

National Park Service
Strategic Plan
1997

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Strategic Plan
1997



United States Department of the Interior
NATIONAL PARK SERVICE
P.O. Box 37127
Washington, DC 20013-7127

IN REPLY REFER TO

September 30, 1997

I am pleased to transmit to you the 1997 *National Park Service Strategic Plan*, which establishes a performance management process for the service and incorporates the requirements of the Government Performance and Results Act. This *Strategic Plan* builds on the 1991 *National Parks for the 21st Century: The Vail Agenda*, and the 1994 *National Park Service Strategic Plan / Vision* document. The 1997 *Strategic Plan* includes the NPS mission statement, mission goals that continue indefinitely, and long-term goals that are for approximately five years. The long-term goals are stated as desired resource and visitor experience conditions and expressed as measurable outcomes (quantified results). Stating our goals this way helps us clearly show what the National Park Service intends to accomplish for the American people. The Government Performance and Results Act provides a way to display end results and assess progress toward them.

I believe the 1997 *National Park Service Strategic Plan* builds upon the proud traditions of the service, and it will provide us the means to become more effective, responsive, and innovative in meeting our responsibilities to the American public. It will also help us ensure that everything we do as an agency is contributing toward fulfilling our mission and mandates. The *Strategic Plan* is not a static document. In the years ahead, as we move forward with the implementation of this plan, we will continue to evaluate our goals and our collective progress in achieving them. In doing so, we will constantly improve our effectiveness and efficiency as an agency of the federal government.

The National Park Service has completed consultation with the appropriate congressional committees, which have provided their perspectives and comments on the plan.

In addition to the printed copy, the 1997 *National Park Service Strategic Plan* is available on the Internet at **http://www.nps.gov**.

Robert G. Stanton
Director

Dedication

This 1997 *National Park Service Strategic Plan* is dedicated to the memory of Jim Donoghue, Assistant Field Director, Program Review, Intermountain Field Area, and member of the National Park Service GPRA taskforce.

Jim was an early and major supporter of establishing a performance management process for the National Park Service under the aegis of the Government Performance and Results Act. But before the Government Performance and Results Act was ever a thought, Jim was already active in the southwest parks and monuments and was focused on helping superintendents achieve the results they needed to fulfill their missions. He was their friend and counselor, their problem-solver, and their advocate. He gave unselfishly of his time and energy. By his very actions, Jim was improving performance in the service before it became "the thing to do."

As the National Park Service began to sort out the requirements of the Government Performance and Results Act and to put together a performance management process, it was only natural for Jim to step in, sleeves rolled up, ready to help. His good nature and breadth of experience were really appreciated by the taskforce.

Jim's untimely passing has touched us all. Everyone of us lost a friend that day, and the service lost one of its best. In recognition of Jim's contributions to the GPRA taskforce strategic planning efforts, and in memory of a friend and colleague, we dedicate this plan.

National Leadership Council
1997 NPS Strategic Plan approved:



Director,
National Park Service



Regional Director,
Alaska Region



Deputy Director,
National Park Service



Regional Director,
Intermountain Region



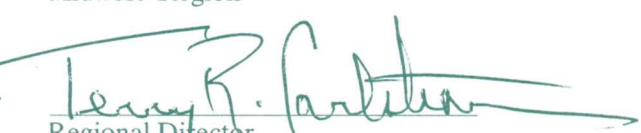
Associate Director,
Administration



Regional Director,
Midwest Region



Associate Director,
Cultural Resource Stewardship
and Partnerships



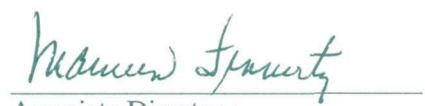
Regional Director,
National Capital Region



Associate Director,
Natural Resource Stewardship
and Science



Regional Director,
Northeast Region



Associate Director,
Park Operations and Education



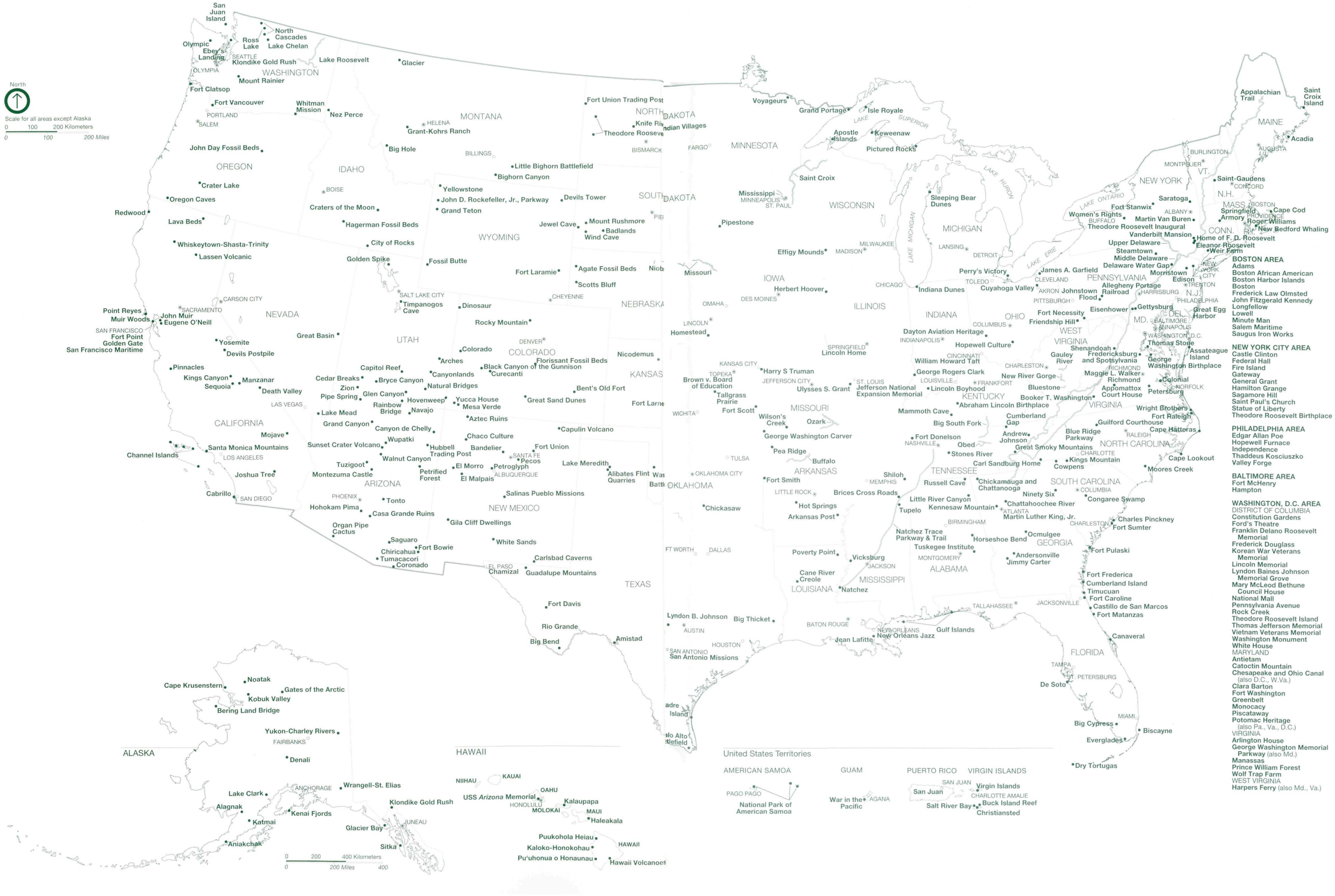
Regional Director,
Pacific West Region



Acting Associate Director,
Professional Services



Regional Director,
Southeast Region


North
Scale for all areas except Alaska
0 100 200 Kilometers
0 100 200 Miles
San Juan Island
North Cascades
Olympic
Ross Lake
Lake Chelan
Ebey's Landing
SEATTLE
Klondike Gold Rush
Lake Roosevelt
Glacier
OLYMPIA
WASHINGTON
Mount Rainier
Fort Clatsop
Fort Vancouver
Whitman Mission
Nez Perce
PORTLAND
SALEM
HELENA
MONTANA
Grant-Kohrs Ranch
Fort Union Trading Post
NORTH DAKOTA
Knife Riv
Indian Villages
Theodore Roosevelt
BISMARCK
FARGO
MINNESOTA
Voyageurs
Grand Portage
Isle Royale
LAKE SUPERIOR
Apostle Islands
Keweenaw
Pictured Rocks
John Day Fossil Beds
Big Hole
BILLINGS
OREGON
IDAHO
Little Bighorn Battlefield
Bighorn Canyon
Crater Lake
BOISE
Yellowstone
John D. Rockefeller, Jr., Parkway
Devils Tower
SOUTH DAKOTA
Oregon Caves
Craters of the Moon
Grand Teton
Redwood
Lava Beds
Hagerman Fossil Beds
Jewel Cave
Mount Rushmore
Badlands
Wind Cave
WYOMING
Whiskeytown-Shasta-Trinity
City of Rocks
Lassen Volcanic
Golden Spike
Fossil Butte
Fort Laramie
Agate Fossil Beds
Scotts Bluff
Missouri
IOWA
Herbert Hoover
SALT LAKE CITY
CHEYENNE
CARSON CITY
Point Reyes
Muir Woods
John Muir
Eugene O'Neill
SACRAMENTO
NEVADA
Timpanogos Cave
Dinosaur
NEBRASKA
OMAHA
DES MOINES
Rocky Mountain
LINCOLN
Homestead
SAN FRANCISCO
Fort Point
Golden Gate
San Francisco Maritime
Great Basin
UTAH
DENVER
Colorado
COLORADO
Nicodemus
Yosemite
Devils Postpile
Arches
Florissant Fossil Beds
Black Canyon of the Gunnison
Curecanti
Pinnacles
Capitol Reef
Canyonlands
KANSAS
Kings Canyon
Sequoia
Manzanar
Cedar Breaks
Bryce Canyon
Natural Bridges
Death Valley
Zion
Pipe Spring
Glen Canyon
Hovenweep
Bent's Old Fort
Great Sand Dunes
Fort Larne
LAS VEGAS
Rainbow Bridge
Navajo
Yucca House
Mesa Verde
Lake Mead
Aztec Ruins
CALIFORNIA
Grand Canyon
Canyon de Chelly
Capulin Volcano
Mojave
Wupatki
Chaco Culture
Sunset Crater Volcano
Hubbell Trading Post
Bandelier
Fort Union
SANTA FE
Pecos
Santa Monica Mountains
Channel Islands
LOS ANGELES
Walnut Canyon
Tuzigoot
Petrified Forest
El Morro
Petroglyph
ALBUQUERQUE
Lake Meredith
Alibates Flint Quarries
Joshua Tree
Montezuma Castle
El Malpais
ARIZONA
OKLAHOMA CITY
TULSA
Pea Ridge
Buffalo
ARKANSAS
Fort Smith
Cabrillo
SAN DIEGO
PHOENIX
Tonto
Salinas Pueblo Missions
NEW MEXICO
Hohokam Pima
Casa Grande Ruins
Gila Cliff Dwellings
Organ Pipe Cactus
Saguaro
White Sands
Fort Bowie
Chiricahua
Tumacacori
Coronado
Carlsbad Caverns
EL PASO
Chamizal
Guadalupe Mountains
FT WORTH
DALLAS
TEXAS
Fort Davis
Rio Grande
Big Bend
Amistad
Chickasaw
Poverty Point
Vicksburg
JACKSON
Cane River Creole
LOUISIANA
MISSISSIPPI
Natchez
Pipestone
Mississippi
MINNEAPOLIS
ST. PAUL
WISCONSIN
Saint Croix
Effigy Mounds
MILWAUKEE
MADISON
CHICAGO
Lincoln Home
SPRINGFIELD
Mammoth Cave
Big South Fork
Cumberland Gap
Andrew Johnson
Russell Cave
Chickamauga and Chattanooga
Ninety Six
Little River Canyon
Kennesaw Mountain
Chattahoochee River
ATLANTA
Martin Luther King, Jr.
Tupelo
Natchez Trace Parkway & Trail
Tuskegee Institute
MONTGOMERY
ALABAMA
Horseshoe Bend
Ocmulgee
GEORGIA
Andersonville
Jimmy Carter
Fort Pulaski
Fort Frederica
Cumberland Island
Timucuan
Fort Caroline
Castillo de San Marcos
Fort Matanzas
Canaveral
FLORIDA
TAMPA
ST. PETERSBURG
De Soto
Big Cypress
MIAMI
Biscayne
Everglades
Dry Tortugas
TALLAHASSEE
JACKSONVILLE
Lyndon B. Johnson
Big Thicket
AUSTIN
BATON ROUGE
NEW ORLEANS
New Orleans Jazz
Gulf Islands
Jean Lafitte
HOUSTON
SAN ANTONIO
San Antonio Missions
adre Island
lo Alto ttlefield
Sleeping Bear Dunes
LAKE MICHIGAN
LAKE HURON
MICHIGAN
LANSING
DETROIT
Indiana Dunes
CLEVELAND
TOLEDO
Perry's Victory
LAKE ERIE
Cuyahoga Valley
AKRON
Johnstown Flood
PITTSBURGH
INDIANA
OHIO
COLUMBUS
Fort Necessity
Friendship Hill
Eisenhower
Gettysburg
Great Egg Harbor
Dayton Aviation Heritage
INDIANAPOLIS
Hopewell Culture
CINCINNATI
William Howard Taft
George Rogers Clark
LOUISVILLE
FRANKFORT
Lincoln Boyhood
KENTUCKY
Abraham Lincoln Birthplace
Booker T. Washington
Bluestone
New River Gorge
CHARLESTON
WEST VIRGINIA
Gauley River
Fredericksburg and Spotsylvania
Shenandoah
Thomas Stone
Assateague Island
George Washington Birthplace
Colonial
Maggie L. Walker
Richmond
RICHMOND
Appomattox Court House
Petersburg
NORFOLK
Wright Brothers
Fort Raleigh
Cape Hatteras
Cape Lookout
Moores Creek
RALEIGH
Guilford Courthouse
Blue Ridge Parkway
NORTH CAROLINA
Great Smoky Mountains
CHARLOTTE
Kings Mountain
Cowpens
Carl Sandburg Home
Stones River
Obed
NASHVILLE
Fort Donelson
TENNESSEE
Shiloh
MEMPHIS
Brices Cross Roads
LITTLE ROCK
Hot Springs
Arkansas Post
Pea Ridge
Buffalo
Wilson's Creek
Ozark
MISSOURI
Fort Scott
WICHITA
Harry S Truman
Brown v. Board of Education
TOPEKA
KANSAS CITY
Tallgrass Prairie
Ulysses S. Grant
JEFFERSON CITY
ST. LOUIS
Jefferson National Expansion Memorial
Lincoln Boyhood
Abraham Lincoln Birthplace
Mammoth Cave
Big South Fork
Cumberland Gap
Andrew Johnson
Fort Donelson
Obed
Stones River
Carl Sandburg Home
Cowpens
Kings Mountain
Great Smoky Mountains
Booker T. Washington
Bluestone
New River Gorge
Shenandoah
Fredericksburg and Spotsylvania
Gauley River
Thomas Stone
Assateague Island
George Washington Birthplace
Colonial
Maggie L. Walker
Richmond
Appomattox Court House
Petersburg
Wright Brothers
Fort Raleigh
Cape Hatteras
Cape Lookout
Moores Creek
Guilford Courthouse
Blue Ridge Parkway
Ninety Six
Congaree Swamp
Chattahoochee River
Kennesaw Mountain
Martin Luther King, Jr.
Little River Canyon
Tupelo
Natchez Trace Parkway & Trail
Tuskegee Institute
Horseshoe Bend
Ocmulgee
Andersonville
Jimmy Carter
Fort Pulaski
Fort Frederica
Cumberland Island
Timucuan
Fort Caroline
Castillo de San Marcos
Fort Matanzas
Canaveral
Charles Pinckney
Fort Sumter
Poverty Point
Vicksburg
Cane River Creole
Natchez
Lyndon B. Johnson
Big Thicket
Gulf Islands
New Orleans Jazz
Jean Lafitte
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Booker T. Washington
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Fredericksburg and Spotsylvania
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Andersonville
Jimmy Carter
Fort Pulaski
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Cumberland Island
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Fort Caroline
Castillo de San Marcos
Fort Matanzas
Canaveral
Charles Pinckney
Fort Sumter
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Vicksburg
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Lyndon B. Johnson
Big Thicket
Gulf Islands
New Orleans Jazz
Jean Lafitte
Big Cypress
Biscayne
Everglades
Dry Tortugas
Appalachian Trail
Saint Croix Island
MAINE
Acadia
AUGUSTA
BURLINGTON
MONTPELIER
VT.
Saint-Gaudens
CONCORD
N.H.
MASS.
BOSTON
Springfield
Armory
Cape Cod
PROVIDENCE
Roger Williams
New Bedford Whaling
CONN.
R.I.
Home of F. D. Roosevelt
Eleanor Roosevelt
Weir Farm
NEW YORK
Saratoga
ALBANY
Fort Stanwix
Martin Van Buren
Women's Rights
BUFFALO
Theodore Roosevelt Inaugural
Vanderbilt Mansion
Upper Delaware
Steamtown
Middle Delaware
Delaware Water Gap
Morristown
Edison
NEW YORK CITY
TRENTON
N.J.
PENNSYLVANIA
Allegheny Portage Railroad
HARRISBURG
Johnstown Flood
PHILADELPHIA
Great Egg Harbor
DEL.
MD.
BALTIMORE
ANNAPOLIS
WASHINGTON D.C.
Longfellow
Lowell
Minute Man
Salem Maritime
Saugus Iron Works
BOSTON AREA
Adams
Boston African American
Boston Harbor Islands
Boston
Frederick Law Olmsted
John Fitzgerald Kennedy
NEW YORK CITY AREA
Castle Clinton
Federal Hall
Fire Island
Gateway
General Grant
Hamilton Grange
Sagamore Hill
Saint Paul's Church
Statue of Liberty
Theodore Roosevelt Birthplace
PHILADELPHIA AREA
Edgar Allan Poe
Hopewell Furnace
Independence
Thaddeus Kosciuszko
Valley Forge
BALTIMORE AREA
Fort McHenry
Hampton
WASHINGTON, D.C. AREA
DISTRICT OF COLUMBIA
Constitution Gardens
Ford's Theatre
Franklin Delano Roosevelt Memorial
Frederick Douglass
Korean War Veterans Memorial
Lincoln Memorial
Lyndon Baines Johnson Memorial Grove
Mary McLeod Bethune Council House
National Mall
Pennsylvania Avenue
Rock Creek
Theodore Roosevelt Island
Thomas Jefferson Memorial
Vietnam Veterans Memorial
Washington Monument
White House
MARYLAND
Antietam
Catoctin Mountain
Chesapeake and Ohio Canal (also D.C., W.Va.)
Clara Barton
Fort Washington
Greenbelt
Monocacy
Piscataway
Potomac Heritage (also Pa., Va., D.C.)
VIRGINIA
Arlington House
George Washington Memorial Parkway (also Md.)
Manassas
Prince William Forest
Wolf Trap Farm
WEST VIRGINIA
Harpers Ferry (also Md., Va.)
ALASKA
Noatak
Cape Krusenstern
Gates of the Arctic
Kobuk Valley
Bering Land Bridge
Yukon-Charley Rivers
FAIRBANKS
Denali
Lake Clark
ANCHORAGE
Wrangell-St. Elias
Alagnak
Kenai Fjords
Klondike Gold Rush
Katmai
Glacier Bay
JUNEAU
Aniakchak
Sitka
0 200 400 Kilometers
0 200 Miles 400
HAWAII
NIIHAU
KAUAI
OAHU
USS Arizona Memorial
HONOLULU
Kalaupapa
MOLOKAI
MAUI
Haleakala
Puukohola Heiau
Kaloko-Honokohau
HAWAII
Pu'uhonua o Honaunau
Hawaii Volcanoes
United States Territories
AMERICAN SAMOA
PAGO PAGO
National Park of American Samoa
GUAM
War in the Pacific
AGANA
PUERTO RICO
SAN JUAN
San Juan
Salt River Bay
VIRGIN ISLANDS
Virgin Islands
CHARLOTTE AMALIE
Buck Island Reef
Christiansted

The Mission of the National Park Service

The National Park Service preserves unimpaired the natural and cultural resources and values of the national park system for the enjoyment, education, and inspiration of this and future generations. The Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

To achieve this mission, the National Park Service adheres to the following guiding principles:

Excellent Service: *Providing the best possible service to park visitors and partners.*

Productive Partnerships: *Collaborating with federal, state, tribal, and local governments, private organizations, and businesses to work toward common goals.*

Citizen Involvement: *Providing opportunities for citizens to participate in the decisions and actions of the National Park Service.*

Heritage Education: *Educating park visitors and the general public about their history and common heritage.*

Outstanding Employees: *Empowering a diverse workforce committed to excellence, integrity, and quality work.*

Employee Development: *Providing developmental opportunities and training so employees have the "tools to do the job" safely and efficiently.*

Wise Decisions: *Integrating social, economic, environmental, and ethical considerations into the decision-making process.*

Effective Management: *Instilling a performance management philosophy that fosters creativity, focuses on results, and requires accountability at all levels.*

Research and Technology: *Incorporating research findings and new technologies to improve work practices, products, and services.*

Shared Capabilities: *Sharing technical information and expertise with public and private land managers.*


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Introduction

In 1995 the National Park Service began actively working to comply with the Government Performance and Results Act (GPRA) to develop a performance management system that will be useful and used. This act requires both strategic planning and performance measurement — setting goals and reporting results. The Government Performance and Results Act seeks to make the federal government more accountable to the American people in its actions and expenditures. The National Park Service, with its mandate to preserve natural and cultural resources and to provide access to the nation's parks and treasures, can and must demonstrate its value to the American people.

Performance management, through the use of measurable goals, can be of great benefit to the National Park Service. It provides a new way of thinking, planning, and working that focuses on the results of the efforts expended, and not on the efforts themselves. At first glance, this may not seem like such a mind shift, but when fully carried out at the agency level, or even at the scale of an individual park, the implications for realignment of resources (personnel and equipment), streamlining of procedures, and reallocation of funding often are greater and carry more benefits than ever imagined. Performance management is not a new technique or a passing fad. It has been used in the private sector for years to evaluate and reward success, and to hold company management accountable for the decisions made and the money spent.

Performance management has now come to the federal government by way of the bipartisan support enjoyed by the Government Performance and Results Act. Happily, performance management does not promote doing more with less; what it provides is a process through which organizations can make sure they do the right things for the right reasons. For the National Park Service, the mandatory implementation of performance management and GPRA planning requirements comes at a propitious time. With the NPS reorganization completed, the agency is deeply involved in developing innovative, streamlined ways to carry out the work of the service. The agency has the opportunity now, for the first time in its history, working with the impetus of the Government Performance and Results Act, to develop a strategic plan for each national park system unit that explains why the unit exists, and what its mission is, what goals management and staff should be

achieving to fulfill its mission, and how they might organize the human and fiscal resources to meet those goals within specific time frames.

Because the National Park Service manages natural and cultural resources and provides for visitor access and experiences in parks, successful performance will be difficult to evaluate. The agency provides no hard products to its customers. The measure of the health of an ecosystem or the satisfaction of park visitors will be a challenge to articulate. To help resolve this dilemma a taskforce was established to find ways to integrate the requirements of Government Performance and Results Act into the current NPS management system and planning process. This GPRA taskforce, as it is called, has been successful and continues to oversee and direct the integration of the requirements of this act into NPS management. The taskforce has representation from parks, clusters, regions, programs, and the Washington Office.

Over the years the National Park Service has been involved in long-range planning. The agency's most recent *Strategic Plan* was completed in 1994, not long after the GPRA legislation was passed. The GPRA taskforce reviewed the 1994 *National Park Service Strategic Plan / Vision* and determined that it did not meet all the requirements of the Government Performance and Results Act. A new effort was begun in 1995 and is presented in this *Strategic Plan*. This document provides the agency's framework and process for strategic planning and reporting on measurable outcomes, focusing on the results achieved rather than on the amount of effort expended. This plan, with the NPS mission statement, mission goals, and long-term goals, forms part of the foundation for parks, programs, and central offices to develop their own strategic plans, annual performance plans, and associated performance measures.

The following key assumptions were made in the development of this plan:

- No major changes in NPS mission responsibilities, including the legal framework governing the management of its programs and organization, will occur.

- No significant increases in land management responsibilities will occur.
- No legislation that would significantly increase the cost to the National Park Service in providing visitor and management services will be enacted.
- Budget resources will be limited as the country moves toward a balanced budget by the year 2002.
- Financial support from other organizations for existing partnership arrangements will continue near present levels.
- Staffing levels will remain near current levels.

If any of these assumptions change, the service's ability to achieve its long-term goals would be affected. This plan would then have to be revised to respond to any significant changes.

This *Strategic Plan* was also developed with the assumption that the National Park Service will receive essentially level funding for the life of the plan. The goals in this *Strategic Plan* can be accomplished within existing funding rather than with additional funds. This approach follows the guidance received by the National Park Service in implementing the Government Performance and Results Act. The current funding levels reflect the decisions made in both the executive and legislative branches about national budgetary priorities in a time of deficit reduction. Funding levels do not reflect the actual cost of fully implementing the mission of the National Park Service.

The development and revision of this plan is an ongoing refinement process. According to the Government Performance and Results Act, a federal agency's strategic plan must be revised in its third and sixth years. For the National Park Service, 1997 is a transition year to integrate GPRA requirements into its planning, budget, reporting, and evaluation processes. This *Strategic Plan* is not about justifying budget increases. Rather it provides an accurate picture of where the National Park Service should be six years hence, and what accomplishments it hopes to have achieved.

This *Strategic Plan* represents one aspect of the National Park Service's implementation of the Government Performance and Results Act. The National Park Service has worked hard to ensure that this act is both useful and usable, improving both the management of national parks and programs, and providing a way to communicate those accomplishments to the American public.

As a field-oriented organization, the National Park Service has implemented the Government Performance and Results Act on two levels — a national level, and a park- and program-specific level. NPS personnel from throughout the system were brought together to develop and refine the approach to fulfilling the intent of the act, including setting servicewide goals and performance measures. In addition to the servicewide goals shown in this plan, strategic plans are being developed by individual parks and programs that will tier off the servicewide *Strategic Plan* and its goals, using the eight-step process defined in this document.

Employees throughout the National Park Service have been trained in GPRA performance management, and they have been provided with a *Field Guide to the Government Performance and Results Act and Performance Management*, and *GPRA on the Go.* The National Park Service has also developed software and a database that links budgets and FTEs to annual goals with their performance measures. The Park Service's annual performance plan, which will accompany the president's budget submission, will project how well the Park Service will meet its goals. Extensive technical guidance has been provided to parks and programs on how to measure and report on each goal. Also, individual performance will be increasingly linked to GPRA performance.

The National Park Service has adapted GPRA terms in three ways:

- Mission goals were added to reflect the agency's role as a preservation agency with a longer timeframe than five years;
- The "general goals" referred to in the act have been renamed "long-term goals" to reflect the time increments involved;

- Performance measures have been incorporated into its long-term and annual goals.

These changes, while minor, have strengthened the Park Service's ability to comply with the spirit of the Government Performance and Results Act, and they will help ensure that the goals of the agency are achieved and that performance management is improved. The National Park Service sees the Government Performance and Results Act as its business system, one that will become increasingly sophisticated as time goes by. Time and experience will be needed to fully implement a performance management system, but the crucial first steps have been taken.

Specific methodology of verification and validation of measured values depends on the particular goal; in developing NPS goals, ability to gather and verify values was considered. The NPS GPRA Taskforce and regional GPRA coordinators, in consultation with technical experts associated with each goal, will coordinate and oversee the process of data verification and validation. NPS performance management software will be used to identify trends and anomalies in data values for additional evaluation. NPS will also randomly field check measured values.

CROSS CHECK OF GPRA-REQUIRED COMPONENTS OF A STRATEGIC PLAN

Government Performance and Results Act of 1993 (Public Law 103-62)

Section 3: Strategic Planning

	Required component	**This Plan**
306(a)(1)	Comprehensive Mission Statement	See page ix
306(a)(2)	General goals and objectives	See pages 7-41
306(a)(3)	Description of how goals and objectives are to be achieved	See pages 59-67
306(a)(4)	Description of how performance goals included in the [annual performance plan] shall be related to general goals and objectives	See pages 64 and 67
306(a)(5)	Key external factors	See pages 43-57
306(a)(6)	Program evaluations	See pages 63-67



National Park Service Goals

Background

The development of useful, cost-effective performance measures (goals) for the National Park Service that relate directly to the health of natural and cultural resources or the enhancement of the visitor experience has followed the agency's mandate in the 1916 NPS Organic Act. Measuring outcomes (annual results) poses various challenges for the National Park Service, which strives to protect a variety of natural and cultural resources and to provide appropriate recreational opportunities, but often has only partial control over the results of its efforts. The National Park Service is more familiar with measuring inputs (funding and staffing) and outputs (products and services). By developing measurable goals that are outcomes, the National Park Service is better able to demonstrate its worth to the American people as steward of the nation's heritage.

The following mission goals are presented in four categories that are inclusive of NPS legislative mandates and policies. These mission goals were developed using concepts from the 1994 *National Park Service Strategic Plan / Vision*, contributions from employees and partners, and public comments received at meetings, by mail, and by questionnaire. The NPS mission goals enable the National Park Service to focus and align its activities, core processes, and resources to support mission-related outcomes. These mission goals articulate the ideals that the National Park Service is striving to attain for perpetuity. Mission goals are not quantifiable, but they do provide the basis for quantifiable long-term goals.

The long-term goals presented below are the agency's "general goals" as required by the Government Performance and Results Act. Long-term goals bridge mission goals to annual goals, and they are generally written to be achieved within a five-year time frame. However, they could be written to be achieved between 3 and 20 years, depending on the magnitude and/or complexity of the goal. Parallel long-term goals have been developed at park, program, and central office levels. Unlike the mission goals, which articulate the ideals that the National Park Service is striving to attain, long-term goals establish performance measures and help develop reporting methods. Annual goals that flow from long-term goals are described in the National Park Service's annual performance plan.

The development of NPS mission goals and long-term goals used a field-oriented approach that sought to have personnel from the parks and programs contribute the bulk of the information and ideas. All these long-term goals were developed under the assumption that, for the life of this plan, funding will continue at fiscal year (FY) 1996 levels in constant dollar terms. Obviously, adequate staffing and funding must support these goals for them to be effective. As the National Park Service strives to fulfill its mission and to ensure that resource allocations and decisions reflect results-oriented performance, these long-term goals represent the work that the National Park Service intends to measure, as appropriate for each park and program, to aggregate, and to report servicewide as documentation of its accomplishments.

Goal assessments should be interpreted as indicators of NPS achievements and accomplishments, and they should be relied on as quantifiable information that can be used as representative measures of NPS programmatic achievements and results. NPS managers will need sufficient flexibility, discretion, and authority to accomplish the desired results called for in these goals.

Each long-term goal in this plan is stated as a desired future resource or visitor experience condition that is measurable. Long-term goals generally have four attributes: (1) an end date shown as "by September 30, 2002," which indicates when the goal should be achieved; (2) a target usually shown as a percentage or actual number; (3) an indicator, the thing being measured; and (4) a baseline date, usually expressed "as of 1997." Together these attributes create *a statement of a desired future condition*. By following this method, the required performance measure is included in the long-term goal.

In total, the National Park Service has 9 mission goals and 31 long-term goals. These goals are presented first without explanatory paragraphs so that the reader can easily see the hierarchical, nested relationships from goal categories, to mission goals, to long-term goals. Then the goals are presented again with a short explanation that provides additional information about that goal and its achievement.

GOAL CATEGORY I: PRESERVE PARK RESOURCES

Mission Goal Ia: *Natural and cultural resources and associated values are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.*

Long-term Goals to be Achieved by September 30, 2002:

- **Ia1. Disturbed Lands / Exotic Species** — 5% of targeted disturbed park lands, as of 1997, are restored, and 5% of priority targeted disturbances are contained.

- **Ia2. Threatened and Endangered Species** — 25% of the 1997 identified park populations of federally listed threatened and endangered species with critical habitat on park lands or requiring NPS recovery actions have an improved status, and an additional 25% have stable populations.

- **Ia3. Air Quality** — Air quality in at least 50% of class I park areas improves or does not degrade from 1997 baseline conditions.

- **Ia4. Water Quality** — Reduce by 10%, from 1997 levels, the number of days park recreational waters fail to meet state water quality standards for swimming.

- **Ia5. Historic Structures** — 50% of the historic structures on the 1998 List of Classified Structures are in good condition.

- **Ia6. Museum Collections** — 68% of preservation and protection conditions in park museum collections meet professional standards.

- **Ia7. Cultural Landscapes** — 50% of the cultural landscapes on the Cultural Landscapes Inventory are in good condition.

- **Ia8. Archeological Sites** — 50% of the recorded archeological sites are in good condition.

Mission Goal Ib: *The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.*

Long-term Goals to be Achieved by September 30, 2002:

- **Ib1. Natural Resource Inventories** — Acquire or develop 434 of the 2,287 outstanding data sets identified in 1997 of basic natural resource inventories for all parks.

- **Ib2. Cultural Resource Baselines** — The 1997 baseline inventory and evaluation of each category of cultural resources is increased by a minimum of 5%.

GOAL CATEGORY II: PROVIDE FOR THE PUBLIC ENJOYMENT AND VISITOR EXPERIENCE OF PARKS

Mission Goal IIa: *Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.*

Long-term Goals to be Achieved by September 30, 2002:

- **IIa1. Visitor Satisfaction** — 80% of park visitors are satisfied with appropriate park facilities, services, and recreational opportunities.

- **IIa2. Visitor Safety** — Reduce the visitor safety incident rate by 10% from the NPS five-year (1992–96) average.

Mission Goal IIb: *Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.*

Long-term Goals to be Achieved by September 30, 2002:

- **IIb1. Visitor Understanding and Appreciation** — 60% of park visitors understand and appreciate the significance of the park they are visiting.

GOAL CATEGORY III: STRENGTHEN AND PRESERVE NATURAL AND CULTURAL RESOURCES AND ENHANCE RECREATIONAL OPPORTUNITIES MANAGED BY PARTNERS

Mission Goal IIIa: *Natural and cultural resources are conserved through formal partnership programs.*

Long-term Goals to be Achieved by September 30, 2002:

- **IIIa1. Properties Designated** — Increase by 15%, over 1997 levels, the number of significant historic and archeological properties protected through federal programs or official designation at local, state, tribal, or national levels.

- **IIIa2. Properties Protected** — Increase by 20%, over 1997 levels, the number of significant historic and archeological properties protected nationwide through federal, state, local, or tribal statutory or regulatory means, or through financial incentives, or by the private sector.

- **IIIa3. User Satisfaction** — Achieve a 10% increase in user satisfaction, over 1997 levels, with the usefulness of technical assistance provided for the protection of historic and archeological properties.

Mission Goal IIIb: *Through partnerships with other federal, state, and local agencies and nonprofit organizations, a nationwide system of parks, open space, rivers, and trails provides educational, recreational, and conservation benefits for the American people.*

Long-term Goals to be Achieved by September 30, 2002:

- **IIIb1. Conservation Assistance** — 1,100 additional miles of trails, 1,200 additional miles of protected river corridors, and 35,000 additional acres of parks and open space, from 1997 totals, are conserved with NPS partnership assistance.

- **IIIb2. Community Satisfaction** — 80% of communities served are satisfied with NPS partnership assistance in providing recreational and conservation benefits on lands and waters.

Mission Goal IIIc: *Assisted through federal funds and programs, the protection of recreational opportunities is achieved through formal mechanisms to ensure continued access for public recreational use.*

Long-term Goals to be Achieved by September 30, 2002:

- **IIIc1. Recreational Properties** — The 40,000 recreational properties, as of 1997, assisted by the Land and Water Conservation Fund, the Urban Park and Recreation Recovery Program, and the Federal Lands to Parks Program are protected and remain available for public recreation.

GOAL CATEGORY IV: ENSURE ORGANIZATIONAL EFFECTIVENESS

Mission Goal IVa: *The National Park Service uses current management practices, systems, and technologies to accomplish its mission.*

Long-term Goals to be Achieved by September 30, 2002:

- **IVa1. Data Systems** — 50% of the major NPS data systems are integrated/interfaced.

- **IVa2. Employee Competencies** — 100% of employees within the 16 key occupational groups have essential competency needs identified for their positions.

- **IVa3. Employee Performance** — 100% of employee performance standards are linked to appropriate strategic and annual performance goals.

- **IVa4. Workforce Diversity** — Increase by 25%, over 1998 levels, the representation of underrepresented groups in each of the targeted occupational series in the NPS permanent workforce.

- **IVa5. Employee Housing** — 35% of employee housing units classified as being in poor or fair condition in 1997 have been removed, replaced, or upgraded to good condition.

- **IVa6. Employee Safety** — Reduce by 50%, from the NPS five-year (1992– 96) average, the NPS employee lost time injury rate, and reduce the cost of new workers' compensation cases (COP) by 50% based on the NPS five-year (1992–96) average.

- **IVa7. Construction Projects** — 100% of NPS park construction projects identified and funded by September 30, 1998, meet 90% of cost, schedule, and project goals of each approved project agreement.

- **IVa8. Land Acquisition** — The time between the appropriation for land acquisition and when the offer is made is reduced by 5%.

Mission Goal IVb: *The National Park Service increases its managerial capabilities through initiatives and support from other agencies, organizations, and individuals.*

Long-term Goals to be Achieved by September 30, 2002:

- **IVb1. Volunteer Hours** — Increase by 10%, over the 1997 level, the number of volunteer hours.
- **IVb2. Donations and Grants** — Increase by 10%, over 1997 levels, the dollar amount of donations and grants.
- **IVb3. Concession Returns** — Increase the average return for park concession contracts to at least 10% of gross concessioner revenue.
- **IVb4. Fee Receipts** — Increase by 20%, over the 1997 level, the amount of receipts from park entrance, recreation, and other fees.

EXPLANATION OF GOAL CATEGORY I: PRESERVE PARK RESOURCES

The mission goals and long-term goals in goal category I are inclusive of the mandate in the NPS Organic Act "to conserve the scenery and the natural and historic objects and the wild life therein." Subsequent legislation reinforced and expanded this authority. All NPS goals that pertain to resource preservation in parks and the acquisition of knowledge from and about the resources to meet this mandate are appropriate to this category.

Mission Goal Ia: *Natural and cultural resources and associated values are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.*

This goal, which encompasses the broad mandate of the NPS Organic Act and subsequent legislation, includes the concepts of biological and cultural diversity. Broader ecosystem and cultural context includes both natural systems and cultural systems that extend beyond the park unit to nearby lands. Park cultural context refers to ensuring that park resources are

preserved and interpreted in relationship to other historical events or cultural processes. For park units sharing resource management concerns with other countries, broader context includes appropriate international cooperation. Special international designations, such as world heritage sites and biosphere reserves, are considered part of the broader cultural and/or ecological context.

Long-term goals related to this mission goal include the protection, restoration, or maintenance of ecosystems, rare plant and animal populations, archeological and ethnographic resources, world heritage sites, historic structures and objects, research collections, cultural traditions, and subsistence activities — all of which are relevant to the purpose and/or significance of the site. Long-term goals that deal with threats to natural or cultural landscapes or the perpetuation of wilderness values and scenic grandeur also relate to this mission goal, as do goals that seek cooperation with neighboring land managers and that promote ecosystem management.

Long-term Goals to be Achieved by September 30, 2002:

- **Ia1. Disturbed Lands / Exotic Species** — 5% of targeted disturbed park lands, as of 1997, are restored, and 5% of priority targeted disturbances are contained.

  Park lands, where natural processes have been significantly altered by past land use practices, need to be restored to their natural condition. Impacts from such land use practices (including disturbances from roads, railroads, dams, mines, and other abandoned sites) directly affect other natural resources and can result in severe and persistent changes to habitat conditions and ecosystem functions. Successful restoration accelerates the recovery of the biological and physical components of the ecosystem, including soils, vegetation, and the geomorphic and hydrologic setting. Data from the 1996 natural resources management assessment program (NR-MAP) indicate that, exclusive of abandoned roads, a total of 314,701 acres of physically disturbed land needing restoration exists within national park system units. Baseline information will include information about the disturbed lands and the

actions necessary for successful recovery. The associate director for natural resource stewardship and science, working with parks with disturbed lands, will develop this information, collect it, and report on it nationally.

Exotic or nonnative plant and animal species threaten parks because they often replace native species, disrupt natural processes, and otherwise destroy natural systems. An estimated 1.5 million park acres are infested with exotic plant species. Infestations will be considered contained if the targeted species are eliminated or if populations are geographically constrained.

Current budgets do not permit making progress on all species targeted for eventual control efforts. Specific acres targeted for containment by September 2002 will be identified at the end of FY97 using the 1996 NR-MAP park profile. Species not included in the 1996 NR-MAP park profile updates, or any acreage added to the national park system after the goal was established, will not be included in the baseline. A reporting system will be established with parks responsible for collecting the data for nationwide reporting. The associate director for natural resource stewardship and science will monitor and report on progress toward this goal.

- **Ia2. Threatened and Endangered Species** — 25% of the 1997 identified park populations of federally listed threatened and endangered species with critical habitat on park lands or requiring NPS recovery actions have an improved status, and an additional 25% have stable populations.

  Threatened and endangered species in the national park system such as Kemp's ridley sea-turtle, black-footed ferret, whooping crane, and Presidio manzanita are integral to the natural systems the National Park Service is charged to protect. Goal Ia2 responds to the NPS Organic Act and to the Endangered Species Act, which requires federal agencies to develop programs for the conservation of listed species and reflects the NPS responsibility to know the condition of its resources. At least 123

federally listed threatened or endangered species are found in 181 park units, with at least 822 park populations of these species. The National Park Service is currently developing a database on species occurrence and on park-specific actions included in species recovery plans. No consolidated data currently exist that indicate the size, condition, or stability of each population of listed species on park lands.

Parks that have federally listed species with recovery plans requiring NPS actions will use this performance measure to report on species population status. The national index of the percentage of all park populations of federally listed species on NPS lands whose population trend is either improved or stable will be developed by FY99. The associate director for natural resource stewardship and science will monitor and report on progress toward this goal.

- **Ia3. Air Quality —** Air quality in at least 50% of Class I park areas improves or does not degrade from 1997 baseline conditions.

  National park units with clean air issues include Grand Canyon National Park, Great Smoky Mountains National Park, and Crater Lake National Park. Goal Ia3 responds to the NPS Organic Act and the Clean Air Act, which holds the National Park Service responsible for protecting park air quality and air quality related values from the adverse effects of air pollution. Because park air quality conditions result from the cumulative impacts of regional emission sources, the National Park Service has limited ability to effect changes in air quality, but it does participate in the formulation of federal and state regulatory programs and policies that protect park resources. Given the amount of time needed to process, validate, and analyze air quality data, reports will be for the preceding year. Of the 48 Class I parks, 37 currently monitor air quality for visibility, 25 monitor for ozone, and 21 for acid rain. These parks will be used to develop the baseline during FY97. The associate director for natural resource stewardship and science will consolidate and report on this goal.

- **Ia4. Water Quality** — Reduce by 10%, from 1997 levels, the number of days park recreational waters fail to meet state water quality standards for swimming.

  Park waters representing nationally significant recreational opportunities include rivers, streams, and lakes in both recreational and natural units. Many park waters are designated for recreational use, including Buffalo National River, Delaware Water Gap National Recreation Area, and Lake Mead National Recreation Area. Park recreational waters are closed when they fail to meet state or federal water quality standards for swimming. This goal measures the number of days each beach in a park is closed, and it is used because a more comprehensive water quality goal and measurement is not currently feasible. Eventually, this goal will be measured by the number of days park waters fail to meet broader applicable state and federal water quality standards. Data reported in 1997 will be used to develop the baseline. The associate director for natural resource stewardship and science will aggregate data reported on this goal.

- **Ia5. Historic Structures** — 50% of the historic structures on the 1998 List of Classified Structures are in good condition.

  Park historic structures include Independence Hall, Fort Sumter, log cabins, the Statue of Liberty, and the Ship *Balclutha,* as well as prehistoric structures such as Balcony House at Mesa Verde National Park. Historic and prehistoric structures and the events surrounding them are key park cultural resources, forming the basis for 220 park units, and are integral to many other parks. Maintaining these structures in good condition responds to the NPS Organic Act, the National Historic Preservation Act, and the cultural resource integrity of the national park system.

  The List of Classified Structures (LCS) is the primary computerized database containing condition information on the estimated 23,000 park historic and prehistoric structures. Listed structures are on, or eligible for, the National Register of Historic Places, or are otherwise treated as

cultural resources. As of 1996, data on 18,239 structures in 242 parks had been gathered. By the end of 1998 the List of Classified Structures will be substantially complete.

Current LCS data indicate that 45.4% of the inventoried structures are in good condition; 54.6% are in poor, fair, or unknown condition. Good condition means that the structure and significant features need no repair, but only routine or cyclic maintenance. This goal would increase the number of structures in good condition, maintain those currently in good condition, and continue the present trend in the management of these resources. The associate director for cultural resource stewardship and partnerships will annually collect data to report on this goal.

- **Ia6. Museum Collections** — 68% of preservation and protection conditions in park museum collections meet professional standards.

  NPS museum collections include objects from prehistoric sandals to dinosaur bones to the derringer used to assassinate President Lincoln. The preservation and protection of these museum collections is essential to the NPS mission. The environmental, security, and fire protection conditions necessary to preserve and protect museum objects are identified on the NPS "Checklist for Preservation and Protection of Museum Collections." The checklist is completed by parks with data compiled nationally. Corrected deficiencies will be tracked annually. As of 1996, 64% of the conditions on the checklist were met servicewide. Any collections added to the NPS inventory after the goal was established will not be included in the baseline. This goal continues the present trend in the management of these resources. The associate director for cultural resource stewardship and partnerships will annually collect data to report on this goal.

- **Ia7. Cultural Landscapes** — 50% of the cultural landscapes on the Cultural Landscapes Inventory are in good condition.

  Cultural landscapes range from large rural tracts covering several thousand acres, such as the Gettysburg battlefield and the Blue Ridge

Parkway, to formal gardens of less than two acres, such as Frederick Law Olmsted's home and studio. Cultural landscapes provide the physical environment associated with historical events and reveal aspects of our country's origins and development through their form, features, and use. They also illustrate the relationships between park cultural and natural resources.

The Cultural Landscapes Inventory is an evaluated inventory of all park landscapes having historical significance. As of 1996, 726 cultural landscapes had been inventoried. Based on currently available information and the best professional judgment, a target of 50% in good condition was established. When the baseline is finalized in 1998, the goal may need revision. This goal continues the present trend in the management of these resources. The associate director for cultural resource stewardship and partnerships will annually collect data to report on this goal.

- **Ia8. Archeological Sites** — 50% of the recorded archeological sites are in good condition.

  NPS archeological sites include the Chaco Canyon Prehistoric Road System, Mound City Group at Hopewell Culture National Historical Park, Jamestown National Historic Site, and the Mississippian Indian temple mounds at Ocmulgee National Monument. To preserve recorded sites, monitoring is necessary, and additional actions to enhance preservation may be required. The condition of the 25,000 currently recorded archeological sites is reported in the national archeological site database, the Archeological Sites Management Information System. Currently, condition is reported for 5,400 of the recorded sites, with 45% of these reported to be in good condition.

  Good condition, as defined, indicates that the site is not deteriorating due to natural processes, such as erosion, or due to human impacts, such as vandalism or looting. This goal increases the number of recorded archeological sites listed in the 1997 Archeological Sites Management Information System that are in good condition. The

associate director for cultural resource stewardship and partnerships will annually collect data to report on this goal.

Mission Goal Ib: *The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.*

The National Park Service has fundamental information needs for making decisions about managing natural and cultural resources within the national park system. The National Park Service also contributes to scholarly and scientific research. To meet this goal, parks must routinely use scholarly and scientific research and must consult with park-associated communities. Goals that focus on park resource or documentary research and goals that link research data to decision making are supported by this mission goal.

Long-term Goals to be Achieved by September 30, 2002:

- **Ib1. Natural Resource Inventories** — Acquire or develop 434 of the 2,287 outstanding data sets identified in 1997 of basic natural resource inventories for all parks.

  The preservation of natural resources requires a wide range of information. This information is contained in 12 data sets: historical database (bibliography); flora and fauna (including threatened and endangered species); species distributions; digitized vegetation maps; digitized cartographic data; digitized soil maps; digitized geological maps; inventory of water bodies and use classifications; water quality and basic water chemistry for key water bodies; identification of nearest air quality monitoring stations and sources; list of air quality related values; and meteorological data.

  The Inventory and Monitoring Program is obtaining 12 basic data sets for approximately 250 parks: a total of 3,000 data sets. Of this total, 238 data sets are vegetation mapping projects funded and administered by the Biological Resources Division of the U.S. Geological Survey. The

National Park Service collects the remaining information (2,762 data sets). By FY96, 475 data sets had been acquired, leaving 2,287 data sets to be acquired. The associate director for natural resource stewardship and science will consolidate and report on this goal.

- **Ib2. Cultural Resource Baselines —** The 1997 baseline inventory and evaluation of each category of cultural resources is increased by a minimum of 5%.

  Knowledge about cultural resources and their conditions is crucial to managing them well. Cultural resource categories include historic and prehistoric structures (List of Classified Structures), museum collections (Automated National Catalog System), cultural landscapes (Cultural Landscapes Automated Inventory Management System), archeological sites (Archeological Sites Management Information System), and ethnographic resources (Ethnographic Resources Inventory). A database exists for documenting each category of park cultural resources. (The database for ethnographic resources is being planned.)

  By inventorying, evaluating, and describing these resources, the National Park Service establishes a basis for resource accountability, describes their condition, assesses their significance, and makes information on them accessible for research, interpretation, planning, and decision making. Each of these inventories is currently at a different level of completion, but will increase its listed number of resources by at least 5%. This goal continues the present trend in the management of these inventories. Data will be provided by park and central office staff; database management and reporting will be done by the associate director for cultural resource stewardship and partnerships.

EXPLANATION OF GOAL CATEGORY II: PROVIDE FOR THE PUBLIC ENJOYMENT AND VISITOR EXPERIENCE OF PARKS

The mission goals and long-term goals in goal category II are inclusive of the mandate in the NPS Organic Act "to provide for the enjoyment of the [resources] in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." Subsequent legislation reinforced and expanded this authority. All NPS goals for visitor satisfaction, enjoyment, safety, appreciation, and understanding are appropriate to this category.

Mission Goal IIa: *Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.*

Enjoyment of the parks and their resources is a fundamental part of the visitor experience. Visitor enjoyment and safety are affected by the quality of park programs, facilities, and services, whether provided by the National Park Service, a concessioner, or a contractor. Availability of park facilities, services, and recreational opportunities refers to convenient locations and times of operation that fit visitors' transportation and schedule needs. In accordance with Uniform Federal Accessibility Standards, accessibility for special populations refers to their accommodation, where appropriate, when visiting federal and concession-operated facilities or when participating in authorized recreational activities. Diversity of facilities and services refers to a range of appropriate accommodations and recreational opportunities (at various prices and levels of expertise and interest) for park visitors seeking a range of park experiences. Quality of facilities and services refers to well-presented, knowledge-based orientation, interpretation, and education. Appropriate recreational opportunities are consistent with a park's purpose and management and are not harmful to resources or park visitors.

Long-term Goals to be Achieved by September 30, 2002:

- **IIa1. Visitor Satisfaction —** 80% of park visitors are satisfied with appropriate park facilities, services, and recreational opportunities.

Park facilities and services include campgrounds, roads and trails, water systems, interpretive walks and talks, boat tours, and crime prevention. NPS visitor evaluations of park facilities, services, and recreational opportunities are important and useful in improving visitor services. Visitor feedback about park facilities, services, and programs currently comes from visitor surveys (such as those conducted by the Visitor Services Project) and other techniques such as focus groups. These surveys ask a systematic sampling of visitors to evaluate specific aspects of their park visits. The results of visitor feedback methods are used to monitor this goal. Visitors rating the quality of the facilities, services, and recreational opportunities as "good" and "very good" are defined as "satisfied." Data from a sample of parks indicate a current satisfaction rate of 77%. Funding for refining this database and developing a customer service card has been requested for FY98. Collecting the data servicewide is the responsibility of the associate director for natural resource stewardship and science.

- **IIa2. Visitor Safety —** Reduce the visitor safety incident rate by 10% from the NPS five-year (1992–96) average.

  More than 270 million recreational visits to units of the national park system occurred in FY95. The servicewide incident rate in 1995 was one incident per 56,145 visitors, which included 156 visitor fatalities and 1,188 injuries and/or illnesses.

  Parks will determine their five-year (1992–96) average visitor accident rate, based on 100,000 visitor-days, to determine their baseline for their 10% reduction. Analysis of case incident report files will identify the primary sources of accidents and where the greatest improvements in visitor safety can be made. The associate director for park operations and education will monitor and report on progress toward this goal.

Mission Goal IIb: *Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.*

Visitors' park experiences grow from enjoying the park and its resources to understanding why the park exists and the significance of its resources. Satisfactory visitor experiences build public support for preserving this country's heritage as contained in the parks. Support for parks also comes through recognition by international program designations such as world heritage site and biosphere reserve. Long-term goals related to learning and understanding park and resource purpose and significance relate to this mission goal.

Long-term Goals to be Achieved by September 30, 2002:

- **IIb1. Visitor Understanding and Appreciation —** 60% of park visitors understand and appreciate the significance of the park they are visiting.

  Visitors' park experiences grow from enjoying the park and its resources to understanding why the park exists and the significance of its resources. Information, orientation, interpretation, and education are park activities that help visitors discover the most significant meanings to them in the park and that help them make connections between tangible natural and cultural resources and the intangible values that reside within the resources.

  Using an annual statistical report, the National Park Service currently assesses the number of visitors participating in interpretive opportunities. An NPS baseline that will measure the percentage of visitors who actually learn and benefit from visitor services is being developed. A baseline indicator will be established though the visitor services studies currently on hand, and eventually through the further use of assessment tools such as that described in the *Assessing Parks As Classrooms, Self-Critique: A Tool for Evaluating Interpretive Services*, as well as the customer evaluation card program and focus groups. Based on currently available information and best professional judgment, the

target of 60% understanding and appreciating park significance was developed. An adequate sample size (baseline) must be surveyed first. When the baseline is finalized, this goal may need revision. Funding for establishing the baseline is needed. The associate director for park operations and education collects and compiles the data.

Explanation of Goal Category III: Strengthen and Preserve Natural and Cultural Resources and Enhance Recreational Opportunities Managed by Partners

This goal category focuses on the various preservation and recreation programs that the National Park Service manages with its many partners. Natural and cultural resources include properties listed on the National Register of Historic Places, wild and scenic rivers, national trails, national landmarks, and heritage and recreation areas. Generally not within the boundaries of national park units, these resources are not directly managed by the National Park Service. They are, however, supported by the National Park Service through legislated formal partnership programs and federal funding.

Almost since the very beginning of the National Park Service, parks have been involved in partnerships — first with the cooperating associations started by Stephen Mather, and then with concessioners, local groups, national environmental groups, and a variety of educational organizations. Goals related to these kinds of partnerships should be linked to either goal category I or II, depending on their emphases.

Goal category III specifically refers to the partnership programs legislated under the National Historic Preservation Act, the Historic Sites Act, the Land and Water Conservation Fund Act, the Wild and Scenic Rivers Act, and others. These programs in historic preservation, conservation, and recreation help the National Park Service fulfill its mission. Although these programs generally focus on partners external to the National Park Service, parks working with them and the tools they provide will strengthen both the National Park Service's protection of in-park resources and its ability to protect resources outside (but often related to) parks. The approaches these

partnership programs have developed during the past 30 years, including financial, regulatory, technical assistance, as well as planning tools, can help parks by working with others to better protect the environment external to park boundaries — an environment that very directly affects each park. Park resources are often linked with other cultural and natural resources outside the parks. Parks have certain responsibilities outside their boundaries to the resources in their areas, whether by providing national historic landmarks with needed condition assessments or through planning efforts that include the larger communities. Having parks more involved in these partnership programs with their surrounding communities will strengthen both.

Mission Goal IIIa: *Natural and cultural resources are conserved through formal partnership programs.*

Natural and cultural resources conserved through partnerships include affiliated areas and programs such as Chimney Rock National Historic Site, Pinelands National Preserve, South Florida Ecosystem Restoration Task Force, and more than 67,000 resources listed on the National Register of Historic Places. The National Archeology and Historic Preservation Program includes designated resources within the units and programs of the National Park Service plus partnerships with over 60 other federal agencies, 59 states and territories (especially with state historic preservation offices and state liaison offices), more than 1,000 local governments, over 300 (of the more than 800) Indian tribes, foreign governments, private organizations, friends groups, and academic institutions, as well as the general public. All of these groups contribute to achieving this goal.

Long-term Goals to be Achieved by September 30, 2002:

- **IIIa1. Properties Designated** — Increase by 15%, over 1997 levels, the number of significant historic and archeological properties protected through federal programs or official designation at local, state, tribal, or national levels.

  The identification, evaluation, and designation of historic and archeological properties (districts, buildings, structures, sites, or objects)

are statutory requirements for federal, state, and local government participants in the National Archeology and Historic Preservation Program. Designation of a historic or archeological property is the official (federal, state, or local) governmental listing of a property whose historical significance has been determined.

At every level of government, the designation of a property (for example, in the National Register of Historic Places at the federal level) often makes the property eligible for various historic preservation incentives; reduces inadvertent or deliberate damage to, or destruction of, the property; and is used by courts to support legal decisions protecting the property. Information about designated properties helps determine the impacts of proposed actions on historic and archeological properties and helps minimize adverse impacts on them.

Information for tracking this goal will be collected from NPS program records and from state, local, and federal partners' annual reports or questionnaires, and it will be consolidated by the associate director for cultural resource stewardship and partnerships. The projected increase in the number of properties designated will be accomplished by the National Park Service and its federal, state, and local partners who collect property information, evaluate the significance, and designate historic and archeological properties.

- **IIIa2. Properties Protected —** Increase by 20%, over 1997 levels, the number of significant historic and archeological properties protected nationwide through federal, state, local, or tribal statutory or regulatory means, or through financial incentives, or by the private sector.

  Significant historic and archeological properties are not renewable resources. If not protected, they are lost forever. Protection of a historic or archeological property means that the elements of the property that make it significant are maintained or that damage to, or destruction of, the property's significant elements is avoided or minimized. A property can be protected by law or regulation, or because its owner has acted to

protect it using various incentives such as easements, grants, or tax credits.

As of October 1, 1997, more than 1 million properties have been protected. This goal measures the number of historic and archeological properties protected at federal, state, local, or tribal levels. The projected increase in the number of properties protected will be accomplished by the National Park Service and its federal, state, tribal, or local partners who collect property information, evaluate the significance, and designate and protect historic and archeological properties. Data on this goal will be collected from NPS program records and annual reports or questionnaires from federal, state, tribal, and local partners and consolidated by the associate director for cultural resource stewardship and partnerships.

- **IIIa3. User Satisfaction** — Achieve a 10% increase in user satisfaction, over 1997 levels, with the usefulness of technical assistance provided for the protection of historic and archeological properties.

  By law and expertise, the National Park Service is a major provider of archeological and historic preservation technical training, education, and assistance to governmental partners, the general public, and the international conservation community. Inadequate information leads to otherwise avoidable but irretrievable loss of significant historic and archeological resources.

  Useful information helps a requester/user deal with a preservation issue. Technical assistance provides knowledge on the background, meaning, operations, or implications of some aspect of the National Archeology and Historic Preservation Program. Technical assistance includes guidance on repointing masonry structures, window replacement, and photographic research. While some data exist on customer use of technical assistance, baseline measures of the usefulness of assistance will be developed in FY98 by the cultural resource programs that provide technical assistance. A survey instrument will be used to measure this goal, with data consolidated andmaintained by the associate director for cultural resource stewardship and partnerships.

Mission Goal IIIb: *Through partnerships with other federal, state, and local agencies and nonprofit organizations, a nationwide system of parks, open space, rivers, and trails provides educational, recreational, and conservation benefits for the American people.*

Some partnership programs assist state and local governments and nonprofit organizations in protecting conservation areas and providing recreational opportunities. Assistance includes financial and technical assistance, as well as coordination of federal assistance. Long-term goals that assist state or local governments to develop appropriate recreational and conservation opportunities relate to this mission goal.

The following long-term goals typically relate only to recreational opportunities external to the national park system. These goals address the assistance provided through formal partnerships with other federal, state, and local governments, as well as with Indian tribes, foreign governments, and private organizations and individuals. These partnerships are intended to assist others in meeting the acute shortage of outdoor opportunities available to Americans in their close-to-home environments.

Long-term Goals to be Achieved by September 30, 2002:

- **IIIb1. Conservation Assistance** — 1,100 additional miles of trails, 1,200 additional miles of protected river corridors, and 35,000 additional acres of parks and open space, from 1997 totals, are conserved with NPS partnership assistance.

  Since 1958, assessments of American outdoor recreational needs and opportunities have identified major shortages of parks, open space, trails, and protected waterways. Most inadequate are close-to-home outdoor opportunities. The National Park Service provides technical assistance to states, communities, and nonprofit organizations so they can protect more of these resources and provide improved local recreational opportunities. Projects are selected for maximum community impact, strong public involvement and local support, and the high likelihood that NPS technical assistance will result in the

protection of significant resources and the enhancement of recreational opportunities.

NPS partnership programs provide technical assistance at the initial stages of project conceptualization and planning. On-the-ground results are not evident until several years after NPS involvement ends. Progress toward this goal is measured five years after active NPS assistance ends on each project. Field staff review the project and record the resulting new miles of trails, protected riverways, or additional acres of protected greenspace. All net increments of miles and acres indicate progress toward the goal. The associate director for cultural resource stewardship and partnerships uses a database to track these measures. Suitable national baseline inventories of these resources are not currently available, but will be developed in cooperation with the U.S. Forest Service.

- **IIIb2. Community Satisfaction** — 80% of communities served are satisfied with NPS partnership assistance in providing recreational and conservation benefits on lands and waters.

  The National Park Service provides technical assistance to states, communities, and nonprofit organizations to help them protect significant land and water resources and provide more local recreational opportunities. Achievement of on-the-ground results depends on the actions of partner groups and other local interests. In many cases these needed actions will not take place unless technical assistance services provided by the National Park Service are considered satisfactory. Progress toward this goal is measured during the routine project closeout process. Key community participants evaluate the quality of the technical assistance services provided. These project evaluations measure community satisfaction. The associate director for cultural resource stewardship and partnerships will prepare national summaries and maintain a national technical assistance project database to track this goal.

Mission Goal IIIc: *Assisted through federal funds and programs, the protection of recreational opportunities is achieved through formal mechanisms to ensure continued access for public recreational use.*

Partnership programs, such as grants from the Land and Water Conservation Fund, the Urban Park and Recreation Recovery Program, and the Federal Lands to Parks Program, use formal legal mechanisms, as well as less formal assistance, to protect recreational opportunities. These three programs have provided millions of acres and invested billions of federal matching dollars in state and local parks. Under these programs the National Park Service and its state or local grantees have contractual obligations to prevent unauthorized conversions of lands from agreed-upon conservation and recreational uses. This mission goal relates to protection and monitoring of sites assisted under these three programs.

Long-term Goals to be Achieved by September 30, 2002:

- **IIIc1. Recreational Properties** — The 40,000 recreational properties, as of 1997, assisted by the Land and Water Conservation Fund, the Urban Park and Recreation Recovery Program, and the Federal Lands to Parks Program are protected and remain available for public recreation.

  The state matching grant program from the Land and Water Conservation Fund has significantly expanded America's outdoor recreational estate during the past 30 years. For the past 19 years the Urban Park and Recreation Recovery Program has had a major positive impact on recreational facilities and opportunities in America's cities. Together these programs have funded more than 38,500 parkland acquisition, development, and rehabilitation projects in nearly every county and major city in the United States. Since 1949, the Federal Lands to Parks Program has transferred nearly 1,300 surplus federal real properties (more than 144,000 acres) to states, territories, and communities for recreation and conservation purposes.

  This long-term conservation goal uses regular inspections and other monitoring methods to identify protected sites diverted — or in danger

of being diverted — from public recreational use. Applying various tools, including assistance and regulatory and legal remedies, usually results in replacement-in-kind for diverted recreational lands and facilities. The data on sites, those sites at risk, and replacement sites are maintained in current comprehensive databases. The absence of net losses from these resource inventories indicate that this goal is being met. The associate director for cultural resource stewardship and partnerships is responsible for reporting progress on this goal.

EXPLANATION OF GOAL CATEGORY IV: ENSURE ORGANIZATIONAL EFFECTIVENESS

The mission goals and long-term goals in goal category IV support the mission of the National Park Service. This category generally relates to efficient and effective governmental processes rather than to the results of those processes. These goals measure workplace standards, such as diversity and competency levels, as well as program execution efficiencies, such as the accuracy of construction cost estimates.

Mission Goal IVa: *The National Park Service uses current management practices, systems, and technologies to accomplish its mission.*

To become more responsive, efficient, and accountable, the National Park Service must integrate its planning, management, accounting, reporting, and other information resource systems. Integrating or interfacing these systems will provide better cross-communication during daily operations and help the National Park Service develop required annual performance plans in compliance with the Government Performance and Results Act. Modern electronic technology makes it possible to integrate/interface these systems among the park units, central offices, and program centers. Improvements in the areas of workforce diversity, employee safety, employee housing, and employee performance standards will help the National Park Service accomplish its mission. Long-term goals pertaining to organizational responsiveness, efficiency, and accountability are related to this mission goal.

Long-term Goals to be Achieved by September 30, 2002:

- **IVa1. Data Systems** — 50% of the major NPS data systems are integrated/interfaced.

  The National Park Service is an organizationally decentralized agency that has complex data requirements. Integrating and interfacing systems will provide access to a broader range of current and accurate data for planning and operational purposes in a more timely and cost-effective manner to improve employee effectiveness. A major data system for this goal is a servicewide or departmental system. Integrated is defined as the ability to crosswalk between major data systems in a seamless manner for the user to conduct data analysis and generate reports. Interfaced is defined as the ability to input, query, and move data between major data systems without having to input that data more than once.

  The National Park Service will develop a shared data environment where interfaces can be created through current data management technology by establishing connectivity to all field locations. Software applications and enhancements (both custom developed and off-the-shelf) should begin to create a shared data environment for efficient data flow and interface capability to reduce duplicate data entry.

  The associate director for administration (Administrative Program Center, Denver) will coordinate this goal with the associate director for professional services by communicating with database owners and serving as a clearinghouse for reporting on the progress. Currently, none of the NPS major data systems are integrated/interfaced.

- **IVa2. Employee Competencies** — 100% of employees within the 16 key occupational groups have essential competency needs identified for their positions.

  The National Park Service has 16 key occupational groups (career fields) ranging from administration and office management support, to

maintenance, to visitor use management, with essential competencies identified for each. An essential competency is a knowledge, skill, or ability vital for an employee to perform effectively at his or her level in a career field. Employees and their supervisors will identify missing or inadequate competencies and define the training and development program needs using the NPS *Career Planning and Tracking Kit*. Measurement of this goal will be through employee surveys, with the data collected by the associate director for administration.

- **IVa3. Employee Performance —** 100% of employees' performance standards are linked to appropriate strategic and annual performance goals.

  The National Park Service has required individual performance plans for all employees. Past performance plans have been task statements emphasizing individual outputs rather than individual contributions to the overall NPS mission or organizational outcomes. This goal directly ties individual performance goals to organizational outcomes. The National Park Service will first develop performance standards incorporating the *Strategic Plan* results for its senior executives and managers, then expand the process to include performance standards for supervisors and individual employees.

  This goal will be measured annually by supervisors/managers certifying that performance plans are related to organizational goals set forth in the unit's strategic plan, by random sample reviews of individual performance plans, and/or by an employee survey instrument that assesses how much employees understand that their work contributes to the successful accomplishment of the organizational mission. Information will be collected by the associate director for administration for servicewide reporting.

- **IVa4. Workforce Diversity —** Increase by 25%, over 1998 levels, the representation of underrepresented groups in each of the targeted occupational series in the NPS permanent workforce.

The National Park Service workforce does not reflect the representation of minorities, women, and individuals with disabilities as identified by the civilian labor force figures in certain occupational series. In many occupations, minorities, women, and individuals with disabilities are severely underrepresented, and separation rates for these groups are often higher than, or equal to, the rate at which the National Park Service hires them. The National Park Service is committed to increasing diversity in its workforce, and it will recruit and hire minorities, women, and individuals with disabilities in all occupational series, but particularly in targeted occupations and grade levels where they are underrepresented to achieve consistency with their percentages of representation in the civilian labor force.

Managers at all levels of the organization will be held accountable for decreasing underrepresentation and increasing diversity based on their opportunities to recruit and hire employees at various grade levels throughout the organization. The National Park Service will concentrate on those occupational series with populations of 100 or more employees where one or more of the designated groups (white females, black males and females, Hispanic males and females, Asian American males and females, Pacific Islander males and females, American Indian males and females, and Alaska Native males and females) are underrepresented. The targeted occupations for the National Park Service will be listed in a diversity plan. Regions will concentrate their efforts on the targeted occupations identified in the diversity plan and contribute to this servicewide long-term goal based on their opportunities to fill vacancies with qualified minority candidates. Supervisors and managers will be skillful through educational initiatives in managing a diverse workforce in order to increase retention rates. Information on this goal will be collected by the Equal Employment Opportunity program manager for servicewide reporting.

- **IVa5. Employee Housing** — 35% of employee housing units classified as being in poor or fair condition in 1997 have been removed, replaced, or upgraded to good condition.

The National Park Service has historically provided employee housing in remote locations or other places where it is beneficial to the government. While the housing initiative has improved the living conditions in many parks, the National Park Service is committed to improving its employee housing situation. Based on current inventory information, nearly one-third (approximately 1,800 of 5,100) of NPS housing units are in poor or fair condition and more than 400 trailers remain in use.

Formal assessments of conditions and needs beginning in FY97 will document baseline conditions, determine the extent of work needed, and propose corrective actions. With level funding over the next five years, the National Park Service anticipates replacing approximately half (200) of the remaining trailers, upgrading nearly 300 housing units in fair or poor condition, and removing up to 200 excess housing units. Parks will report improvements of housing conditions to the associate director for park operations and education, who will monitor and report on progress in meeting this goal.

- **IVa6. Employee Safety —** Reduce by 50%, from the NPS five-year (1992–96) average, the NPS employee lost-time injury rate, and reduce the cost of new workers' compensation cases (COP) by 50% based on the NPS five-year (1992–96) average.

  The National Park Service has the worst safety record in the Department of Interior and one of the worst in the federal government. Each year the National Park Service temporarily loses approximately 6% of its employees due to work-related injuries and illnesses that take them off the job for more than one day — the lost-time injury rate. The Occupational Safety and Health Administration's FY95 annual average for federal employee accidents (number of lost-time accidents per 100 employees) was 2.83. The National Park Service's annual average for the same period was 6.46. As a baseline, each park should determine its five-year (1992–96) average employee lost-time injury rate and its causes to reduce that rate. According to a 1995 analysis conducted by

the National Safety Council and the National Park Service, unsafe work practices account for approximately 90% of NPS employee accidents.

The National Park Service has historically made insufficient efforts to bring newly injured employees (new cases) back to work, leaving employees on continuation of pay (COP). The NPS FY96 billing of $14 million for new cases provides the baseline for this servicewide long-term goal. All parks and offices will determine a five-year (1992–96) average cost of new workers' compensation cases to establish their baseline, and they will reduce those costs by 50% using the 1997 *NPS Workers' Compensation Case Management Guideline*. Collecting information from these two data sets will be a regional responsibility; monitoring of the data will be conducted by the associate director for park operations and education.

- **IVa7. Construction Projects —** 100% of NPS park construction projects identified and funded by September 30, 1998, meet 90% of cost, schedule, and project goals of each approved project agreement.

  The NPS construction program covers historic preservation, rehabilitation (restoration of Independence Hall and rehabilitation of utility systems), and new construction projects (sewage treatment facilities at Amistad National Recreation Area). Most Federal Lands Highway Program dollars are devoted to the rehabilitation and reconstruction of roads and bridges (Yellowstone National Park road system). This goal measures the percent of construction projects completed within the allocated funding amount, project schedule, and stated project goals, measuring accuracy in estimating needs and the time required to design and build facilities. Project agreements or equivalent documents that state funding, project goals, and schedules will provide baseline data and will link the construction program to the requirements of the Federal Acquisition Streamlining Act (FASA) of 1994. Amendments to project agreements record conditions and influences that modify project goals.

Data will be collected and monitored by parks and others receiving line-item construction funding. The associate director for professional services will consolidate data from all projects. Denver Service Center projects completed beginning October 1, 1999, will be measured and serve as the Denver Service Center's portion of the NPS database.

- **IVa8. Land Acquisition** — The time between the appropriation for land acquisition and when the offer is made is reduced by 5%.

  The land acquisition process consists of several activities, including determining ownership, boundary surveying, mapping, appraisal, title services, hazardous materials surveys, negotiations, and closing services. The amount of time to accomplish these activities affects how quickly the National Park Service can protect resources. This goal addresses the amount of time needed to accomplish these activities and supports a more efficient land acquisition process for greater protection of resources.

Mission Goal IVb: *The National Park Service increases its managerial capabilities through initiatives and support from other agencies, organizations, and individuals.*

The National Park Service will pursue maximum public benefit through contracts, cooperative agreements, contributions, and other alternative approaches to support park operations and partnership programs. Partners include nongovernment organizations such as friends groups, foundations, cooperating associations, and concessioners, as well as federal, state, and local government organizations that already assist NPS managerial ability through partnerships and cooperative agreements. Long-term goals that deal with park management strategies and funding sources carried out in cooperation with other government and nongovernment organizations and private donors relate to this mission goal.

Long-term Goals to be Achieved by September 30, 2002:

- **IVb1. Volunteer Hours** — Increase by 10%, over the 1997 level, the number of volunteer hours.

Park volunteers provide various kinds of assistance from maintenance and interpretation to administration and collection management. The National Park Service Volunteers in Parks (VIP) program, authorized in 1970, allows the National Park Service to accept and use voluntary help in ways mutually beneficial to the parks and the volunteers. Government downsizing has increased the demand for additional volunteers and funding. In 1996, 89,000 people volunteered; at the current rate of growth the program will use 100,000 volunteers annually by 2000.

Every $1.5 million in NPS VIP funds generates a $45 million value in volunteer hours. The 1996 volunteers contributed 3.5 million hours of service, valued at $44.9 million. In 1997 Congress increased the VIP program funding cap to $2.6 million, but no additional funds were provided. Funding for 1997 was $1.6 million. For 1998 the National Park Service is requesting a $981,000 increase to recruit, train, and provide uniforms for volunteers and to reimburse their minor expenses. This goal will be tracked through the annual VIP Report completed by all participating parks and will be compiled by the associate director for park operations and education.

- **IVb2. Donations and Grants —** Increase by 10%, over 1997 levels, the dollar amount of donations and grants.

NPS partnerships date from 1920 with the first cooperating association in Yosemite. Partnerships with cooperating associations that sell books and other educational materials in parks, friends groups, the National Park Foundation, service organizations, universities, corporations, and individuals benefit the parks. With cooperating associations, the increase of 10% over the baseline figure of $16 million (1997) on a national level will produce increased park services and projects in interpretation, education, and research. This goal will enhance the ability of the National Park Service to operate the parks. Measurement of this servicewide goal will be conducted by the associate director for park operations and education and the associate director for cultural resource stewardship and partnerships.

- **IVb3. Concessions Returns** — Increase the average return for park concession contracts to at least 10% of gross concessioner revenue.

  Park concessions provide a variety of services for visitors, including hotel rooms, gas stations, meals, and merchandise. The average return for park concession contracts includes franchise fees and building use fees, which are sent to the U.S. Treasury as miscellaneous receipts. Other returns are the improvement account requirements for park concession improvements (which become government assets and for which the concessioner receives no possessory interest) and extinguishment of possessory interest (a future potential liability to the government or impediment to contract competition).

  The return to the government has increased from 3.5% in 1992 to an estimated 6.7% in 1996, based on fee reconsiderations required by contracts every five years and renewed contracts with new fee provisions. The projected increase to 10% by 2002 is based on additional contracts with increased returns to the government that have been renewed through 2001. Data collection will be conducted by the parks, with tracking and analysis servicewide conducted by the associate director for park operations and education.

- **IVb4. Fee Receipts** — Increase by 20%, over the 1997 level, the amount of receipts from park entrance, recreation, and other fees.

  The National Park Service currently collects approximately $80 million annually using the Land and Water Conservation Fund. The Recreation Fee Demonstration Program, a three-year demonstration program beginning in 1997, allows the National Park Service to raise existing fees and to charge new fees for recreational activities. NPS increased fee collections from this program are estimated at $50 million annually. If the National Park Service loses the Recreation Fee Demonstration Program authority after 1999, this servicewide long-term goal will have to be readjusted. Data collection will be conducted by the parks, with tracking and analysis servicewide conducted by the associate director for park operations and education.



Key External Factors

The National Park Service faces numerous challenges associated with resource preservation, visitation, operations, and budget. These challenges must be faced and addressed to achieve the NPS mission and goals. The following essays provide a background for understanding some of the complex problems the National Park Service faces. While not inclusive of all the factors, external or internal, that will affect the National Park Service's accomplishment of its long-term goals, the breadth of topics is representative.

These essays may be read as background statements on NPS management issues. They do, however, contain statements about possible emphases, initiatives, or actions that the National Park Service may decide to respond to in certain situations. These statements are not approved NPS proposals, but are possible ways the service and its partners could cooperate toward achieving some of these goals.

Three external factors that could affect NPS management of parks and programs to the extent that this *Strategic Plan* would have to be modified are discussed below.

Natural Processes and Disasters

Because much of what the National Park Service does is related to nature and natural processes, unanticipated natural events may have significant impacts on the agency's ability to meet its goals. Severe weather extremes may cause droughts or floods that could dramatically change the condition of the lands and waters under NPS care. Natural disasters, such as hurricanes and wildland fires, may significantly affect landscapes, plant and animal populations, and cultural resources like historic structures. The National Park Service's long-term goals could be achieved within the normal fluctuations of nature, but more severe occurrences would affect the agency's ability to meet its goals.

Cost Considerations

The National Park Service is a field-oriented agency with a large portion of its resources dedicated to managing natural resources and providing visitor and management services in remote locations. If the cost of providing these services rises at rates significantly greater than appropriations, due to unforeseen increases in energy, transportation, labor, or other like costs, then adjustments to the goals in this plan may be necessary.

Political and Legislative Factors

Achievement of these long-term goals assumes a relatively constant workload and a modest extrapolation (steady constant dollars) of funds. Increased responsibilities, particularly the addition of park units and program responsibilities, without additional funding for appropriate management would require reprogramming existing resources from ongoing operations. Significant new legislation affecting NPS responsibilities would have to be examined relative to its potential effects on the achievement of the goals in this plan. Significant increases or decreases in program responsibility under law would require related changes to this plan.

The Role of the National Park Service in Preserving America's Legacy of Natural and Cultural Resources

When the first forest reserves and national parks were being established in the 1800s, few Americans were concerned about the impact of progress on the nation's spectacular natural resources. To meet the American population's ever-growing needs, forests were logged, mountains were mined, and rivers were dammed. In once wild areas, people greatly altered vegetation and displaced or reduced animal populations, eliminating some species altogether.

Since then, trains, automobiles, and airplanes have made it easy and desirable for people to visit national parks and other scenic and historic areas. Easy access has created a complicated challenge: how to adequately protect and preserve park and heritage resources while providing safe and enjoyable experiences for the public and visitors. Also, the responsibilities and complexities of managing the national park system have expanded. Easy access and commercially desirable resources, combined with a limited ranger force, have resulted in increased resource crimes, including poaching and archeological pothunting, which often go undetected until too late.

The National Park Service must strive to further protect and preserve our nation's natural and cultural resources, the legacy left for us from the conservation successes of previous generations. This effort should not come solely from the concerns of citizens or groups within the National Park Service. Public support of all environmental and cultural laws must be reflected in budget and staffing allocations. Public support for governmental natural area protection, cultural preservation, and outdoor recreation programs cannot be taken for granted.

The National Park Service and American Communities: Partners in Conservation and Recreation

The public generally knows the National Park Service as a collection of parks — the 375 places where visitors can hike majestic mountain trails, explore Civil War battlefields, or appreciate Thomas Edison's inventions. But the work of the National Park Service extends far beyond park boundaries. For many decades, starting in the mid-1930s, the National Park Service has had broad authority to extend its expertise and support to communities throughout the nation, regardless of their proximity to parks units. The skills needed to protect the parks should also be available to communities seeking to protect their treasured cultural and natural resources. They are all parts of this nation's heritage.

The National Park Service collaborates with other federal agencies, states, tribes, local governments, nonprofit organizations, and commercial enterprises in carrying out this work. Through the National Register of Historic Places, the national historic landmarks program, Historic Preservation Fund grants, the tribal historic preservation program, the archeology and ethnography program, the Historic American Buildings Survey/Historic American Engineering Record, and the national natural landmarks program, the National Park Service bolsters community preservation efforts nationwide. The preservation tax credit program alone has leveraged billions in private investment, restoring more than 26,000 historic buildings.

Since 1964, the Land and Water Conservation Fund has provided more than $3.2 billion to assist over 37,000 parks and recreation facilities through its 50/50 matching grants to states. Similarly, the Federal Lands to Parks Program has recycled more than 1,200 "surplus" federal properties into locally managed parks, open space, and recreation facilities. The Rivers, Trails, and Conservation Assistance Program has responded to more than 500 requests for help with locally developed conservation and recreation projects over 10 years by providing technical assistance. Other NPS partnership programs help communities conserve their resources and enhance outdoor recreational opportunities. Matching grants through state governments to local communities fund the acquisition, development, and rehabilitation of recreation and conservation sites. A new kind of NPS partnership with other governmental agencies and the private sector, the

Empowerment Zone and Enterprise Community Initiative, also promises to enhance the quality of life in urban and rural areas. The National Park Service works jointly with Job Corps, AmeriCorps, and similar state and local programs that benefit both people and environments in need of help. More than 500 Student Conservation Association volunteers work in the national parks and program offices each year. The National Park Service also plays a critical leadership role in partnerships that cross federal agency lines. Together, these efforts benefit American communities in the pursuit of livability, revitalization, and sustainability.

Partnerships: An Essential Ingredient

Key to the National Park Service's success are its partnerships, which both extend NPS ethics and provide mutually beneficial support. The National Park Service actively participates in two different kinds of partnerships: (1) formal, legally mandated partnership programs in historic preservation and resource conservation and (2) park-oriented partnerships of varying degrees of formality. Partnership programs established by law (National Historic Preservation Act, Land and Water Conservation Fund Act, Wild and Scenic Rivers Act, National Trails System Act, Outdoor Recreation Act) offer various ways for the National Park Service to help in conservation, recreation, and preservation by providing community-based technical expertise and financial assistance.

Park-oriented partnerships, active for many decades, are becoming increasingly important as appropriations continue to inadequately cover funding needs. Increasingly, local governments and community groups are partners in cooperative planning efforts and resource protection. Because many of these partners want park resources to be protected to the highest standards, they are strong defenders against those who would exploit parks for their personal gains. As undeveloped lands decrease in this country, parks and their resources will become increasingly rare and valuable, making their protection that much more important. Principled, defensible decisions that place resource protection first, and partnerships that support park missions, are essential to winning and keeping public confidence and support, deflecting political pressures, and increasing the National Park Service's ability to accomplish its mission.

Strong partnerships also make possible other NPS programs. Examples of such partnerships abound. The National Register of Historic Places now lists 67,000 properties nationwide. Tax credits for such properties have leveraged $17 billion in preservation expenditures. More than 150 wild and scenic river segments conserve key free-flowing waterways. Twenty national scenic and historic trails, and more than 800 national recreation trails, mark and commemorate many famous pathways. Recently, national heritage areas have been designated by Congress as locally driven partnerships that conserve resources. NPS programs assist state and local governments and grassroots groups in protecting resources and making them available to the

public, as appropriate. These programs, which extend the NPS conservation ethic, broadly move beyond traditional park boundaries to help conserve structures, lands, and waters neither owned nor managed federally. At the same time, as land use issues become more complex, these programs simultaneously provide a framework for national park system units to work with adjacent landowners.

The National Park Service continues to improve its ability to form effective partnerships, building on shared values and common goals. Relying on partnerships, whether formal partnership programs or park-oriented partnerships, to accomplish the mission of the National Park Service involves the special challenge of addressing and meeting NPS and partners' critical needs at the same time.

The NPS Role in American Education: Real Perspectives from Real Places

As early as 1906, Congress in the Antiquities Act recognized the government's role of using public lands to increase public knowledge. The National Park Service's first director, Stephen T. Mather, believed that "one of the chief functions of national parks and monuments is to serve educational purposes."

The Historic Sites Act of 1935 explicitly directed the National Park Service to "develop an educational program and service." The national park system has been called the nation's greatest university without walls. While the National Park Service has long recognized its educational role, education is now receiving increased prominence. The National Park Service has an obligation to the American people to share its natural laboratories and historic objects — to use its parks as classrooms. Helping people understand the complexity of the land and its history will support the fundamental mission of the National Park Service and increase support for the preservation of parks and their resources.

Opportunities and methods for increasing public understanding using the resources of the national park system are truly bountiful. These authentic resources — the ancient masonry walls at Hovenweep, the Kemp's Ridley sea turtles at Padre Island, the loons at Voyageurs, the moose heads at Theodore Roosevelt's Sagamore Hill, the goat herd at Carl Sandburg, the Russian Bishop's home at Sitka, the Grand Canyon, and the Statue of Liberty — all help us understand this nation's diverse natural and cultural resources. Such education is resource-based within the appropriate ecosystem or cultural context. While education is site-specific, relating directly to the resources, it must also relate to systemwide themes. Habitat management must be taught within the larger context of ecosystems; the history of battles must be taught and understood within the larger societal context of wars. Improving the National Park Service's educational success requires a changed attitude, one mindful of the educational importance of parks and partnership programs and their resources to the public and their everyday lives. A changed attitude also means increased outreach and interaction with educational institutions at all levels, broadening the intellectual enrichment of all. Such greater interaction, already begun, must include strong relationships with academia at individual parks and with

partnership programs. Textbook publishers and educators who develop classroom curricula *(Parks as Classrooms)* can also use these authentic resources to teach about our rich national heritage. Using current and emerging technology (satellite up-links, the Internet, CD-ROM) can bring knowledge and appreciation of NPS resources to millions of Americans, whether they visit parks or other heritage areas that benefit from NPS technical assistance, or whether they only learn about parks through the media. Working with the video and broadcasting industry to improve the quality of programs about parks and other heritage resource areas can also extend the national preservation and environmental ethic.

In addition, the National Park Service must reach out to communities across the nation as a partner in education. Using the lessons learned in our parks, the National Park Service must work with others who wish to share with the public the knowledge and excitement of these natural and cultural places. Parks are not isolated islands; they are small parts of the American landscape and American history. NPS educational efforts must reflect this interconnection by participating in other educators' regional efforts.

Having an integrated, professional, quality educational program that is accessible and exciting to its participants will always be a challenge. The resources themselves, the knowledge about them, and the ability to communicate with the public through appropriate techniques are all critical elements in any NPS educational approach. NPS employees are teachers — teachers in special places where tangible resources help visitors understand the intangible ideas inherent in the resources preserved there.

Research in the Parks: Effective Management Needs a Knowledge Base Derived from Research

A distinguishing feature of park resources is their authenticity. They are genuine — created naturally or intentionally by humans for purposes other than becoming parks. As the resources preserved in this nation's parks become more unusual or scarce through the passage of time, cultural changes, or loss of natural systems elsewhere, their research value and societal significance will increase and become more evident.

Most NPS research focuses on the preservation of our tangible resources. Less attention centers on the knowledge that can be derived from those same resources. Management-focused research is directed at solving a particular resource problem, while knowledge-focused research concentrates on understanding more about the resource. From research we learn who we are as a culture. Both kinds of research are needed.

The ultimate success of the National Park Service in protecting and preserving the nation's parks may depend on the availability of credible scientific and scholarly information on which to make informed management decisions. Currently, knowledge about the condition of most resources remains inadequate. Resource base inventories to collect scientific data about park resources are not now conducted uniformly throughout the system. If the National Park Service is to increase its knowledge of park resources, understand how its resources relate beyond park boundaries, and know how to allocate diminishing preservation dollars, it should continue to incorporate sound research practices into park management.

The 1994 *National Park Service Strategic Plan* articulated a desired future condition that

> NPS staff includes highly professional and nationally recognized scientists and scholars who maintain extensive professional partnerships with their counterparts in other scientific, academic, and cultural institutions. These mutually beneficial relationships ensure that quality research forms the basis for NPS preservation, planning, and educational programs and that this knowledge is broadly shared with the public.

The perspective of the National Park Service in this regard has not changed. Increasing NPS use of sound research practices in park management will increase knowledge about the resources and their long-term preservation needs.

The NPS Role in International Assistance to Other Park Systems

Through international cooperation, the National Park Service continues to strengthen and improve its capabilities to achieve its domestic mission and help to extend the benefits of natural and cultural resource protection and outdoor recreation throughout the world. The National Park Service receives many requests for specialized international technical assistance from park and conservation agencies and organizations who are interested in top-quality training, partnership continuity and loyalty, and successful cooperative results. The National Park Service's most successful international products have been park planning assistance; program evaluation assistance; exchange of technical information; international training programs, including interpretive skills training; and conferences, workshops, and symposia.

In a cultural sense, borders do not really separate countries or act as barriers. The sharing of cultural and natural resources can unite populations that are separated by borders. The National Park Service recognizes much is to be learned from the professionals working in the park systems that request help. International assistance should be a two-way exchange of knowledge, experience, technology, and training, with resource protection and preservation as the common goal. Participating in international assignments and hosting foreign volunteers, researchers, or delegations provide valuable cross-cultural training opportunities for field and central office personnel. The international conservation community strives to cooperate in protecting and conserving these unique resources and in perpetuating a worldwide environmental ethic. Our national park system is an integral part of this global community.

Demographics: What Does America's Changing Face Mean for Parks in the 21st Century?

Several demographic trends will affect the National Park Service in the 21st century — the aging of the population (both the "baby boomers" and their offspring), immigration and an increasing proportion of ethnic populations, and Americans' geographic relocation.

Park visitation will be affected significantly by the aging of the baby boomer population. During the next 15–25 years the percentage of senior citizens in this country will sharply increase. As the baby boomer population approaches 65, their children will be producing the highest number of births ever achieved in the United States. With increased life expectancies, many baby boomers will still be alive when their own children reach retirement age.

Profound demographic changes are also taking place in the United States as a result of immigration and ethnic population growth. Given the current growth rate, the U.S. population will double in about 75 years, with half of the growth coming from recent immigrants and their children. Trends indicate that minority populations, including American Indians, African Americans, Hispanics, Asians, and Pacific Islanders, will collectively exceed the Anglo population sometime during the next century. This is an important cultural and social issue because parks have historically been used mainly by the white middle class segment of the population, and many parks do not attract and offer park experiences meaningful to visitors from varied ethnic backgrounds, or have not yet made their park values relevant to them.

Because park visitation, particularly at urban parks, is regional, where people choose to live or relocate will also affect visitation trends. Several trends are now clear. Large numbers of white middle class and upper-middle class people are moving out of major metropolitan areas, especially in California and along the East Coast. Major urban metropolitan areas along the eastern seaboard, California, and south Florida will experience an increase in minority populations. Parks providing recreational opportunities near major urban centers will continue to receive high levels of visitation by people who cannot afford (time and money) to travel to farther destinations.

During the first half of the 1990s, attendance at national historical parks and memorials has increased because many are in or near urban areas. Multiday vacation trips to destination parks are on the decline, while weekend trips are on the rise.

These trends will affect the NPS provision of visitor services and amenities. For example, more facilities associated with urban parks will be needed to keep pace with increasing visitation. Elderly visitors, many with mobility impairments, will require easier access to park features, activities, vehicle campsites, and RV hookups. Communicating park values to ethnic groups will require new skills, including multilingual programs and activities beyond park boundaries. Partnership programs, as a means to communicate NPS values and resource importance, will also be important.

Even as the National Park Service is accommodating aging baby boomers, it faces an equally important challenge of providing recreational activities for children born between 1964 and 1981, commonly referred to as generation X.

A stereotypic perception exists that those in generation X are more likely to watch Music Television (MTV) than engage in outdoor recreational activities. Actually, research indicates that this group participates in outdoor recreation as much as their parents (the baby boomers) did when they were at the same age. However, the activities pursued differ greatly. As young adults, baby boomers went backpacking, cross-country skiing, and hunting; present-day young adults mountain bike, rock climb, and kayak. Since there are fewer individuals in generation X compared to baby boomers, generation X has not produced the demand for outdoor recreation that the baby boomers did. Generation X does appear to be continuing a trend begun by the baby boomers — more frequent short trips and fewer long vacations. This approach places an increased premium on close-to-home recreation.

Children born after 1981, known as the millennial generation, are still in their formative years. Statistics on this group's leisure behavior are just becoming available. The millennial generation contains high proportions of

ethnic and/or socioeconomically disadvantaged children who live in inner cities, far away from most national parks. Few educational programs are currently available to teach them about the values of parks and the value of history.

Instead of concentrating on new recreational opportunities for generation X, the National Park Service needs to focus attention on informing the millennial generation about the nation's parks and their values. If these children are to enjoy outdoor recreational activities, they must be reached now with appropriate messages and educational programs. To reach the millennial generation, well presented information about the values of national parks could be developed and circulated in many forms, including films, videos, books, school curricula, audio cassettes, CD-ROMs, and World Wide Web sites. Moreover, the quantity and quality of outdoor recreational opportunities in and near America's cities should be greatly improved.



Operational Processes

The National Park Service operational process to implement GPRA requirements and to achieve its goals requires each park, program, and central office to develop its own strategic plan during FY97. This 1997 *National Park Service Strategic Plan* provides the foundation, along with pertinent legislation and management plans, for each unit's strategic plan. All applicable servicewide goals must be included in individual park, program, or central office strategic plans in order to aggregate and report nationally for the servicewide annual performance plans and reports. Compilation of data and reporting requirements will be done by parks and programs. Eventually, integration and interfacing of major NPS data systems should minimize the field's reporting burden.

The servicewide direction reflected in this plan's mission goals and long-term goals maintains continuity and mission orientation for parks and programs as they develop their long-term and annual goals. The result of a park or program annual goal must contribute toward achievement of one of its long-term goals. If a proposed action in an annual goal does not contribute to the achievement of a park or program long-term goal, such an action would not be appropriate for the unit to pursue.

The NPS goals have been developed with the critical assumption that human and fiscal resources will remain essentially at current levels for the duration of the plan. Federal appropriations provide most NPS financial resources, supplemented by fee revenues and donations.

Achievement of the NPS long-term goals also depends on a broad base of knowledge, skills, and technology. The diversity of the 375-unit national park system requires that the National Park Service be responsible for the preservation of historic and prehistoric structures and sites; land and water features of great scenic and scientific value; forest, grassland, tundra, desert, river, and coastal ecosystems; thermal areas; caverns; volcanos; and endangered species and critical habitat, to name only a few. The preservation of these cultural and natural features requires employees that have a broad range of highly technical and professional skills including, archeologists, paleontologists, historians, biologists, hydrologists, curators, artisans, ethnographers, architects, interpreters, rangers, and maintenance

personnel. The National Park Service will continue to rely on its full cadre of employees, including specialized, skilled professionals, to achieve the long-term goals set forth in this *Strategic Plan*.

The National Park Service also will continue to use advanced computer technology (e.g., the World Wide Web and other electronic information transfer techniques) to distribute important program and technical information to parks, other agencies, and the public. The National Park Service is dynamic, continually evolving in response to additional units, changing statutory and legislative requirements, and increasing scientific knowledge. This evolution will influence and improve the professional skills, technological knowledge, and operational and managerial processes that contribute to the National Park Service's achievement of its long-term goals.

The Eight Step Performance Management Process is the operational process by which NPS will achieve its goals. The servicewide long-term goals are stepped down to the field level which has the responsibility and accountabily for action on them. The annual performance plan establishes the servicewide performance goals. Annual goals are increments of long-term goals. The annual work plans, being developed by parks, programs, and central offices will provide the organization with information on required skills, technology, and resources (inputs and outputs). See the current fiscal year budget presentation for projected allocation of dollars and FTE to specific NPS goals. The annual performance report will contain a comparison of program results indicating those goals that were achieved, and the factors causing other goals to not be achieved. Detailed reporting will occur at the park level, with aggregated totals reported at the organizational level.

Program Assessment and Evaluation

The National Park Service developed its performance management process, called the eight-step process, to implement the Government Performance and Results Act, from conceptual goal planning to implementation to evaluation. The eight-step process provides the NPS strategic planning framework. Each park and program has unit-specific goals in their strategic plans, as well as servicewide goals that contribute to servicewide efforts.

The following is an overview of the eight-step process that the National Park Service has developed to implement the Government Performance and Results Act in the 375 park units of the national park system and the formal partnership programs (here referenced as programs) in which the National Park Service cooperates. The process assists in developing mission statements, mission goals, long-term goals, annual goals, and annual work plans for the organization as a whole, as well as for the individual parks and programs. The 1916 NPS Organic Act and subsequent legislation defined and refined the NPS mission. Particular legislation and presidential proclamations created most parks, giving them their own specific missions; the programs are also based on specific legislation.

This 1997 *National Park Service Strategic Plan* is the culmination of consultation with customers and stakeholders throughout the country. This plan reflects the values and direction given in the 1991 *National Parks for the 21st Century: The Vail Agenda* and the 1994 *National Park Service Strategic Plan / Vision*. It even shares many similarities with the National Park Service's 1963 *Long Range Plan*.

The eight-step process provides a way to develop goals and report on progress toward meeting them — the essence of performance management. The process uses a "why, what, and how" model.

WHY DO WE WANT TO ACCOMPLISH SOMETHING?

Step 1: National Park Service Mission and Goals

Review the NPS mission statement and servicewide mission goals in this *Strategic Plan* as a starting point for developing park and program goals consistent with the servicewide plan.

Step 2: Park / Program Mission

Establish the purpose and significance of the specific park or partnership program to determine its particular mission. Purpose refers to the specific reasons the park or national assistance program was established. Significance describes a park or partnership area's distinctive resources or values, why they are important within a national or international context, and why they contribute to the purpose of the park or program. Blended together, the purpose statement and significance statements provide the mission. This mission succinctly states the essence of the park or program.

WHAT DO WE WANT TO ACCOMPLISH?

Step 3: Mission Goals

Develop park or program mission goals. Mission goals represent the ideal condition that the National Park Service wants to attain or maintain and must reflect the servicewide goals reviewed in step 1, and they elaborate on the particular mission of the park or program as determined in step 2. Mission goals must focus on results, not efforts — on conditions, not activities. They must be stated as *desired future conditions* ("What would success look like?"). They run in perpetuity.

Step 4: Long-Term Goals

Determine long-term, outcome-related performance goals, including their associated performance measures. Long-term performance goals represent the outcomes to be achieved over the foreseeable future, roughly 5 years, with a range of 3 to 20 years depending on the particular long-term goal. Performance goals and measures also must focus on results, not efforts, and must be stated as *desired future conditions*. These are measurable (quantifiable) goals, with firm performance targets (level of accomplishment) and completion dates. Parks and programs must use the servicewide long-term goals if appropriate, and use this eight-step process to develop their own complementary park or program-specific long-term goals. Parks and programs must assume that funding to reach these goals will remain essentially at the same FY96 budget levels through the duration of their strategic plans. The achievement of these goals cannot depend on anticipated budget increases, "soft money," donations, or expected fee increases.

Long-term goals incorporate performance measures. The following must be considered when determining the best performance measure for a performance goal: Do any legal requirements, policies, regulations, or broadly accepted standards apply? What are the needs and wants of customers, stakeholders, and partners? What guidance is provided by the best available scientific or academic research? Parks and programs will develop two kinds of long-term goals, those that help contribute to achievement of servicewide long-term goals, and those that are specific to the needs of the park or program mission. The accomplishment of servicewide long-term goals will be aggregated nationally.

Step 5: Assessing Resources

The resource assessment helps develop realistic and meaningful long-term goals, and it helps identify potential organizational improvements. Establishing long-term goals that are reasonable, given the present resource conditions and the availability, capability, and constraints of the park's or

program's fiscal and human resources, promotes a planned and measured approach to moving the organization forward. Parks and partnership programs need to know the current status of fiscal and human resources to ensure their goals are realistic. What is the current availability of funding and staffing? What is the current condition of the park's or program's natural and cultural resources to be preserved and the visitor services, facilities, and recreational opportunities available now? This analysis provides a way to ensure realistic goals and helps schedule outputs (the products and services) needed to achieve the goals. Again, parks and programs must assume level funding for the plan's duration.

HOW DO WE PLAN TO ACCOMPLISH IT?

Step 6: Annual Performance Plan, Annual Goals, and Annual Work Plan

Develop an annual performance plan that identifies the annual goals (outcomes) for that year, the products and services (outputs) needed for success, and the staffing and funding (inputs) required. Annual goals provide the bridges between conceptual, strategic planning and operational planning and actions. This step breaks out each long-term goal into annual goals that, taken together, will accomplish the desired result(s). The annual performance plan links outcomes to specific inputs and outputs for a single year. This step identifies how much of a long-term (five-year) goal can reasonably be expected to be accomplished in one year. Annual goals must clearly show a relationship to the long-term goals. Annual work plans then show the specific actions to be taken so NPS products and services can achieve the annual goal.

Some long-term goals will be accomplished by a steady incremental achievement of annual goals. Others may have initial years when annual goals show relatively little results before showing significant results in later years. Parks, programs, and central offices should use their long-term goals divided into yearly accomplishments to develop their annual goals. They must include annual goals that incorporate performance targets (percentage or actual number).

Annual work plans are the operational, day-to-day reality that makes the goals attainable. Annual work plans detail *how* the annual goals will be achieved in terms of the inputs and outputs. They show what work will get done, who will do the work, when, and how.

Step 7: Do the Work

This step puts into practice decisions made in the previous steps so that the work accomplished supports the goals. Parks and programs receive budget allocations and update their annual goals to reflect actual funding and staffing, and they implement the annual performance plan during the year. This step occupies the largest portion of most employees' time. When daily demands are the most pressing, having the "big picture" of steps 1–6 keeps people focused on achieving the goals.

FEEDBACK: DID WE ACCOMPLISH WHAT WE INTENDED?

Step 8: Annual Performance Reports — Monitor and Evaluate

Monitor and evaluate management performance and provide feedback to develop the annual performance report. Performance should be monitored using the NPS annual goals in the annual performance plan, with results evaluated by assessing the status of achievement of the annual goals. Did the year's results achieve the annual goals? If not, explain why. Did the activities produce the desired products and services? If not, explain why. Did uncontrollable external factors affect goal accomplishment? If so, explain the circumstances. The results should be recorded in the annual performance report using performance measures that best indicate achievement at the local level, as well as those measures common to NPS servicewide annual goals. The annual performance report both presents results and analyzes them.

The Government Performance and Results Act requires annual performance reports so that the National Park Service, Congress, taxpayers, partners, and friends groups will know how well the annual goals were met. It shows what happened and why. Knowing and understanding *why* goals were achieved (or not) is essential for good management. Reporting performance measures without analysis is of little use.

The annual performance report has two parts: (1) a report on the progress made toward meeting last fiscal year's annual performance plan, and (2) an analysis of the present fiscal year's annual performance plan, identifying continuing goals from the last fiscal year. The reasons why any of last year's goals were not accomplished is explained in this section.

The annual performance report should specifically address park and program performance affected by budget changes to show the effects of changing budget levels and should indicate how well the National Park Service can plan and execute its programs. The development of the annual performance plan and annual performance report should be synchronized with budget development.

Annual performance reports can also be used as the basis of personnel appraisals. Holding employees accountable for achieving the park's or program's annual goals may be a mind shift for some managers. Accountability for results should be within an employee's ability to affect the results. From a servicewide perspective, the evaluation of results from each park at the annual goal level must be reported up, with clear linkages to the servicewide long-term goals and mission goals.

At this point the process continues by returning to step 4 and beginning planning for the next fiscal year. Annual goals and long-term goals not achieved in the just-completed fiscal year will be readjusted as necessary. The National Park Service will be preparing annual performance plans and annual performance reports for each year of this *Strategic Plan*. Each park, program, and central office will also be preparing these documents.

NPS Performance Management Process ("Eight Steps")

Set Goals: Strategic/Conceptual Planning

Why
do we want to accomplish something?

STEP 1. Review NPS servicewide legislation, mission statement, and strategic plan

Review the Organic Act and subsequent NPS legislation and the servicewide *mission* and *mission goals* from the NPS strategic plan. NPS Mission Goal Categories:

I. *Preserve park resources.*

II. *Provide for the public enjoyment and visitor experiences of parks.*

III. *Perpetuate heritage resources and enhance recreational opportunities managed by partners.*

IV. *Ensure organizational effectiveness.*

STEP 2. Establish the *mission* of the specific park or partnership program — its *purpose* and *significance*

'Purpose' states the specific reasons the park or national assistance program was established. *Significance'* describes a park's or partnership's distinctive natural, cultural or recreational resources or values, why they are important within a national or international context, and why they contribute to the purpose of the park or program. Together, they are a park's or program's *mission.'*

As used here, parks are units of the national park system; programs are either formal partnership programs or NPS central offices.

Note: Steps 2-5 & 8 should include public involvement/communication.

What
do we want to accomplish?

STEP 3. Develop park or program mission goals

Mission goals represent the ideal condition the NPS wants to attain or maintain. They must reflect the NPS servicewide mission goals (step 1) and elaborate the particular purpose and significance of the park or program (step 2). These goals should focus on results, not efforts, on conditions not strategies. They should be expressed in terms of desired future conditions: *"What would success look like?"* Most NPS goals relate directly to resource conditions and visitor/public experience. All park/program mission goals must clearly relate to the servicewide mission goals. Mission goals are neither quantified nor have time limits.

STEP 4. Determine long-term goals

Long-term performance goals are the outcomes to be achieved over the foreseeable future, typically 5 years (range, 3- 20 years). Tiering off mission goals and complements to them, long-term goals must describe results, not efforts, and be stated as desired future conditions. NPS Long term goals incorporate performance measures in them with clear quantified target levels of accomplishment and completion dates (By 2002, x%....). NPS long-term goals = GPRA general goals.

Long-term goals incorporate the appropriate measures of performance in them. Outcome measures should be used unless there is truly no alternative; any output measures used must be closely linked to the goals.

STEP 5. Assess Resources: determine current status of resources and visitor services and availability of fiscal and human resources

Assess the condition of the park/program resources (natural, cultural, recreational) to be preserved and the visitor/public services available now. Assess the availability of fiscal and human resources (inputs) and their utilization, constraints and prospects for change. This analysis will help develop resource baselines and realistic goals and help prioritize the outputs (the products and services) needed to achieve the goals.

Note: Steps 1-5=strategic plan; Step 6= annual performance plan; Step 8= annual performance report; all GPRA requirements.

Act: Operational Planning

How
do we plan to accomplish it?

STEP 6. Develop the annual performance plan that includes the (a) annual goals and (b) the annual workplan, the inputs and outputs needed to achieve the goals

Step 6 breaks the long-term focus of Step 4 into annual increments and specifies the actions and resources needed. The annual performance plan links outcome-related performance goals to specific outputs and inputs for a single year. Note that the annual performance plan deals with both "whats" and "hows" by identifying the annual goals and the activities required to accomplish them.

Outcome-related goals: Annual performance goals should be stated so that their relationship with the long-term goals in step 4 is clear. Steps 5 and 6 identify how much of a goal can reasonably be accomplished in one year.

Inputs and outputs: The outputs are the products and services and activities required to achieve the annual goal. The inputs identify the fiscal and human resources required to produce those outputs.

STEP 7. Implement the Annual Performance Plan

Parks/programs receive budget allocations and update annual performance goals to reflect available $ and FTE.

Parks/programs implement the annual performance plans during the year.

Do the Work!

Evaluate: Report Results

Feedback
did we accomplish what we intended?

STEP 8. Develop the annual performance report

Monitor performance toward goals using performance measures at appropriate intervals throughout the year. *Evaluate results* by comparing accomplishments with goals. Use public evaluations, personnel performance contracts, and management assistance process. Adjust subsequent annual goals, work plans, and long-term goals as necessary. *Report results* using the performance measures that best indicate performance locally and, in the aggregate, servicewide to inform the public about the National Park Service. Performance information should help improve management capability, budget formulation, and public satisfaction.

A NOTE:

Using this process and developing goals and their associated performance measures is truly an iterative process — while each step builds on the previous one, it is important to go back and refine the earlier steps. Most groups find that the eight steps work best in the order presented here but often move back and forth. Having the steps available side-by-side helps.

The temptation to go for "hows"— outputs — is as considerable as wanting to skip the annual goals. Focusing on goals frees up people to discover new ways of doing things. Specifying annual goals helps people identify success immediately, for themselves and for their parks/programs.

NPS Consultations in Developing the 1997 *National Park Service Strategic Plan*

The 1997 *National Park Service Strategic Plan* builds directly on the 1991 *National Parks for the 21st Century: The Vail Agenda* and the 1994 *National Park Service Strategic Plan / Vision* document. This new *Strategic Plan* is founded on those earlier efforts and includes the GPRA-required strategic plan performance measurement sections. Extensive consultation with the Congress, the Office of Management and Budget, stakeholders, and the public has been conducted in the development of this plan.

PARTY CONSULTED	DATE	NATURE OF CONSULTATION
Stakeholder public meetings in San Francisco, Denver, and Washington, D.C.	Oct. 1995	Consultation on 1994 *Strategic Plan* and input on goals for 1996 *Draft Strategic Plan*.
NPS GPRA taskforce	May 1995–Present	Taskforce established to guide GPRA implementation process in NPS with servicewide, field, and technical consultation.
Key congressional committee staffs	Aug. 1995 June 1996 Dec. 1996 April 1997	Briefings on status of NPS GPRA implementation.
NPS employees, organizations,* and individuals outside NPS	Winter 1995–1996	10,000 questionnaires mailed nationwide to evaluate existing goals and to suggest needed goals.
All NPS regional superintendents meetings	Spring and Summer 1996	Briefings on NPS GPRA implementation.
DOI Strategic Planning Steering Committee (DOI agencies)**	1996–Present	Consultations and briefings on GPRA implementation in Department of the Interior.

*Organizations that reviewed and commented include the American Forestry Association, American Camping Association, Ducks Unlimited, National Recreation and Parks Association, National Park and Conservation Association, National Park Foundation, National Woodland Owners Association, Partners for Livable Places and Garden Clubs of America. Mailing lists derived from 50 parks across the nation provided responses at the state, regional and local levels. The responses were analyzed and prepared in the booklet *What Americans Think: Responses to Public Review of Possible Long-Range Goals for the National Park Service,* published internally in April 1996.

**Includes all bureaus within Department of the Interior. Coordination with the U.S. Fish and Wildlife Service and the Bureau of Land Management is especially close.

PARTY CONSULTED	DATE	NATURE OF CONSULTATION
Natural Resources Performance Measures Forum (representatives from land managing agencies in several departments)***	1996–Present	Briefings on NPS GPRA implementation status.
NPS employees	Nov. 1996–April 1997	Strategic planning staff trained 100 employees in GPRA, and they trained an additional 2,000 employees representing every park management team.
NPS servicewide, stakeholders and partners, public, key congressional staff, OMB, department, internet posting.	Oct. 1996–Jan. 11, 1997	Nearly 20,000 copies of final *Draft NPS Strategic Plan* distributed and comments requested. Extensive comments received from more than 100 people and organizations during formal comment period.
Congressional consultation	Feb. 1997	Briefings with Congressional staffs.
GAO	Feb. 10, 1997	GPRA briefing.
OMB	Feb. 12, 1997	Detailed presentation of NPS goals by NPS acting deputy director and director of NPS Strategic Planning Office.
George Wright Society Conference (federal, state, local, and international government agencies, and individuals)	March 20, 1997	Presentation on NPS GPRA implementation.
OMB	March 27, 1997	DOI Budget met with OMB to discuss OMB requested goals.
Key congressional staff, DOI, OMB	April 8, 1997	Delivery of interim NPS goals and explanatory paragraphs.
***The National Park Service participates in the Natural Resources Forum with the U.S. Fish and Wildlife Service, Bureau of Land Management and Forest Service.		



Appendix I: National Park Service Related Areas

Affiliated Areas

American Memorial Park
Benjamin Franklin National Memorial
Blackstone River Valley National Heritage Corridor
Chicago Portage National Historic Site
Chimney Rock National Historic Site
David Berger National Memorial
Delaware and Lehigh Navigation Canal National Heritage Corridor
Father Marquette National Memorial
Gloria Dei (Old Swedes') Church National Historic Site
Green Springs Historic District
Historic Camden
Ice Age National Scientific Reserve
Illinois and Michigan Canal National Heritage Corridor
International Peace Garden
Jamestown National Historic Site
McLoughlin House National Historic Site
Pinelands National Reserve
Port Chicago Naval Magazine National Memorial
Quinebaug and Shetucket Rivers Valley National Heritage Corridor
Red Hill Patrick Henry National Memorial
Roosevelt Campobello International Park
Sewall-Belmont House National Historic Site
Touro Synagogue National Historic Site

National Trails System

Appalachian National Scenic Trail
California National Historic Trail
Continental Divide National Scenic Trail
Florida National Scenic Trail
Ice Age National Scenic Trail
Iditarod National Historic Trail
Juan Bautista de Anza National Historic Trail
Lewis and Clark National Historic Trail
Mormon Pioneer National Historic Trail
Natchez Trace National Scenic Trail
Nez Perce National Historic Trail
North Country National Scenic Trail
Oregon National Historic Trail
Overmountain Victory National Historic Trail
Pacific Crest National Scenic Trail
Pony Express National Historic Trail
Potomac Heritage National Scenic Trail
Santa Fe National Historic Trail
Trail of Tears National Historic Trail

Wild and Scenic Rivers System (Rivers Administered by the National Park Service)

Alagnak Wild River
Alatna Wild River
Aniakchak Wild River
Bluestone National Scenic River
Charley Wild River
Chilikadrotna Wild River
Flathead River
Great Egg Harbor Scenic and Recreational River
John Wild River
Kern River
Kings River
Kobuk Wild River
Maurice Scenic and Recreational River
Merced River
Middle Delaware River
Missouri National Recreational River
Mulchatna Wild River
Niobrara National Scenic Riverway
Noatak Wild River
North Fork of the Koyukuk Wild River
Obed Wild and Scenic River
Rio Grande Wild and Scenic River
Saint Croix National Scenic Riverway
Salmon Wild River
Tinayguk Wild River
Tlikakila Wild River
Tuolumne River
Upper Delaware River

Appendix II: Congressional Committee Comments Considered but Not Included in the Plan

All views or modifications suggested by the congressional committees during consultation were considered and included in the final plan.

> The [House Interior Appropriations] Committee commends the Park Service for its continuing work on implementing the Government Performance Results Act (GPRA). This law, which seeks to make government more efficient and effective, places emphasis on results achieved (outcomes) rather than the effort themselves. More importantly, it provides a better framework for daily management decisions. It requires federal agencies to justify increases or changes to a program based on performance rather than a comparison to funds and FTEs received the previous year. The Committee applauds the Park Service goal of reducing unnecessary reporting requirements while providing accountability and accomplishment information to the Congress and the American public.
>
> The Park Service has worked very closely and cooperatively with the Committee on the initial development of its performance goals and strategic plan. The Committee expects the Service to continue that cooperation in the coming years to refine and adjust the goals as necessary to ensure that tax dollars are spent in the most effective and efficient manner.
>
> From the FY98 House Interior Appropriations Committee Report, p. 32

Appendix III: Text of the Government Performance Results Act of 1993

Public Law 103-62; August 3, 1993

Government Performance and Results Act of 1993

An Act to provide for the establishment of strategic planning and performance measurement in the Federal Government, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SEC. 1. SHORT TITLE.

This Act may be cited as the "Government Performance and Results Act of 1993".

SEC. 2. FINDINGS AND PURPOSES.

(a) Findings- The Congress finds that—

(1) waste and inefficiency in Federal programs undermine the confidence of the American people in the Government and reduces the Federal Government's ability to address adequately vital public needs;

(2) Federal managers are seriously disadvantaged in their efforts to improve program efficiency and effectiveness, because of insufficient articulation of program goals and inadequate information on program performance; and

(3) congressional policymaking, spending decisions and program oversight are seriously handicapped by insufficient attention to program performance and results.

(b) Purposes- The purposes of this Act are to—

(1) improve the confidence of the American people in the capability of the Federal Government, by systematically holding Federal agencies accountable for achieving program results;

(2) initiate program performance reform with a series of pilot projects in setting program goals, measuring program performance against those goals, and reporting publicly on their progress;

(3) improve Federal program effectiveness and public accountability by promoting a new focus on results, service quality, and customer satisfaction;

(4) help Federal managers improve service delivery, by requiring that they plan for meeting program objectives and by providing them with information about program results and service quality;

(5) improve congressional decisionmaking by providing more objective information on achieving statutory objectives, and on the relative effectiveness and efficiency of Federal programs and spending; and

(6) improve internal management of the Federal Government.

SEC. 3. STRATEGIC PLANNING.

Chapter 3 of title 5, United States Code, is amended by adding after section 305 the following new section:

"§ 306. Strategic plans

"(a) No later than September 30, 1997, the head of each agency shall submit to the Director of the Office of Management and Budget and to the Congress a strategic plan for program activities. Such plan shall contain—

"(1) a comprehensive mission statement covering the major functions and operations of the agency;

"(2) general goals and objectives, including outcome-related goals and objectives, for the major functions and operations of the agency;

"(3) a description of how the goals and objectives are to be achieved, including a description of the operational processes, skills and technology, and the human, capital, information, and other resources required to meet those goals and objectives;

"(4) a description of how the performance goals included in the plan required by section 1115(a) of title 31 shall be related to the general goals and objectives in the strategic plan;

"(5) an identification of those key factors external to the agency and beyond its control that could significantly affect the achievement of the general goals and objectives; and

"(6) a description of the program evaluations used in establishing or revising general goals and objectives, with a schedule for future program evaluations.

"(b) The strategic plan shall cover a period of not less than five years forward from the fiscal year in which it is submitted, and shall be updated and revised at least every three years.

"(c) The performance plan required by section 1115 of title 31 shall be consistent with the agency's strategic plan. A performance plan may not be submitted for a fiscal year not covered by a current strategic plan under this section.

"(d) When developing a strategic plan, the agency shall consult with the Congress, and shall solicit and consider the views and suggestions of those entities potentially affected by or interested in such a plan.

"(e) The functions and activities of this section shall be considered to be inherently Governmental functions. The drafting of strategic plans under this section shall be performed only by Federal employees.

"(f) For purposes of this section the term 'agency' means an Executive agency defined under section 105, but does not include the Central Intelligence Agency, the General Accounting Office, the Panama Canal Commission, the United States Postal Service, and the Postal Rate Commission.".

SEC. 4. ANNUAL PERFORMANCE PLANS AND REPORTS.

(a) Budget Contents and Submission to Congress- Section 1105(a) of title 31, United States Code, is amended by adding at the end thereof the following new paragraph:

"(29) beginning with fiscal year 1999, a Federal Government performance plan for the overall budget as provided for under section 1115.".

"(b) Performance Plans and Reports- Chapter 11 of title 31, United States Code, is amended by adding after section 1114 the following new sections:

"§ 1115. Performance plans

"(a) In carrying out the provisions of section 1105(a)(29), the Director of the Office of Management and Budget shall require each agency to prepare an annual performance plan covering each program activity set forth in the budget of such agency. Such plan shall—

"(1) establish performance goals to define the level of performance to be achieved by a program activity;

"(2) express such goals in an objective, quantifiable, and measurable form unless authorized to be in an alternative form under subsection (b);

"(3) briefly describe the operational processes, skills and technology, and the human, capital, information, or other resources required to meet the performance goals;

"(4) establish performance indicators to be used in measuring or assessing the relevant outputs, service levels, and outcomes of each program activity;

"(5) provide a basis for comparing actual program results with the established performance goals; and

"(6) describe the means to be used to verify and validate measured values.

"(b) If an agency, in consultation with the Director of the Office of Management and Budget, determines that it is not feasible to express the performance goals for a particular program activity in an objective, quantifiable, and measurable form, the

Director of the Office of Management and Budget may authorize an alternative form. Such alternative form shall—

"(1) include separate descriptive statements of—

"(A)(I) a minimally effective program, and

"(*ii*) a successful program, or

"(B) such alternative as authorized by the Director of the Office of Management and Budget, with sufficient precision and in such terms that would allow for an accurate, independent determination of whether the program activity's performance meets the criteria of the description; or

"(2) state why it is infeasible or impractical to express a performance goal in any form for the program activity.

"(c) For the purpose of complying with this section, an agency may aggregate, disaggregate, or consolidate program activities, except that any aggregation or consolidation may not omit or minimize the significance of any program activity constituting a major function or operation for the agency.

"(d) An agency may submit with its annual performance plan an appendix covering any portion of the plan that—

"(1) is specifically authorized under criteria established by an Executive order to be kept secret in the interest of national defense or foreign policy; and

"(2) is properly classified pursuant to such Executive order.

"(e) The functions and activities of this section shall be considered to be inherently Governmental functions. The drafting of performance plans under this section shall be performed only by Federal employees.

"(f) For purposes of this section and sections 1116 through 1119, and sections 9703 and 9704 the term—

"(1) 'agency' has the same meaning as such term is defined under section 306(f) of title 5;

"(2) 'outcome measure' means an assessment of the results of a program activity compared to its intended purpose;

"(3) 'output measure' means the tabulation, calculation, or recording of activity or effort and can be expressed in a quantitative or qualitative manner;

"(4) 'performance goal' means a target level of performance expressed as a tangible, measurable objective, against which actual achievement can be compared, including a goal expressed as a quantitative standard, value, or rate;

"(5) 'performance indicator' means a particular value or characteristic used to measure output or outcome;

"(6) 'program activity' means a specific activity or project as listed in the program and financing schedules of the annual budget of the United States Government; and

"(7) 'program evaluation' means an assessment, through objective measurement and systematic analysis, of the manner and extent to which Federal programs achieve intended objectives.

"§ 1116. Program performance reports

"(a) No later than March 31, 2000, and no later than March 31 of each year thereafter, the head of each agency shall prepare and submit to the President and the Congress, a report on program performance for the previous fiscal year.

"(b)(1) Each program performance report shall set forth the performance indicators established in the agency performance plan under section 1115, along with the actual program performance achieved compared with the performance goals expressed in the plan for that fiscal year.

"(2) If performance goals are specified in an alternative form under section 1115(b), the results of such program shall be described in relation to such specifications, including whether the performance failed to meet the criteria of a minimally effective or successful program.

"(c) The report for fiscal year 2000 shall include actual results for the preceding fiscal year, the report for fiscal year 2001 shall include actual results for the two preceding fiscal years, and the report for fiscal year 2002 and all subsequent reports shall include actual results for the three preceding fiscal years.

"(d) Each report shall—

"(1) review the success of achieving the performance goals of the fiscal year;

"(2) evaluate the performance plan for the current fiscal year relative to the performance achieved toward the performance goals in the fiscal year covered by the report;

"(3) explain and describe, where a performance goal has not been met (including when a program activity's performance is determined not to have met the criteria of a successful program activity under section 1115(b)(1)(A)(ii) or a corresponding level of achievement if another alternative form is used)—

"(A) why the goal was not met;

"(B) those plans and schedules for achieving the established performance goal; and

"(C) if the performance goal is impractical or infeasible, why that is the case and what action is recommended;

"(4) describe the use and assess the effectiveness in achieving performance goals of any waiver under section 9703 of this title; and

"(5) include the summary findings of those program evaluations completed during the fiscal year covered by the report.

"(e) An agency head may include all program performance information required annually under this section in an annual financial statement required under section 3515 if any such statement is submitted to the Congress no later than March 31 of the applicable fiscal year.

"(f) The functions and activities of this section shall be considered to be inherently Governmental functions. The drafting of program performance reports under this section shall be performed only by Federal employees.

"§ 1117. Exemption

"The Director of the Office of Management and Budget may exempt from the requirements of sections 1115 and 1116 of this title and section 306 of title 5, any agency with annual outlays of $20,000,000 or less.".

SEC. 5. MANAGERIAL ACCOUNTABILITY AND FLEXIBILITY.

(a) Managerial Accountability And Flexibility- Chapter 97 of title 31, United States Code, is amended by adding after section 9702, the following new section:

§ 9703. Managerial accountability and flexibility

"(a) Beginning with fiscal year 1999, the performance plans required under section 1115 may include proposals to waive administrative procedural requirements and controls, including specification of personnel staffing levels, limitations on compensation or remuneration, and prohibitions or restrictions on funding transfers among budget object classification 20 and subclassifications 11, 12, 31, and 32 of each annual budget submitted under section 1105, in return for specific individual or organization accountability to achieve a performance goal. In preparing and submitting the performance plan under section 1105(a)(29), the Director of the Office of Management and Budget shall review and may approve any proposed waivers. A waiver shall take effect at the beginning of the fiscal year for which the waiver is approved.

"(b) Any such proposal under subsection (a) shall describe the anticipated effects on performance resulting from greater managerial or organizational flexibility, discretion, and authority, and shall quantify the expected improvements in performance resulting from any waiver. The expected improvements shall be compared to current actual performance, and to the projected level of performance that would be achieved independent of any waiver.

"(c) Any proposal waiving limitations on compensation or remuneration shall precisely express the monetary change in compensation or remuneration amounts,

such as bonuses or awards, that shall result from meeting, exceeding, or failing to meet performance goals.

"(d) Any proposed waiver of procedural requirements or controls imposed by an agency (other than the proposing agency or the Office of Management and Budget) may not be included in a performance plan unless it is endorsed by the agency that established the requirement, and the endorsement included in the proposing agency's performance plan.

"(e) A waiver shall be in effect for one or two years as specified by the Director of the Office of Management and Budget in approving the waiver. A waiver may be renewed for a subsequent year. After a waiver has been in effect for three consecutive years, the performance plan prepared under section 1115 may propose that a waiver, other than a waiver of limitations on compensation or remuneration, be made permanent.

"(f) For purposes of this section, the definitions under section 1115(f) shall apply.".

SEC. 6. PILOT PROJECTS.

(a) Performance Plans and Reports-Chapter 11 of title 31, United States Code, is amended by inserting after section 1117 (as added by section 4 of this Act) the following new section:

"§ 1118. Pilot projects for performance goals

"(a) The Director of the Office of Management and Budget, after consultation with the head of each agency, shall designate not less than ten agencies as pilot projects in performance measurement for fiscal years 1994, 1995, and 1996. The selected agencies shall reflect a representative range of Government functions and capabilities in measuring and reporting program performance.

"(b) Pilot projects in the designated agencies shall undertake the preparation of performance plans under section 1115, and program performance reports under section 1116, other than section 1116(c), for one or more of the major functions and operations of the agency. A strategic plan shall be used when preparing agency performance plans during one or more years of the pilot period.

"(c) No later than May 1, 1997, the Director of the Office of Management and Budget shall submit a report to the President and to the Congress which shall—

"(1) assess the benefits, costs, and usefulness of the plans and reports prepared by the pilot agencies in meeting the purposes of the Government Performance and Results Act of 1993;

"(2) identify any significant difficulties experienced by the pilot agencies in preparing plans and reports; and

"(3) set forth any recommended changes in the requirements of the provisions of Government Performance and Results Act of 1993, section 306 of title 5, sections 1105, 1115, 1116, 1117, 1119 and 9703 of this title, and this section.".

(b) Managerial Accountability and Flexibility- Chapter 97 of title 31, United States Code, is amended by inserting after section 9703 (as added by section 5 of this Act) the following new section:

"§ 9704. Pilot projects for managerial accountability and flexibility

"(a) The Director of the Office of Management and Budget shall designate not less than five agencies as pilot projects in managerial accountability and flexibility for fiscal years 1995 and 1996. Such agencies shall be selected from those designated as pilot projects under section 1118 and shall reflect a representative range of Government functions and capabilities in measuring and reporting program performance.

"(b) Pilot projects in the designated agencies shall include proposed waivers in accordance with section 9703 for one or more of the major functions and operations of the agency.

"(c) The Director of the Office of Management and Budget shall include in the report to the President and to the Congress required under section 1118(c)—

"(1) an assessment of the benefits, costs, and usefulness of increasing managerial and organizational flexibility, discretion, and authority in exchange for improved performance through a waiver; and

"(2) an identification of any significant difficulties experienced by the pilot agencies in preparing proposed waivers.

"(d) For purposes of this section the definitions under section 1115(f) shall apply.".

(c) Performance Budgeting- Chapter 11 of title 31, United States Code, is amended by inserting after section 1118 (as added by section 6 of this Act) the following new section:

"§ 1119. Pilot projects for performance budgeting

"(a) The Director of the Office of Management and Budget, after consultation with the head of each agency shall designate not less than five agencies as pilot projects in performance budgeting for fiscal years 1998 and 1999. At least three of the agencies shall be selected from those designated as pilot projects under section

1118, and shall also reflect a representative range of Government functions and capabilities in measuring and reporting program performance.

"(b) Pilot projects in the designated agencies shall cover the preparation of performance budgets. Such budgets shall present, for one or more of the major functions and operations of the agency, the varying levels of performance, including outcome-related performance, that would result from different budgeted amounts.

"(c) The Director of the Office of Management and Budget shall include, as an alternative budget presentation in the budget submitted under section 1105 for fiscal year 1999, the performance budgets of the designated agencies for this fiscal year.

"(d) No later than March 31, 2001, the Director of the Office of Management and Budget shall transmit a report to the President and to the Congress on the performance budgeting pilot projects which shall—

"(1) assess the feasibility and advisability of including a performance budget as part of the annual budget submitted under section 1105;

"(2) describe any difficulties encountered by the pilot agencies in preparing a performance budget;

"(3) recommend whether legislation requiring performance budgets should be proposed and the general provisions of any legislation; and

"(4) set forth any recommended changes in the other requirements of the Government Performance and Results Act of 1993, section 306 of title 5, sections 1105, 1115, 1116, 1117, and 9703 of this title, and this section.

"(e) After receipt of the report required under subsection (d), the Congress may specify that a performance budget be submitted as part of the annual budget submitted under section 1105.".

SEC. 7. UNITED STATES POSTAL SERVICE. [OMITTED]

SEC. 8. CONGRESSIONAL OVERSIGHT AND LEGISLATION.

(a) In General- Nothing in this Act shall be construed as limiting the ability of Congress to establish, amend, suspend, or annul a performance goal. Any such action shall have the effect of superseding that goal in the plan submitted under section 1105(a)(29) of title 31, United States Code.

(b) GAO Report- No later than June 1, 1997, the Comptroller General of the United States shall report to Congress on the implementation of this Act, including the prospects for compliance by Federal agencies beyond those participating as pilot projects under sections 1118 and 9704 of title 31, United States Code.

SEC. 9. TRAINING.

The Office of Personnel Management shall, in consultation with the Director of the Office of Management and Budget and the Comptroller General of the United States, develop a strategic planning and performance measurement training component for its management training program and otherwise provide managers with an orientation on the development and use of strategic planning and program performance measurement.

SEC. 10. APPLICATION OF ACT.

No provision or amendment made by this Act may be construed as—

(1) creating any right, privilege, benefit, or entitlement for any person who is not an officer or employee of the United States acting in such capacity, and no person who is not an officer or employee of the United States acting in such capacity shall have standing to file any civil action in a court of the United States to enforce any provision or amendment made by this Act; or

(2) superseding any statutory requirement, including any requirement under section 553 of title 5, United States Code.

SEC. 11. TECHNICAL AND CONFORMING AMENDMENTS.

(a) Amendment to Title 5, United States Code- The table of sections for chapter 3 of title 5, United States Code, is amended by adding after the item relating to section 305 the following:

"306. Strategic plans.".

(b) Amendments to Title 31, United States Code.-

(1) Amendment to Chapter 11- The table of sections for chapter 11 of title 31, United States Code, is amended by adding after the item relating to section 1114 the following:

"1115. Performance plans.

"1116. Program performance reports.

"1117. Exemptions.

"1118. Pilot projects for performance goals.

"1119. Pilot projects for performance budgeting.".

(2) Amendment to Chapter 97- The table of sections for chapter 97 of title 31, United States Code, is amended by adding after the item relating to section 9702 the following:

"9703. Managerial accountability and flexibility.

"9704. Pilot projects for managerial accountability and flexibility.".

(c) Amendment to Title 39, United States Code- The table of chapters for part III of title 39, United States Code, is amended by adding at the end thereof the following new item:

"28. Strategic planning and performance management ... 2801".

Approved August 3, 1993.

Appendix IV: National Park Service GPRA Process and Terminology

Eight-Step Process: The NPS-developed performance management process is a set of eight steps to be followed by parks and programs to determine the *why, what*, and *how* of performance management and to determine if performance goals are accomplished.

Why-What-How: The NPS GPRA planning approach defines first the *why* (purpose and significance), then the *what* (goals), and lastly the *how* (methods). This approach forces clear thinking about success before deciding methods to achieve it.

Mission Statement: A concise summary of *why* the National Park Service exists and what its parks, programs, and central offices do, as required by law. The mission statement presents the main purposes for major functions and operations:

for the National Park Service, as defined by the NPS mission statement
for park units, as defined by their purpose and significance and as derived from their legislation
for partnership programs, as defined by legislation and NPS policy
for central offices, as defined by legislation and NPS organizational structure.

Park Purpose: The purpose (or purposes) for which a park unit was created. The purpose is usually described in the enabling legislation or presidential proclamation that established the unit. Subsequent federal actions, such as designation of wilderness areas or wild and scenic river status, or international program designations, such as a world heritage site or biosphere reserve, add new purpose(s) to the unit.

Park Significance: The many exceptional resource values of a particular unit. Park significance is sometimes found in the establishing documents, but more often significance is refined after establishment, reflecting the values society places on the unit at the present time. A unit's exceptional resources are sometimes ranked as global, national, or regional in significance.

Mission Goal: A servicewide, park, program, or central office goal that directly reflects the NPS mission of preserving and managing resources in perpetuity and providing visitor and public experiences. Mission goals (which are not quantified) provide the framework for long-term and annual goals (which are quantified). Taken together, NPS mission goals encompass the entire NPS mission. Stated as desired future conditions, mission goals reflect the never-ending commitments that come from the NPS Organic Act and subsequent legislation. The National Park Service, as a preservation agency, added mission goals because its mission has a much longer time frame than GPRA five-year "general goals." This plan has nine servicewide mission goals.

Desired Future Condition: All NPS/GPRA goals, whether mission goals, long-term goals, or annual goals, are stated as desired future resource or visitor experience conditions. When combined, desired future conditions articulate a servicewide vision for the park's, program's, or central office's future, as well as the conditions necessary to accomplish purpose and maintain significance. They describe "what success would look like."

Long-term Goal: Known as a "general goal" in the Government Performance and Results Act, a long-term goal is a subset of a mission goal. Long-term goals are outcomes that describe results, not efforts. They show results in the condition of natural and cultural resources and recreational opportunities and in visitor experiences. Long-term goals allow future assessments of goal achievement. They incorporate performance measures in them and are stated in measurable terms with clear performance targets (levels of accomplishment) and completion dates. For planning purposes, a long-term goal is 5 years in duration, but may have a duration of 3 to 20 years. The National Park Service has 31 servicewide long-term goals that nest under the 9 servicewide mission goals. Parks and programs must use the NPS servicewide goals if applicable to them but can also have additional park or program-specific goals that complement the NPS servicewide goals and fit under the NPS servicewide mission goals.

Annual Performance Goal: A single-year target level of performance in the framework of the long-term and mission goals and a further refinement of them. Annual goals are outcomes. Annual performance goals for a park or program are tiered from that park's or program's long-term goals and usually are stated in the same way as long-term goals. They, too, describe results, not efforts, and they are written as a desired resource or visitor experience condition. Annual goals allow future assessments of goal achievement. Annual performance goals incorporate performance measures in them; they are stated in measurable terms, with clear performance targets (levels of accomplishment). They specify achievements within that fiscal year. They are neither products nor activities (outputs), but the results of products or activities. They show results in the condition of natural and cultural resources and recreational opportunities and visitor experiences. Over time, annual goals "stack up" to achieve long-term (five-year) goals.

Annual Performance Plan: The annual performance plan consists of the park's annual performance goals (outcomes) and its annual work plan (outputs and inputs). Sometimes called a performance management plan, this plan is required by the Government Performance and Results Act. This document guides the organization's actions on a day-to-day basis. It displays and explains what personnel,

time, materials, and funding are needed in the upcoming fiscal year to achieve the stated annual performance goals, and how they contribute to achieving the long-term goals.

Annual Performance Report: The Government Performance and Results Act requires annual performance reports for reporting on performance. Each park, program, and central office, as well as the agency itself, will prepare a report on accomplishments and failures in achieving the annual goals stated in its previous year's annual performance plan. Note that the Government Performance and Results Act allows for "key external factors" to help explain why a goal was not achieved.

Resources: Resources include (1) natural and cultural: as in preserve the resources; (2) funds, personnel, supplies, equipment used: as in resources available.

Inputs, Outputs, and Outcomes:

Input: The resources used in producing an output or outcome (like personnel, materials, time, and funding). *(FTE, dollars, park brochures, photographs in interpretive programs, hand tools, weapons, and water bars)*

Input Measure: The quantity of resources available to produce products and services. *(Number of FTE, number of dollars, number of park brochures, number of photographs in interpretive programs, number of hand tools, number of weapons, and number of waterbars)*

Output: Products or services produced or provided. *(Interpretive programs provided to visitors, IPM treatments conducted, ARPA arrests made, miles of trails rehabilitated)*

Output Measure: The actual number of products or services accomplished. *(Number of interpretive programs provided to visitors, number of IPM treatments conducted, number of ARPA arrests made, number of miles of trails rehabilitated)*

Outcome: The intended result, effect, or consequence of carrying out a program or activity. *(Satisfied, knowledgeable visitors; resources in good condition)*

Outcome Measure: The actual results, effects, or consequences of activities compared to their original intentions. *(Percent satisfied, knowledgeable visitors; percent of resources in good condition)*

Captions for Photos in Strategic Plan

In order of appearance:

Page ii	In the Garfield Grove, Sequoia National Park Photo by Tim McLaughlin
Page viii	Cliff Palace, Mesa Verde National Park Photo by Larry Norris
Page x	Lincoln Memorial, Washington, D.C. Photo by Larry Norris
Page 6	Nature Walk, Everglades National Park NPS Photo
Page 42	Gateway Arch, Jefferson National Expansion Memorial NPS Photo
Page 58	Liberty Bell, Independence National Historical Park NPS Photo
Page 70	Point Reyes Lighthouse, Point Reyes National Seashore NPS Photo

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As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historical places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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