

PART Performance Measurements

Program: Indian Roads - Operation and Maintenance
Agency: Department of the Interior
Bureau: Indian Affairs
Type(s): Direct Federal

Section Scores				Rating
1	2	3	4	Results Not
60%	38%	57%	13%	Demonstrated

1.1 Is the program purpose clear?

Answer: YES

Question Weight 20%

Explanation: The Program is intended to maintain certain roads and bridges (referred to as "BIA system") within Federally recognized Native American reservations to help meet their design life and to provide services, such as snow removal, striping, and ditching for their satisfactory and safe use. The BIA system is a subset of the larger Indian Reservation Road (IRR) system which includes all public roads on reservations. The IRR system provides safe and adequate transportation and public access to, within, and through Indian reservations for Native Americans, visitors, recreational users, resource users, and others, while contributing to the health and safety and economic development of Native American communities. The IRR system is funded by the Federal Highway Trust Fund (HTF) and the BIA. The HTF program funds are statutorily reserved for construction, reconstruction, rehabilitation and replacement of roads and bridges, not for activities specific to the maintenance of roads/bridges. The BIA maintenance funds are for the maintenance & protection of the public investment of highway trust fund dollars.

Evidence: 23 U.S.C. 101(a) Definitions, 23 U.S.C. 204(a) Federal Lands Highways Program, 23 U.S.C. 116 Maintenance, 25 U.S.C. 318(a), 25 CFR 170.2 Roads of the Bureau of Indian Affairs, Definitions and 170.19 Appeals, 58BIAM Bureau of Indian Affairs Manual, Road Maintenance.

1.2 Does the program address a specific and existing problem, interest or need?

Answer: YES

Question Weight 20%

Explanation: As of April 2004, the IRR system consisted of approximately 25,700 miles of BIA and tribally owned public roads and 800 bridges. This represents over \$3.4 billion in federal investment back to 1982 when the IRR program was established through the Surface Transportation Assistance Act of 1982 and continued with subsequent reauthorization of the highway act. Maintenance of these roads/bridges is necessary to protect the federal investment and to provide needed transportation facilities for Tribes and the general public traveling through Indian reservations.

Evidence: Indian Reservation Road Inventory as maintained by the BIA Division of Transportation, Report 3, 4/30/2004; History of IRR program funding, 1982-2003, BIA Division of Transportation; Surface Transportation Assistance Act of 1982 (STAA) Pub. L. 97'424.

1.3 Is the program designed so that it is not redundant or duplicative of any other Federal, state, local or private effort?

Answer: YES

Question Weight 20%

Explanation: There is no duplication of maintenance activities. The BIA system roads and bridges, through rights-of-way either granted by, or assumed from, the Tribe is under the jurisdiction of the BIA. The BIA is the local public authority as defined in 23 U.S.C. 101(a). Other public authorities have public road systems also on or near Indian reservations, which are not the maintenance or reconstruction responsibilities of either the BIA or the tribal government. Unless BIA expressly grants another agency or entity the right to perform maintenance activities, only the BIA may perform maintenance activities on BIA system roads/bridges.

Evidence: 23 U.S.C. 101(a) Definitions, 23 U.S.C. 204(a) Federal Lands Highways Program, 23 U.S.C. 116 Maintenance, 25 U.S.C. 318(a), 25 CFR 170.2 Roads of the Bureau of Indian Affairs, Definitions, 58BIAM Bureau of Indian Affairs Manual, Road Maintenance.

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1.4 Is the program design free of major flaws that would limit the program's effectiveness or efficiency? Answer: NO Question Weight: 20%

Explanation: The IRR HTF road/bridges construction program is supposed to coordinate with the BIA road maintenance program to achieve the design life of roads/bridges. This is not occurring. Tribes are not using all of their HTF funding on the BIA system to reconstruct roads/bridges that have met their design life, increasing BIA maintenance costs for those deferred reconstruction road/bridge projects. States, counties and local governments constructed over 38,000 miles of roads on reservations using HTF funding. The problem is 1) local public entities are refusing to use their HTF funding to reconstruct their roads/bridges when they have met their design life, forcing tribes to redirect their IRR HTF funding to reconstruct these roads/bridges; and 2) local public entities do not maintain their roads adequately requiring these roads/bridges to be reconstructed more frequently. This results in ineffective use of BIA road maintenance resources and Tribal HTF resources. A reassessment of the current law regarding HTF funding and the responsibilities of Tribes and non-Tribes on reservations is needed.

Evidence: Significant increase in Road Construction funds vs Interior appropriated road maintenance funds (TEA-21, annual DOI appropriations).

1.5 Is the program effectively targeted, so that resources will reach intended beneficiaries and/or otherwise address the program's purpose directly? Answer: NO Question Weight: 20%

Explanation: Current resources are directed consistently at road maintenance and routine maintenance activities of BIA system roads/bridges. Despite the average age of the BIA bridges (81 years), bridge maintenance resources although small still results in a BIA bridge deficiency percentage comparable to the nations bridge percentage. A road maintenance program is generally designed to maintain or preserve the existing level of service of a road system not improve it. A consistent application of resources will assure that the design life of roads/bridges are met and at the end of that design life, other resources for construction, rehabilitation, and replacement can then be maximized for their intended purposes. In practice, however, non-BIA roads are being subsidized with IRR HTF construction funds, effectively limiting the amount available for the reconstruction of BIA roads.

Evidence:

2.1 Does the program have a limited number of specific long-term performance measures that focus on outcomes and meaningfully reflect the purpose of the program? Answer: YES Question Weight: 13%

Explanation: The Road Maintenance Program has newly established goals within the Department's Strategic Plan that focus on improving the actual condition of roads and bridges. However, BIA needs to develop more specific measure to demonstrate parity between BIA roads and other rural roads.

Evidence: DOI Strategic Plan

2.2 Does the program have ambitious targets and timeframes for its long-term measures? Answer: NO Question Weight: 13%

Explanation: Uncertain if the targets and timeframes are ambitious. Baseline data is not available because this is the first year that road and bridge condition data will be collected and will be available in at end of FY2004.

Evidence:

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2.3 Does the program have a limited number of specific annual performance measures that can demonstrate progress toward achieving the program's long-term goals? Answer: YES Question Weight:13%

Explanation: The Bureau has established measures to track the condition of roads and bridge based on a 5 level condition rating index, a rating system used by the State of Washington. The rating system was selected because it is similar to those used by most state DOT's. It reflects a wider range of ratings for low volume roads, using a visual basis for consistency purposes. BIA can also use this rating system to calculate the Facility Condition Index on roads and bridges so that the Department can compare the condition of capital investments across all of the Departmental Bureaus.

Evidence: BIA FY 2004 GPRA data collection form

2.4 Does the program have baselines and ambitious targets for its annual measures? Answer: NO Question Weight:13%

Explanation: FY 2004 is the first year of collecting road/bridge condition data and targets cannot be set until baseline data is established. Baseline data and targets will be available in the Fall after the close of the FY 2004 Fiscal Year.

Evidence:

2.5 Do all partners (including grantees, sub-grantees, contractors, cost-sharing partners, and other government partners) commit to and work toward the annual and/or long-term goals of the program? Answer: NO Question Weight:13%

Explanation: Field staff were instrumental in the development of the goals based on condition ratings, but tribal response to requests for performance information still needs to be improved.

Evidence: BIA FY 2003 and 2004 GPRA data collections

2.6 Are independent evaluations of sufficient scope and quality conducted on a regular basis or as needed to support program improvements and evaluate effectiveness and relevance to the problem, interest, or need? Answer: NO Question Weight:13%

Explanation: Very limited program reviews are conducted by Central Office and Regional Offices at the agency level. Information and guidance provided under these reviews is limited and sometimes confusing. There is a strong need for independent review by external agencies to identify program deficiencies and improvements.

Evidence: Process and product reviews are provided in conjunction with Federal Highway administration, but are limited to the requirements of 23 USC 116, Highways, Maintenance and 204 (c), Federal Lands Highways Program.

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2.7 Are Budget requests explicitly tied to accomplishment of the annual and long-term performance goals, and are the resource needs presented in a complete and transparent manner in the program's budget? Answer: NO Question Weight:13%

Explanation: The requested funding level is not based on local or national program needs and is inadequate to meet extensive maintenance backlogs. The program budget has not kept pace with the introduction of new roads built under the IRR HTF program. Once these roads are placed within the BIA system they become part of the inventory that must be maintained. The inventory of BIA roads since 1989 has increased from approximately 21,000 to 25,000 miles or about 20%.

Evidence: Indian Reservation Road Inventory as maintained by the BIA Division of Transportation, Report 3, 4/30/2004;

2.8 Has the program taken meaningful steps to correct its strategic planning deficiencies? Answer: YES Question Weight:13%

Explanation: The program has developed new performance goals to track actual condition of roads and bridges to ensure safe and efficient travel in Indian Country. Clearly defined measurement under these new goals was developed and presented to all of the road maintenance engineers in the field. Some on-site visits were conducted to make sure that the field engineers understand how to implement the new measurement system to ensure valid data consistency.

Evidence: DOI Strategic Plan, FY 2004 GPRA data collection form, Condition Level Handbook.

3.1 Does the agency regularly collect timely and credible performance information, including information from key program partners, and use it to manage the program and improve performance? Answer: NO Question Weight:14%

Explanation: The Bureau has had performance measures in place for the roads program since FY 1999 and has collected performance information for those goals quarterly. Unfortunately the goals established in 1999 were measuring the output of miles maintained as opposed to the actual outcome of road conditions and didn't provide for good program management. An additional problem area has been one of receiving full reporting from tribes performing road maintenance under self-determination contracts and self governance annual funding agreements. This area is being addressed for all performance reporting through an overall agency approach of negotiating GPRA reporting language into P.L. 93-638 contracts and Annual Funding Agreements for compact tribes.

Evidence: Proposed language to be included in self-determination contracts and self-governance annual funding agreements by OSG/BIA.

3.2 Are Federal managers and program partners (including grantees, sub-grantees, contractors, cost-sharing partners, and other government partners) held accountable for cost, schedule and performance results? Answer: YES Question Weight:14%

Explanation: The Bureau is including GPRA performance measures in the Individual Performance Plans of all program managers in FY 2004. Because this is the first year of implementation accountability for adhering to performance and cost measures cannot yet be proven. As a result, there is no evidence that BIA has used the measures to rate individuals.

Evidence: Draft performance plans

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3.3 Are funds (Federal and partners') obligated in a timely manner and spent for the intended purpose? Answer: YES Question Weight:14%

Explanation: Funds are made available to the Program are obligated in a timely manner for road maintenance and routine maintenance.

Evidence: FY2002, FY2003 and current FY2004 obligation of road maintenance program funds from the Federal Finance System (FFS) shows that of the amount received in each of these fiscal years were obligated.

3.4 Does the program have procedures (e.g. competitive sourcing/cost comparisons, IT improvements, appropriate incentives) to measure and achieve efficiencies and cost effectiveness in program execution? Answer: NO Question Weight:14%

Explanation: There is no set automated system that is in place at this time for the collection of road maintenance data. Field programs collect data in a variety of ways. The Bureau is initiating the development of activity base costing (ABC) for use in collecting both deferred maintenance and performance information. Processes traditionally used by program managers for data collection were put on hold due to the formalization of automated systems within the Bureau. Costing information and will not be available for comparison until after the collection of initial cost data this year.

Evidence:

3.5 Does the program collaborate and coordinate effectively with related programs? Answer: NO Question Weight:14%

Explanation: The program has close collaboration with the IRR HTF program within the Division of Transportation. However, the BIA has no direct control over county and state federal-aid programs, and therefore cannot provide assurance that these roads for construction are being properly maintained. All roads/bridges constructed with HTF are required to be maintained by law. Although, the BIA does provide that agreements with public entities require compliance with a maintenance agreement, BIA has no way to enforce the agreements.

Evidence: See Stewardship Agreements; 23 USC 116, Highways, Maintenance.

3.6 Does the program use strong financial management practices? Answer: YES Question Weight:14%

Explanation: The program financial system provides for tracking of activities such as program management, snow/ice removal, ferry boat operation, routine maintenance, etc. The report is available to Regions. The tracking system is however dependent upon the close updating by the agency and region office personnel. New efforts on the part of the Bureau to implement activity base costing /management will help to support better data.

Evidence: FY2002, FY2003 and current FY2004 obligation of road maintenance program funds from the Federal Finance System (FFS) shows that of the amount received in each of these fiscal years were obligated.

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- 3.7 Has the program taken meaningful steps to address its management deficiencies?** Answer: YES Question Weight:14%
- Explanation: The program has developed a workgroup committee to address development of the Indian Affairs Manual (IAM) on Road Maintenance to established defined policies and procedures for the program. The group will also work on the refinement of the Road Maintenance Handbook and improvement of information and data collection procedures. Newly published requirements for the BIA on the use of HTF is found in 23 CFR 973. This will require three national systems for managing IRR (including BIA roads/bridges).
- Evidence: 23 CFR 973- Management systems for the Bureau of Indian Affairs (Bridge, Safety and Pavement)
- 4.1 Has the program demonstrated adequate progress in achieving its long-term performance goals?** Answer: SMALL EXTENT Question Weight:20%
- Explanation: Appropriate long-term measures were not developed until FY 2004 data collection and some of the measures are being refined.
- Evidence: Annual Performance Reports for FY 1999 through FY 2002 and the FY 2003 PAR.
- 4.2 Does the program (including program partners) achieve its annual performance goals?** Answer: SMALL EXTENT Question Weight:20%
- Explanation: New goals have just been put in place for 2004 and targets have not be set since baseline data is not available until the end of the year.
- Evidence: Annual Performance Reports for FY 1999 through FY 2002 and the FY 2003 PAR.
- 4.3 Does the program demonstrate improved efficiencies or cost effectiveness in achieving program goals each year?** Answer: NO Question Weight:20%
- Explanation: Past rating measures were based on program outputs and not program efficiencies and were not help in determining the effectiveness of the program.
- Evidence:
- 4.4 Does the performance of this program compare favorably to other programs, including government, private, etc., with similar purpose and goals?** Answer: NO Question Weight:20%
- Explanation: Cost comparisons with local governmental agencies (state and county) reveal that those agencies with similar purpose and goals provide more resources per mile than the BIA. The condition of the current BIA road system (2/3 of the system) is unimproved and earth surface and, therefore, requires far more extensive methods to maintain for public use.
- Evidence: Bureau of Transportation Statistics, DOT annual publication (minor collector, rural).

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4.5 Do independent evaluations of sufficient scope and quality indicate that the program is effective and achieving results? Answer: NO Question Weight 20%

Explanation: The program because of its close association with the FHWA funded IRR program requires that funds are provided and that roads are maintained. Annual process reviews or product reviews are performed by the oversight agency, Federal Highway Administration (FHWA), this includes road maintenance. The FHWA believes that BIA roads are not adequately addressed relative to road maintenance activities.

Evidence: Process reviews for Regional programs.

Measure: Achieve X percent parity on road conditions between Tribal and non-Tribal rural roads. (Measure and targets under development.)

Additional Information:

<u>Year</u>	<u>Target</u>	<u>Actual</u>	Measure Term: Long-term
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Measure: Percent of miles of road in good or better condition based on the Service Level Index. (Targets under development)

Additional Information:

<u>Year</u>	<u>Target</u>	<u>Actual</u>	Measure Term: Annual
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Measure: Percent of bridges in good or better condition based on the Service Level Index. (Targets under development)

Additional Information:

<u>Year</u>	<u>Target</u>	<u>Actual</u>	Measure Term: Annual
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Measure: (Measure under development)

Additional Information:

<u>Year</u>	<u>Target</u>	<u>Actual</u>	Measure Term: Efficiency
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