

# PPBES for the National Seabird Program

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# You're entitled to know my biases

- PPBES is just a system – and therefore nothing to be feared.
- Its not a complicated concept, but NOAA has made it complicated in how we implement it.
- The stated purpose is NOT the actual outcome.
- Line Offices still hold the key.

# What is PPBES?

- **P**lanning – what do we want to do?
- **P**rogramming – how are we going to get there?
- **B**udgeting – how are we going to pay for it?
- **E**xecution – how are we going to spend it?
- **S**ystem

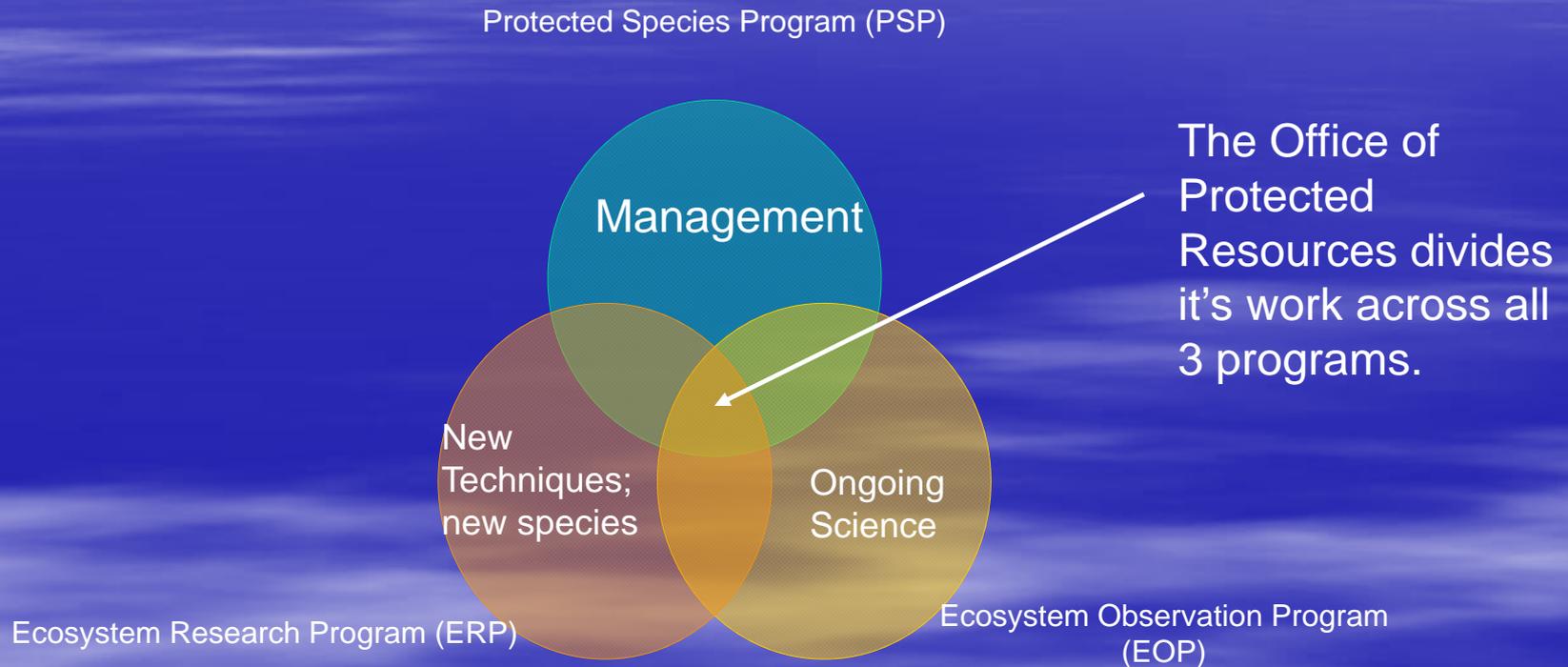
# The NOAA Program Structure

- All of NOAA's \$\$\$ was put into PROGRAMS (48 in total). Ecosystem Goal (EGT)

## Programs:

- Protected Species Program PSP (Phil Williams – NMFS)
- Ecosystem Research Program ERP (Leon Cammen, OAR)
  - Philip Hoffman, NMFS rep
- Ecosystem Observations Program EOP (Ned Cyr, NMFS)
- Enforcement ENF (Dale Jones, NMFS)
- Habitat HAB (Pat Montanio, NMFS)
- Fisheries Management FMP (Galen Tromble, NMFS)
- Corals CRCP (Kacky Andrewy, NOS)
- Coastal and Marine Resource Management CMRP (Tim Goodspeed, NOS)
- Aquaculture AQC (Michael Rubino, NMFS)

# At the end of the day, a single Office may play in several Programs

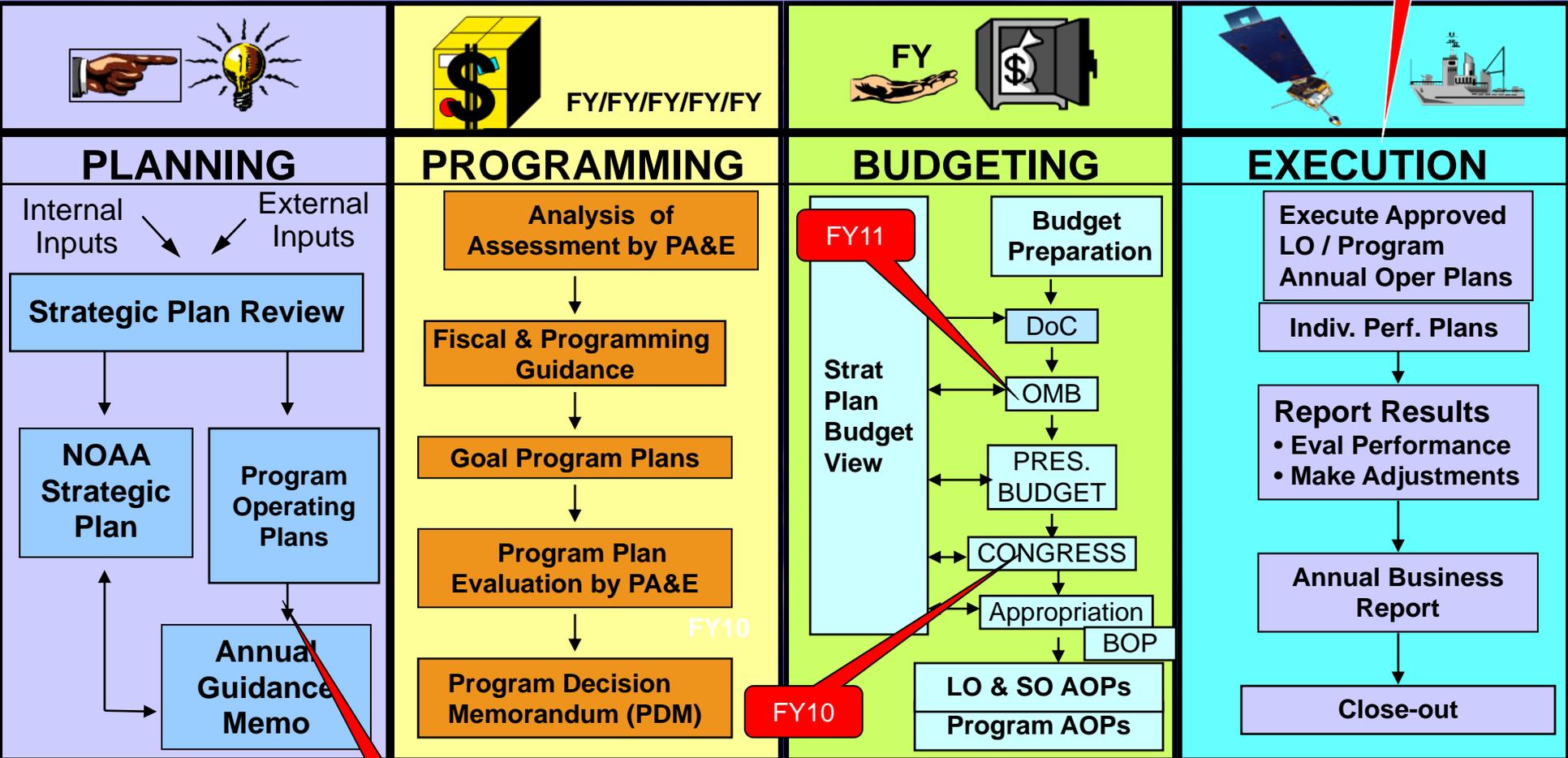




# PPBES Process

## Where we are: January 2008

FY 09



FY12

FY10

FY11

# What Year is It?

- **2009**, 2010, 2011, and 2012 (this is why budget people are ornery)
- We are our EXECUTING **FY09** budget; Annual Operating Plan milestones tracked monthly and reported quarterly to NOAA



# What Year is It?

- 2009, **2010**, 2011, and 2012 (this is why budget people are ornery)
- Congress received the President's FY 2010 Budget on 20 April 2009
  - They held hearings and asked a lot of questions about it
  - The House has passed their version; the Senate has marked up a bill @ Committee level, but not voted



Why?

Why?

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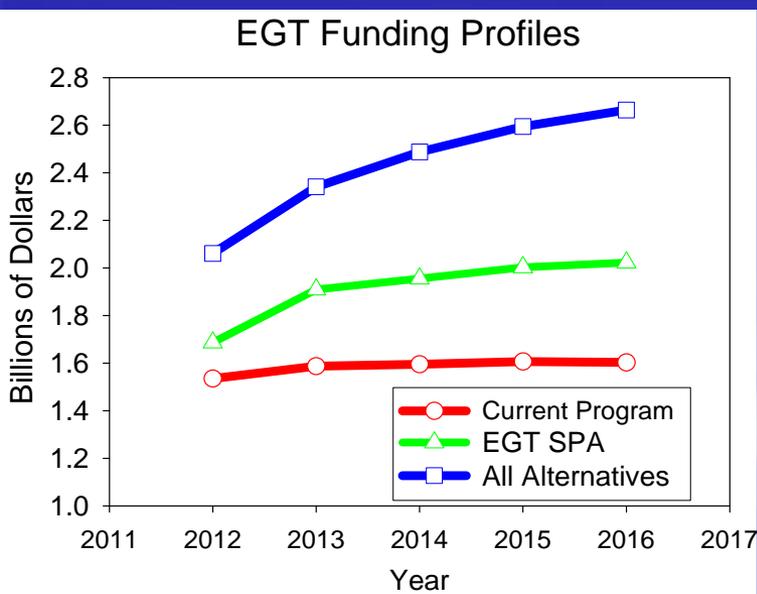
# What Year is It?

- 2009, 2010, 2011, and 2012 (this is why budget people are ornery)
- We are preparing the FY 2011 budget with OMB
  - This resulted from the PROGRAMMING phase of the PPBES that we did last fall
  - OMB will review our FY11 budget this fall
  - In February of 2010, our FY11 budget will be released by the President
  - The following spring and summer, Congress will



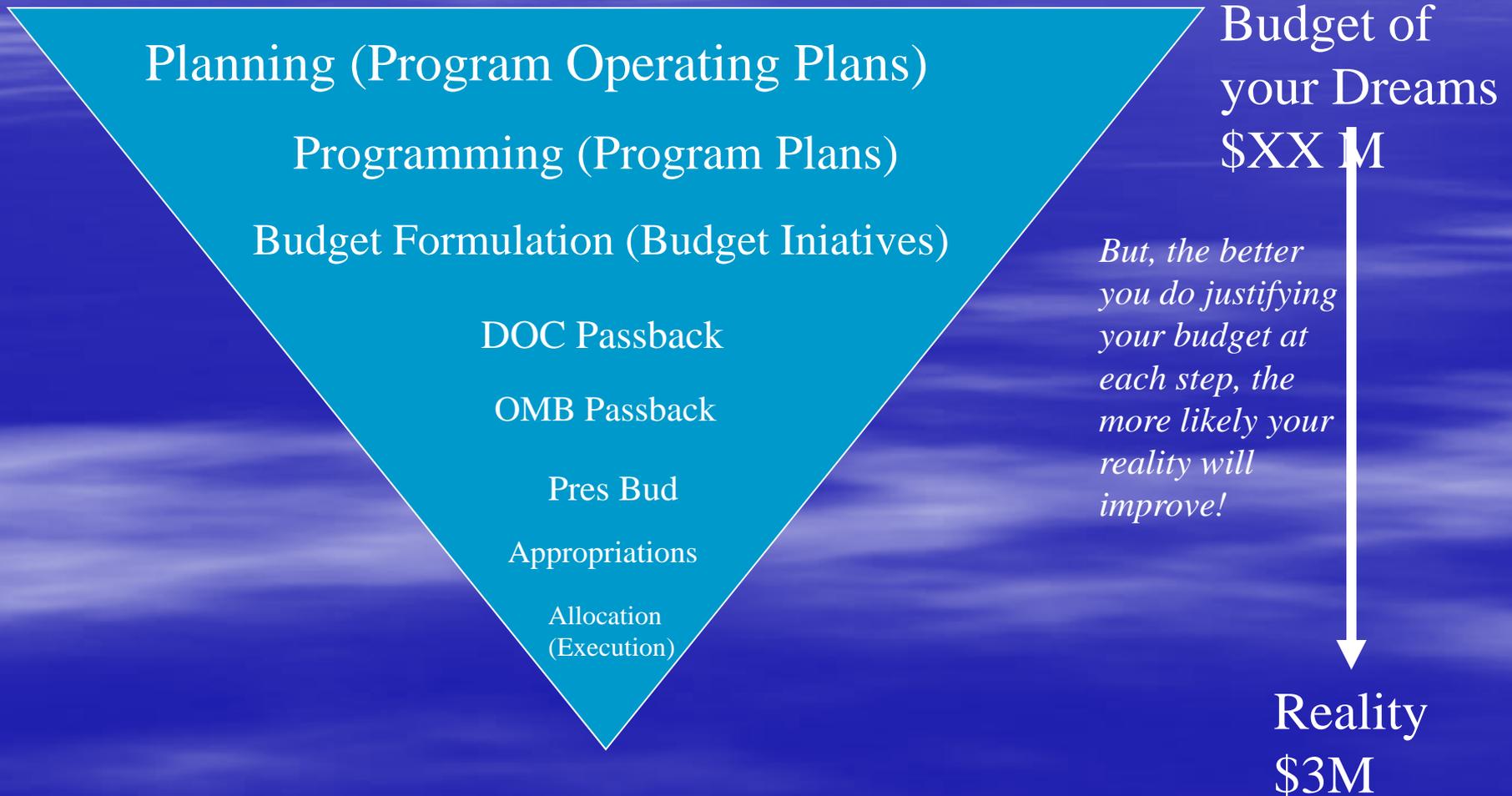
# What Year is It?

- 2009, 2010, 2011, and **2012** (this is why budget people are ornery)
- We are about to finish the PLANNING phase for our **FY12** budget



- We will use the results to develop NOAA's FY12 budget next Spring
- It will be submitted to DOC next Summer
- It will be submitted to OMB next Fall
- It will become the President's Budget in February of 2011
- Congress will debate it the summer of 2011

# How the Money Flows



# Good and Bad



- Bad
  - It takes a lot of time
  - There are a lot of people who don't understand my program standing between me and my \$\$\$.
- Good
  - It occurs on a set schedule (it's a system)
  - There is consistency year-to-year
  - Program Structure
  - *There are a lot of people who don't understand my program standing between me and my \$\$\$? (i.e. the lesser of two evils)*



# Ideals vs. Reality

- Ideally, PPBES is a method for making strategic decisions about how we allocate given resources to do new jobs.
- In reality, PPBES is the process by which we argue for new resources for new jobs.

# Planning

- Where do we want to go?
  - Five-year Strategic Plan
- Annual review of strategic plan
  - Annual Guidance Memorandum
- Review of Program Structure
- Performance Measures
- Program Planning and Integration's (PPI's)  
OFFICE OF STRATEGIC PLANNING (OSP)  
leads this part of the process



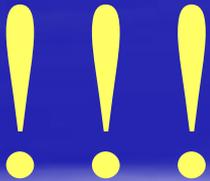
# Program Operating Plan (POP)

- Tell me how good your program is and why it needs to grow
  - What do you have to do? (REQUIREMENTS)
    - What is your “end-state”
  - What do you have now? (CURRENT PROGRAM)
    - What do you achieve with what you have? (Performance Measures)
    - How efficient are you?
  - What do you need to do what you have to do? (100% REQUIREMENT)
  - What don't you have? (GAP)
- Other vocabulary
  - You use INPUT CAPACITIES (e.g., people)...
  - To produce OUTPUTS (e.g., reports, plans)...
  - That achieve OUTCOMES (e.g., save the whales)...
  - The knowledge, skills, talents and abilities that allow you to do all this are your CAPABILITIES (e.g., recovery planning)



# More About POPs

- PROGRAMS write POPs
- The EGT reviews and synthesizes POP's in to a Strategic Portfolio analysis (SPA).
- The Office of PROGRAM ANALYSIS & EVALUATION (PA&E) reviews the SPAs
- They look for SPAs that are:
  - **Backward Traceable** – identifies relevant requirement drivers
  - **Consistent** – does not contain factual or logical contradictions
  - **Realistic** - is rationale and reasonable to expect to achieve
  - **Complete and accurate** – presents factual information, includes all requirements and is fully referenced
  - **Unambiguous** – is expressed in terms that are clearly defined and understood
- PA&E makes recommendations that become the FISCAL AND PROGRAMMING GUIDANCE for FY10
  - Where should we strategically put resources to achieve our NOAA's goal (e.g., “**protect, restore, manage...**”)



# Budget Initiative



- PA&E Reviews the SPA's and recommends "adjustments"
  - FYI... "adjustments" = Budget initiatives
- PA&E prepares a PROGRAM DECISION MEMORANDUM
  - Identifies where "adjustments" should be made
  - Fairly specific... "In FY06 request \$8.7M to develop an implement a vessel buyback program...for the Atlantic swordfish fishery"
  - Establishes the budget NOAA will support
  - The fat has been cut...systematically

# Budget, con't



- LINE OFFICES write budget initiatives
  - What is the increase for?
  - What will it accomplish?
  - How will my performance improve? How will it help me fulfill my strategic plan?
  - Specifics are better than generalities
  - Be obvious...explicitly explain links...
- NOAA BUDGET reviews those budget initiatives and prepares a TECHNICAL BUDGET
  - Is it executable?
  - NOAA Budget's role no longer includes cutting budgets...the fat has already been cut and the strategic decisions made
  - But, can't ignore these folks...they are our link to the rest of the budget world...DOC, OMB, Congress...so they need to understand what we do and why.

# Who Does What?

- **GOALS/PROGRAMS: Planning and Programming**
  - Strategic Plan
  - Program Operating Plans
  - Strategic Portfolio Analysis
  - Develop and Track Performance Measures
- **STAFF OFFICES: Guidance and Corporate Analysis**
  - Annual Guidance Memorandum (PPI)
  - Program Decision Memorandum (PA&E)
  - Fleet Allocation (OMAO)
- **LINE OFFICES: Budget and Execution**
  - Technical Budget Requests
  - Annual Operating Plans
  - Develop and Track Performance Measures
  - Do the work

# So, where do Seabirds fit in?

- By EGT Program, Seabird Management is split between PSP, EOP, and FMP.
- By Office, Seabirds are split between PR, SF and S&T.
- This means you are easier to ignore – because “someone else” will do your advocating.

# What does the Seabird Program need to do?

- Find a home in One Program and One Office – FMP or EOP Are more logical choices.
- Get included Explicitly in POP Alternatives AND the Integrated Priorities List.
- Develop one page Factsheets detailing how you are critical to Fisheries Management at NMFS.
- Keep bugging HQ.

Questions?!

# Philip's Summary- FY 2008

- The process to get to this budget actually started in 2005 with the NOAA wide Planning. This is where our Programs (Protected Species, Habitat, Fisheries Management, Environmental Modeling for example) put together documents describing their then-current program, in terms of dollars and outputs, the 100% requirement (again in dollars and outputs), and made proposals to close the gap between the two. All 45 NOAA Program requests were rolled up to 5 Goal Teams (4 Mission teams and 1 mission support team) and then rolled up again into a NOAA wide Plan. Once that was approved by the NOAA leadership, we entered Programming, where each idea gets fleshed out (costs, people, locations) and then these analyses are whittled down again using fiscal guidance from NOAA Budget. This results in a Program Decision Memorandum from the Administrator, which directs how the Budget will be put together. All that was completed by last summer, and NOAA Budget prepared the budget document that incorporated both the Program Decisions, and ongoing expenses which need to be funded (research studies, my salary, ship time). NOAA submitted its budget to the Department of Commerce, which in turn submitted to OMB. Then we had an interesting 3 way negotiation, which only ended about two weeks ago. Then the budget goes to GPO for printing, and the presses were running well into Monday morning. When the OMB delivery staff say it's "Hot off . . ." they really mean it. We just finished FY 09 Programming, and FY 2010 Planning begins in Mid-March. So right now we're Executing FY 2007, Budgeting FY 2008 Programming FY 2009, and about to begin Planning FY 2010.

# This Is How NOAA Explains It

- The objectives of the PPBES are:
  - To provide an essential focus on NOAA's policy, performance and priorities for functional activities
  - To determine quantity and quality of required resources to support the national oceanic and atmospheric strategy
  - To distribute available manpower, dollars, and material among competing requirements per NOAA resource allocation policy and priorities
  - To convert program decisions on dollars and resources into requests for congressional authorization and appropriations
  - To apply resources to achieve approved program objectives
  - To adjust resource requirements based on execution performance
  - To Manage and account for funds to carry out approved programs
  - Blah, blah, blah, zzzzzzzz.....
- Read more at <https://www.ppbs.noaa.gov/>