activities are consistent with the organizational goal of becoming the premiere water resource management agency in the world.
- ▶ Make recommendations on what Reclamation's programs should be in the future to achieve this goal.
- ▶ Recommend how Reclamation should align its organizational resources to accomplish the program and deliver the products and services. Include information on the resources required (funding, human resources, etc.).
- ▶ Examine Reclamation business processes and organizational climate. Make recommendations on reducing bureaucracy, duplication, inefficiency, and improving the organizational climate to make Reclamation an exciting place to work.
- ▶ Identify decisions and enabling actions that need to be made in order to implement the recommendations.
- ▶ Clearly communicate recommendations through a concise report that the entire organization can understand.
- ▶ Provide input for the development of the August 1993 Executive Management Committee meeting and the September 1993 Managers Conference.

**Givens:**

- ▶ Declining budget and full-time equivalency ceilings pose significant constraints on future program activities which require that existing resources are aligned as efficiently as possible to accomplish our mission.
- ▶ Reclamation programs and organization must be responsive to changing public values.

**Products:**

- ▶ Charter
- ▶ Outline
- ▶ Request for Employee Input
- ▶ Draft Report - July 15, 1993
- ▶ Final Report - July 30, 1993



## **Appendix II**

### **Relevant Resource Documents**

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Bureau of Reclamation **Accomplishments** for Fiscal Years 1989, 1990, 1991

Bureau of Reclamation **Accomplishments** for Fiscal Year 1992

Memo from Assistant Commissioner - Engineering and Research, Subject: **ACER's Future Plan**, January 1, 1993

Bureau of Reclamation **Accounting Review Team Report**, April 1991

Operational Procedures for **Acquisition** with the Lower Colorado Region

Strategic Planning...Bureau of Reclamation **Acquisition**, Strawman Draft, February 1993

Bureau of Reclamation Construction **Acquisition Process**, final report, February 1992

Report on Streamlining the **Acquisition Process**, September 1990

Memo from Assistant Commissioner – Resources Management, Bill McDonald, Subject: Finalization of **ACRM** Functions and Responsibilities (Organization), August 28, 1992

**Administrative Support Career Management Program**...A guide for developing peak performance and enhancing career opportunities, February 1992

**America's Waters: A New Era of Sustainability** – Report of the Long's Peak Working Group on National Water Policy, Objectives and Initiatives, December 1992

**Analysis of Regional Programs FY88-92**

Briefing on the **Analysis of the Customized SOO-2000**, August 27, 1991

**Assessment '87**...a new direction for the Bureau of Reclamation

Memo from ACER, Subject: **Assisting Other Nations Draft Implementation Plan for Engineering and Technical Support**, May 19, 1993

Notes from Staff Meeting with Commissioner, **Dan Beard**, June 3, 1993

Questions and Answers by Commissioner **Dan Beard**

Lower Colorado Region **Budget Information**, February 19, 1993

US Department of the Interior **Budget Justifications**, FY 1993

US Department of the Interior **Budget Justifications**, FY 1994

ACRM FY94 Program **Budget**, February 7, 1992

ACRM **Budget Review** Committee Notebook – FY 1994, February 7, 1992

ACRM **Budget Review** Committee Notebook – FY 1995, revised March 11, 1993

Great Plains Region FY 1995 **Budget Review**

ACER FY95 **Budget Proposal**

The **Bureau of Reclamation**, by William E. Warne, first published in 1973, reprint 1985

**Capabilities**, ACER, June 1992

**Capabilities**, ACER/ACRM, February 1993

Public Law 102-575, Title XXXIV – **Central Valley Project Improvement Act**, October 1992

**Channels**, 1991

**Charting the Future**, Volume 2, Supporting documents, November 1992

**Charting the Future for Reclamation's E&R Organization**, Executive Summary, January 1993

**The Columbia River System: The Inside Story**, September 1991

Action Plans to Ensure Improvement in **Construction Acquisition**, A Report by the Construction Acquisition Improvement Implementation Team, June 1992

Audit Report, **Construction Acquisition With the Bureau of Reclamation**, Report No. 91-I-1444, Office of Inspector General, September 1991

Plan to Maintain Reclamation's **Construction Expertise** by Subcommittee of the Regional Engineers' Work Group

Report on **Cost of Doing Business in the Bureau of Reclamation**, by Wes Taylor, May 1991

Update on **Cost of Doing Business Recommendations**, June 1992

**Crossing the Next Meridian**, by Charles Wilkinson, 1992

**Cultural Assessment**, 1989

Report on the **Customized Rensis Likert Associates Survey of Organizations as Administered to the Bureau of Reclamation, August 19, 1991** (Human Resources Management Survey)

**Executive Summary Report of the Design and Construction Management Task Force**

**Difficult Choices Face the Future of the Reclamation Program**, Forest Service, April 1991

**Electric Power Branch**

Memo from Charles Calhoun and F.E. Dimick, Subject: **Enhancement of Existing Facilities Operations**, September 6, 1989

Draft Guidebook for **Enhancement of Existing Project Operation**, March 1, 1990

**Earth in the Balance: Ecology and the Human Spirit**, by Senator Al Gore, reprinted 1993

**Facilitating Voluntary Transfers of Bureau of Reclamation-Supplied Water**, Volume 1, December 1991

Reclamation Instructions, **Federal Acquisition**, Strawman Draft, February 1993

**Fish Facilities** Discussion and Proposal to Mid-Pacific Region

**Full Time Equivalent Employment Usage**, February 27, 1990

**Future Construction Capability of the Bureau of Reclamation**, December 1991

Fax from Walt Fite, Subject: **Future Management of Program Development**, November 29, 1989

Memo from Commissioner, Subject: **Future Program of Bureau of Reclamation** October 9, 1985

**Gathering Dust...The Bureau of Reclamation's Failure to Enforce Statutory Water Conservation Requirements**, February 1991, prepared by Water Resources Program, National Wildlife Federation

Help/Ideas from Vice-President **Al Gore**

**Government Executive**, May 1993

Action Plan, Initiative: **Groundwater Management**, September 6, 1989

Memo from ACER, Subject: Peer Review for Draft Implementation Plan for **Hazardous Waste**, May 17, 1993

Report on **Hazardous Waste Technical Assistance**, by Gerald Bowles, August 30, 1989

National Affairs – **"How Our American Dream Unraveled"** by Robert J. Samuelson, March 2, 1992

**Human Resources in Action...**a report of Reclamation's human resources activities, January 1993

Bureau of Reclamation **Human Resources Management Initiative: Protecting and Enhancing Existing Resources**

**Human Resources Management Survey Results** – August 1991

Hydropower 2002 **Implementation Plan** (Final Plan)

**Implementation History Assessment**, 1989

**Implementation History's Profile**, July 1992

Memo from Russ Brown, Subject: **Implementation of Ad Hoc Committee Recommendation**, July 25, 1990

**Implementation Plan...**a new direction for the Bureau of Reclamation

**Implementation Plan — Update '89**

**Draft Implementation Plans**

- Assisting Other Nations
- Dam Safety
- Drought Management
- Engineering and Technical Support
- Fish and Wildlife Resources
- Hazardous Waste
- Human Resources
- Instream Flows
- Research and Technology Transfer
- Water and Power Operations
- Water Conservation
- Wetlands and Riparian Habitat
- Working and Investing Together

**Internal Control Systems**, Office of Management and Budget, Circular A-123, August 4, 1986

**Land Resources Management: New Initiatives Report**, August 30, 1989

A Review and Evaluation of the Bureau of Reclamation's **Loan Program** – Draft, December 1992

Memo from Commissioner, Subject: Bureau of Reclamation **Management Improvement Plan**, December 13, 1985

Remarks by Secretary of the Interior **Manual Lujan, Jr.**, June 17, 1992

Bureau of Reclamation 1992 **Manager's Conference Notes** – August 1992

FY 1995 Notebook, **Mid-Pacific Region**

**Mission, Vision, and Values** – Assistant Commissioner – Human Resources, May 1993

**National Biological Survey** - "An Update," May 1993

**Native American Cultural Awareness Workshop**, January 22-23, 1992

1992 Water Resources Technician Training Program for **Native Americans**, June 22-27, 1992

Water Systems Operations and Maintenance Workshops for **Native Americans**, January 29-31, 1992

Newspaper article, "**New BuRec Official Vows Balance**," June 3, 1993

**New Initiative Briefing Papers**, February 7, 1990

Potential Items for an **Omnibus**, Reclamation Act, 101st Congress

**Organizational Behavior and Performance**, by Andrew D. Szilagyi, Jr. and Mare J. Wallace, Jr. 1980

The Employee Handbook for **Organizational Change**

**Reclamation 2000 - Vision Statement**

**Reclamation Faces the Future**, Report on Program Development Initiatives, October 1989 and December 1989

H.R. 429, **Reclamation Projects Authorization and Adjustment Act of 1992**

**Reinventing Government** ....How the Entrepreneurial Spirit is Transforming the Public Sector, by David Osborne and Ted Gaebler, February 1993

**Reorganization Documents – Great Plains Region**, transmitted June 7, 1993

Memo from Projects Manager, ALB-540, Subject: **Report of Team - Transfer of Facilities**, September 20, 1990

Proposed agenda for **Research and Laboratory Services Division** presentation to the Commissioner's Program and Organization Review Team, June 18, 1993

Memo from Great Plains Region, Subject: **Review of Programmatic and Organizational Direction of the Bureau of Reclamation**, June 7, 1993

Memo from Deputy Commissioner Joe Hall, Subject: **Roles and Responsibilities of the Denver Office**, dated March 27, 1992

**Rural Water Supply Initiative**

**Pacific Salmon Management**, Fish and Wildlife, September 1991

**Staking Out the Terrain...Power Differentials Amount Natural Resources Management Agencies**, by Jeanne Neinaker Clarke and Daniel McCool, 1985

Reclamation's **Strategic Plan**, June 17, 1992

**Tennessee Valley Authority Act**

**A History of TVA** – 50th Anniversary Edition

**Total Cost of Doing Business**, PMC Meeting, October 1989

**Transition 1993** – Bureau of Reclamation – January 1993...Part 1 – The Reclamation Program and Organization

**Transition**, January 8, 1993

**A Vision of Change for America**, February 17, 1993

**Washington Office Program**, FY 1995

**Water Organizations in a Changing West**, June 14-16, 1993

**Definitions of Wetlands**

**Wetlands Development, Restoration, and Management**

**What Is Reclamation?**

## Appendix III Primary Consultants

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Bruce Moore ..... Regional Engineers  
Stan Ponce and staff ..... Research  
Larry VonThun ..... Assistant Commissioner - Engineering  
and Research Report  
Kathy Carlson ..... Human Resources Survey, Plan,  
and Job Corps Education  
Terry Lynott ..... Assistant Commissioner - Resources Management  
Kathy Gordon ..... Assistant Commissioner - Administration  
Larry Harvey ..... Budget  
Bill Kramer/Mike Anderson ..... Administrative Service Center  
Bill McDonald ..... Budget Review Committee/  
Assistant Commissioner - Resources Management  
Mary Anne Bach and staff ..... Organization and Management  
Debee Schwarz ..... Public Affairs  
Leon Hyatt ..... Assistant Commissioner - Resources Management  
Ray Beighle ..... Personnel  
Jim Malila ..... Assistant Commissioner - Administration  
Austin Burke ..... Assistant Commissioner - Program, Budget  
and Liaison  
Rick Gold ..... Assistant Regional Director  
Larry Walkoviak ..... Planning  
Regional Directors ..... Management  
John Jones ..... Equal Employment Office  
Rayleen Cruz ..... Property Management

### Special Assistance

Lydia Reid ..... Writer/Editor  
Marlene Jibson ..... Clerical Support

