Managing for Results

NATIONAL PARK SERVICE

Department of the Interior

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(FY 2001-2005)

The National Park Service Strategic Plan for 2001-2005 is on the internet at: *www.nps.gov/planning/sp*

The Department of the Interior Strategic Plan is on the internet at: *www.doi.gov/fyst*.html

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"Performance management is the "business system" of the NPS. Performance management and GPRA take what we have been doing and help us do it better.

NPS implementation of performance management creates a consistent framework for linking Servicewide goals with the particular needs and priorities of individual parks and partnership programs.

Park and program managers can use the performance management approach to establish a shared vision of what needs to be accomplished, develop annual work plans, measure the effectiveness of the actions taken, and incorporate lessons learned" -- Deny Galvin,
Deputy Director of the National Park Service

This version of *Managing for Results* is substantially revised from earlier versions of GPRA on the GO and reflects the new goals and revised technical guidance published in January and March 2000. Previous versions of GPRA on the GO should be sent for recycling as they are no longer accurate.

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National Park Service Mission Statement

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.

Performance Management!

Not just reporting.

INTRODUCTION

GPRA on the GO introduces you to performance management based on the Government Performance and Results Act of 1993 (GPRA). A comprehensive guide to NPS GPRA implementation is the *Field Guide to National Park Service Performance Management*. A copy of the third edition, dated 2000 (available late spring 2000), should be available in every park. Please use the *Field Guide to National Park Service Performance Management* for answers to more technical questions.

GPRA and performance management will be fully successful when they truly become the NPS Management System and guide both long-term and daily NPS decision-making. GPRA guidelines establish a means of routinely using performance management in daily operations. The National Park Service, and the entire federal government, are moving toward performance management using the strategic planning process to accomplish their missions.

To implement performance management, the National Park Service has developed the Eight-Step Process (see chart pp. 12 - 13 and the back cover) and a set of Servicewide goals (see page 21).

PERFORMANCE MANAGEMENT

What is performance management? Performance management is managing for results. It ensures that daily actions are guided by established goals, followed by performance measurement and evaluation. These performance measures help us know how effective we are—in fulfilling our mission—and how efficient we are —in using the least inputs to achieve the greatest outcomes. This is done by developing a mission statement, long-term goals, and annual performance goals that reflect the NPS mission, then by measuring and reporting on our actual performance. Performance management focuses on outcomes rather than outputs, on results rather than activities or funds expended or FTEs used. The established and proven performance management approach is to establish goals - allocate resources - take action - measure results - evaluate performance.

Performance management means being very deliberate in setting and stating goals and reporting on accomplishments. In times of tight federal budgets, performance management can help the National Park Service get the most out of available resources. In times of public cynicism towards the federal government, performance management helps show taxpayers the value NPS creates in exchange for the money appropriated annually by Congress.

Performance management focuses on the results of efforts rather than on the efforts themselves. Describing where we want to be within a particular time frame, based on realistic assessments of capabilities and constraints, helps us to more effectively manage our fiscal and human resources. Performance management is not an attempt to do more with less, but an attempt to balance the fiscal and human resources available and focus on realistic goals.

GOVERNMENT PERFORMANCE and RESULTS ACT of 1993 (GPRA)

GPRA is one of the most recent and comprehensive of a number of laws and executive orders directing federal agencies to join the "performance management revolution" already embraced by private industry and many local, state, and international governments. It has the potential to profoundly affect park and program operations.

GPRA's purpose is to make government more effective and more efficient. Effectiveness is doing the right things at the right time. Efficiency is using resources wisely and without waste by looking at the cost-to-benefits ratio. The value of the results achieved is the return on investment made in the National Park Service by Congress and the American public.

GPRA required each agency to submit to the Office of Management and Budget (OMB) and the Congress:

✔ a five-year Strategic Plan by September 30, 1997, that is reviewed and updated every 3 years (NPS completed its first strategic plan by that date and revised that plaln in 2000 for FYs 2001-2005),

✔ an annual performance plan establishing performance goals starting with fiscal year 1999 and every subsequent fiscal year (NPS started in FY 98 and has prepared plans for FYs 1999, 2000, and 2001); and

✔ an annual performance report each year reviewing the year's successes and failures and identifying areas where activities or goals need to be revised in the future (the first annual performance report was for fiscal year 1999 and was due and submitted by March 31, 2000 to the President and to the Congress).

The National Parks Omnibus Management Act of 1998 requires each park unit to have a strategic plan and an annual performance plan available to the public by January 1 of each fiscal year.

WHY DO PERFORMANCE MANAGEMENT?

It's not enough to say we do performance management because we have to. Performance management has both immediate and long- term benefits:

☞ It provides common vision of the purpose and future of the National Park Service, the National Park System and the specific parks and programs. With goals stated clearly and concisely, it helps people work together across traditional divisional lines and focus on what is most important.

☞ It helps strengthen public support for NPS resource preservation and visitor services. Performance management helps explain our mission, goals, and actions to the public and to Congress, showing the results accomplished for the monies appropriated and services provided.

☞ It helps NPS personnel communicate, so we can tie our own personal efforts toward the mission of the National Park Service and know how each of us contributes to that mission every day.

☞ It focuses on results so we can agree why we are here, what success looks like, and how best to proceed.

☞ It encourages new ways of thinking about how to achieve results -- reengineering work processes.

☞ It articulates the value the National Park Service creates for the public— it's our promise to the American people.

☞ It makes better arguments for budget increases (and against decreases).

☞ It provides a better framework for daily management decisions.

Why do performance management? Bob Stanton, Director of the National Park Service, has called NPS GPRA implementation a "common sense management system." Connie Backlund, Superintendent of Carl Sandburg Home National Historic Site, sums it up this way: "The focus on long-term planning for park goals rather than divisional goals is important to my staff. We have a greater sense of working together to accomplish the results we have identified."

Franklin D. Raines, recent Director of the Office of Management and Budget, said that the "Inherent appeal of programs will not be enough; congressional support will not be enough either — [you] have to demonstrate real results — those who can't will come out on the shorter end of those who can." He praised performance management as a way to "get managers to achieve goals they might otherwise not achieve — [and thus produce] levels of achievement far beyond what many would have expected."

PERFORMANCE MANAGEMENT AND NPS

Performance management connects our goal setting with our operations. We need to be clear what our mission is, what our goals are, and what success looks like before we act. We have to do the right things at the right time, and do them well. Goals without inputs (dollars and FTEs) result in wishes, not real results. Inputs and outputs (services, activities and products) without clear outcomes mean that we may be working ourselves ragged without doing what is most important to fulfilling the National Park Service's mission.

Performance management requires a "mind shift" for us. We have been brought up to manage by dollars and FTEs, to be sure that we do not overspend the former nor exceed the latter. These are inputs. We have long reported how many interpretive programs we give, how many publications we produce, or how many acres are mowed. These are outputs, the products or services produced by our activities. Performance management focuses on how well we are achieving the goals related to our mission. We want to ensure that our outcomes are supported by our inputs and outputs. For the NPS, preserved resources and public enjoyment of parks are the two major outcomes. Performance measures help us know how effectively we are fulfilling our mission, and how efficiently we are using the fewest inputs to achieve the greatest outcomes.

The NPS's performance management efforts are integrated into a single system, the Performance Management Data System (PMDS). PMDS allows all parks, programs, and central offices with access to the Department of Interior intranet to directly input their goals and the goals' associated dollars and FTEs. The PMDS site (http://165.83.20.6/amoeba.nsf — not designated for public access) is used for reporting planned and actual goal accomplishment for Servicewide aggregation. PMDS is also used in the budget formulation process. When fully implemented, integrated reporting systems, (PMDS, PMIS, AFSII) will allow NPS to reduce duplicate reporting requirements while providing accountability and accomplishment information not readily available now. PMDS can become our management information system.

Deny Galvin, Deputy Director of the National Park Service, calls performance management the "business system" of the NPS. Performance management and GPRA can take what we have been doing and help us do it better.

NPS implementation of performance management creates a consistent framework for linking Servicewide goals with the particular needs and priorities of individual parks and partnership programs.

Park and program managers can use the performance management approach to establish a shared vision of what needs to be accomplished, develop annual work plans, measure the effectiveness of the actions taken, and incorporate lessons learned.

THE NPS APPROACH TO PERFORMANCE MANAGEMENT

Performance management must work in the field, and for the field, while acknowledging other "customers" as well. Implementation of performance management in the NPS follows four basic principles:

1. its implementation is field-oriented;

2. it creates a useful management tool at all levels of the organization;

3. it integrates all aspects of management into a single, comprehensive system; and

4. it complies with the legal requirements of GPRA and associated mandates.

There have been many participants in the development of the performance management process at the National Park Service. In 1995, prototype parks and programs helped in the earliest stages of NPS GPRA implementation by developing and testing early concepts of how to make it work (the "Eight Step Process"). Lead and "chomper" parks (so called because of their desire to begin using performance management at an early stage), the GPRA Taskforce (with representatives from each

region, key Washington offices, parks, and partnership programs), numerous individuals, and the NPS Strategic Planning Office have all been involved. In the fall of 1999, "Goal Groups" were established. RDs and WASO Associates co-chair these groups and each contain field personnel and subject-matter experts. The GPRA Taskforce recently evolved into the NPS Performance Management Council (PMS) and is overseeing and coordinating the implementation of a Servicewide performance management system, including national strategic planning and budgeting, park and program level planning, goal setting, resource allocation, performance measurement, and Servicewide evaluation and reporting.

The NPS GPRA effort includes the entire Service — every employee. We are each responsible for our actions and outcomes. By using performance management we will all improve our ability to manage and communicate.

Starting with the Servicewide strategic plan and a park's or program's specific legislation, and using the "Eight Step Process," parks and programs can both contribute to the Servicewide goals and meet their own special needs.

LINKS TO GPRA

Performance management is a "business system." As such, it integrates how we manage and link together all the key management elements: personnel, budget, planning, operations evaluation, and information management.

Personnel: Performance measurement provides ways to show accomplishments, supporting the NPS Restructuring Plan with its clear field orientation and increased field authority. By 2005 all employees' performance plans will be linked to performance goals.

Budget: NPS is working toward closer relationships between budget requests and performance goals. Each fiscal year's Annual Performance Plan is included in the "green book" for that fiscal year. Annual Performance Reports are also included in the "green book.". The AFSII Crosswalk meets Federal Accounting Standards Advisory Board (FASAB) requirements and ties all accounts to goals.

Planning: The performance management process relates to many aspects of the existing NPS planning process. While a strategic plan is not a substitute for a general management plan, revisions to DO-2 incorporate GPRA requirements and seeks to clarify the relationship of GPRA to general management plans.

Information Management: The Performance Management Data System (PMDS) was developed for GPRA reporting to make it as simple and effective as possible. Located on the NPS intranet, the PMDS allows every park and program direct access for reporting planned and actual goal accomplishments. Associate and Regional Directors have direct access to PMDS to assist them in making more informed decisions.

NPS GPRA TERMINOLOGY

Inputs: The resources used in producing an output or outcome (i.e., dollars, FTE, park brochures, photographs in interpretive programs, hand tools, weapons).

Outputs: Products or services produced or provided (i.e., interpretive programs provided to visitors, IPM treatments conducted, ARPA arrests made, trails rehabilitated).

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

Mission Goals: Continue indefinitely; are inclusive of all that the National Park Service does.

Long-term Goals: Generally five-year duration; not all-inclusive; used for performance measurement and budget formation.

Annual Goals: One fiscal year duration; specific, not inclusive; used for performance measurement, personnel appraisals and budget formation. Reflect incremental achievements toward long- term goals.

Resources:
(1)   natural and cultural: as in the preservation and condition of the resources, or
(2)   the organization's fiscal and human resources: as in the money and capability to do the work.

STRATEGIC PLANS

As required by GPRA, the National Park Service published its first GPRA compliant Servicewide Strategic Plan in 1997. Each park and partnership program also has its own strategic plan that relates to the Servicewide plan. Also as required by GPRA, the NPS has updated that strategic plan with revised long-term goals for fiscal years 2001- 2005.
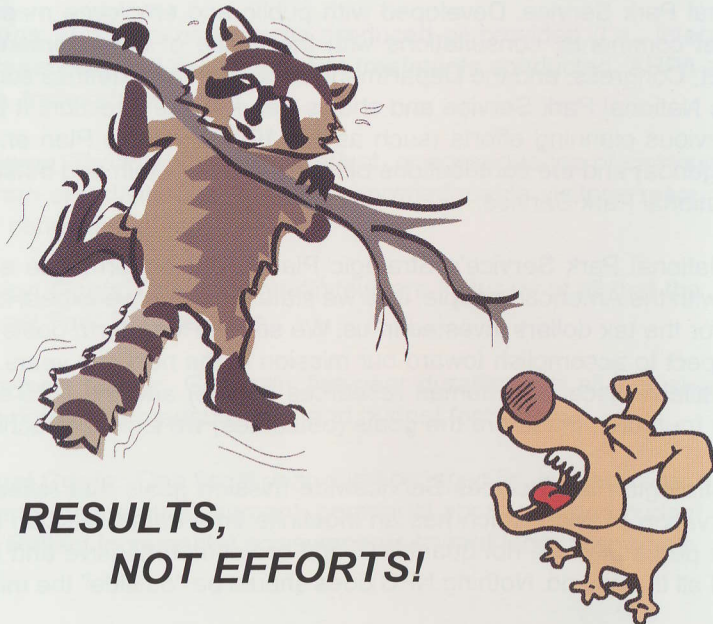
The Servicewide Strategic Plan includes the National Park Service's mission statement, mission goals, long-term goals, and planned program evaluations. It provides the framework and direction for the entire National Park Service. Developed with public and employee meetings, internet comments, consultations with the Office of Management and Budget, Congress, and the Department of the Interior, it defines success for the National Park Service and shows Servicewide direction. It builds on previous planning efforts (such as the 1997 Strategic Plan and the Vail Agenda) and the contributions of many people within and outside of the National Park Service.

The National Park Service's Strategic Plan is our performance agreement with the American people. In it we state the value we expect to produce for the tax dollars invested in us. We state in long-term goals what we expect to accomplish toward our mission in the next five years. With the available fiscal and human resources (inputs) and the NPS's best efforts (outputs), these are the goals (outcomes) we expect to achieve.

The Strategic Plan includes Servicewide mission goals that reflect our preservation mission which has an indefinite time frame. Mission goals are for perpetuity, are not quantified, and are comprehensive and inclusive of all that we do. Nothing NPS does should be "outside" the mission

goals. Long-term goals are typically for five years, and are representative, not all-inclusive of what we do. The NPS long-term goals provide specific measurable goals to be achieved within the set time period. Parks and programs may develop additional long-term goals specific to their park or program that are not covered by Servicewide goals. They should reflect local aspects of a park or program's mission and must be measurable outcomes. Limit these goals to as few as possible. Activities, products, or standards are not acceptable -- put them in your work plan.

Preparation of a park, program, or central office strategic plan, annual performance plan, and annual performance report brings two strands together: the Servicewide mission and the particular mission of the park, program, or central office. Every plan or report has both national and local elements. Preparation of these plans needs to involve customers, partners, and stakeholders. Such inclusion has two key benefits. First, customers, partners, and stakeholders bring different perspectives that help us focus on what's really important. Second, their participation can build support for the goals and decisions that come from these plans.

RESULTS, NOT EFFORTS!

REQUIREMENTS FOR A COMPLETE STRATEGIC PLAN (Steps 1-5)

The Government Performance and Results Act and NPS implementation process identify the following items as essential to a strategic plan:

1.   A comprehensive mission statement.

2.   Mission goals   ("in perpetuity")

3.   Long-term goals (called "general goals" in the GPRA.)

4.   A short description of how the goals are to be achieved, including the operation process, skills and technology, and the resources required.

5.   A description of how the annual performance goals will be related to the long-term goals.

6.   An identification of key external factors that could significantly affect achievement of the goals.

7.   A description of the program evaluation used in establishing or revising goals, with a schedule for future program evaluations.

8.   A section listing consultations with stakeholders, etc.

9.   A list of developers of the strategic plan.

THINK
MANAGEMENT SYSTEM

National Park Service Performance Management Process *"Eight Steps"*

Set Goals		Take Action	Evaluate Results
Why	**What**	**How**	**Feedback**

Set Goals

Why

Step 1.   Review Servicewide legislation, mission, and strategic plan.

NPS Mission Goal Categories:

I.   Preserve park resources

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

III.   Strengthen and preserve natural and cultural resources and enhance recreational opportunities managed by partners

IV.   Ensure organizational effectiveness

Step 2.   Establish the mission of the specific park or partnership program by its purpose and significance. Write a mission statement.

"Purpose" is the specific reason the park or program was established. "Significance" is the distinctive features that make the park or program different from any other. Together, they should lead to a concise statement -- the 'mission' of the park or program.

What

Step 3.   Develop park or program mission goals(outcomes for perpetuity).

Mission goals are broad conceptual goals based on ideal future conditions. They should focus on results (outcomes), not efforts. Park and program mission goals must reflect the Servicewide mission goals and reflect the mission of the park or program or use Servicewide mission goals.

Step 4.   Determine park or program long-term goals(outcomes for 5 year planning period)

Long-term goals tier off mission goals, describe results to be achieved, and are quantified. They are stated as planned future conditions in plain English sentences. NPS long-term goals must be used if applicable.

Step 5.   Assess Resources.

This step analyzes the availability of human and fiscal resources, the existing condition of park natural, cultural, and recreational resources, and the condition of visitor experiences. It assesses feasibility of long-term goals relative to these factors and adjusts long-term goals if needed to reflect reality of a flat budget.

Steps 1-5 are required elements of strategic plans.

Take Action

How

Step 6.   Develop annual performance plan:
   annual goals and annual work plan (inputs and outputs).

The annual performance plan links outcome-related performance goals to specific inputs and outputs for a single year.

Annual goals are the incremental outcomes needed to meet the long- term goals. Steps 5 and 6 identify how much of a long-term goal can reasonably be accomplished in any year.

Annual work plans identify the inputs and outputs needed to achieve the annual goals. Inputs are the fiscal and human resources required to produce the activity, product or service outputs.

Step 7.   Implement the annual performance plan.

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

Do the work! Use your plan! Reallocate resources if needed.

Evaluate Results

Feedback

Step 8.   Develop annual performance report.

Monitor progress toward annual performance goals.

Evaluate results by comparing actual accomplishments with goals.

Provide feedback and adjust subsequent annual goals, work plans, and long-term goals if necessary.

Report results using performance measures and outcomes at park and program level as well as at the servicewide level through the annual performance report.

GPRA, the NPS way:

- **Outcomes, not activities**
- **Results, not efforts**
- **Set goals, measure results**

= Results for the American people.

THE NPS EIGHT STEP PROCESS

1. Start Where You Are

As a starting point, review the NPS enabling legislation and legislative history, Servicewide Strategic Plan, and any other legislation affecting your park or partnership program. Use previous management plans or documents already in place, updating as needed for your strategic plan. Your mission statement must be park or program specific and your mission goals must be consistent with, or the same as, the Servicewide plan.

2. Establish the Mission

Mission Statement

The mission statement of the park or program reflects its purpose and significance statements. The mission statement is the foundation of the park or program strategic plan.

Purpose statements are the government's commitment (Congress' promise) about how an area will be managed for the public's benefit. The purpose of central office or program is defined in the relationship of their management and support functions with the field units, and in their NPS organizational documentation. The purpose of a park or program is usually defined in, or derived from, the unit's enabling legislation and other legal documents providing for its establishment.

Significance statements identify the exceptional resources and values that must be preserved to accomplish the park's purpose. They describe

why these resources and values contribute to the park's purpose. They use qualifying statements to put them within the context of regional, national, and international (global) importance. The significance of central offices or programs explains why they are unique and important, and how they contribute to the office's or program's purpose. These statements must be defensible and pass the "So what?" test.

3. Develop Mission Goals

Mission goals are broad, conceptual descriptions of what the park or program should be like based on desired, ideal, or future resource conditions and appropriate visitor experiences. They are written in the present tense to describe the desired conditions that should exist. Park and program mission goals should reflect the servicewide goals and clearly relate to them or Servicewide mission goals can be used.

4. Determine Long-term Goals

A long-term goal (LTG) shows what we plan to achieve toward a mission goal in the next five years. Like mission goals, LTGs are outcomes that describe results in the desired future condition of natural and cultural resources, recreational opportunities, and in the experiences of visitors and the public. Long-term goals must be stated in a way that allows future assessment of whether the goal was achieved through established performance measures and reporting methods. Unlike mission goals, GPRA requires long-term goals be "objective, quantified and measurable."

Servicewide LTGs are not all-inclusive; they represent some of the things we do to reach our mission goals. If a Servicewide LTG applies, a park or program must use it in its plan although the target number may be changed. Parks, programs, and offices may also develop additional supplementary LTGs that reflect the specifics of their particular mission, although these should be limited in number.

The National Park Service — and the entire federal government — is familiar with measuring inputs (funding and staffing) and outputs (products and services). A new focus on outcomes will help the NPS show the value it provides to the American people.

5 Assess Resources

Because strategic plans are our 5-year performance agreements with the American people, and because we will be held accountable for our successes, we need realistic goals that we can achieve. Goals should be challenges, but not impossibilities. Step 5 tests the long-term goals developed in Step 4 to ensure they are realistic and achievable.

The resource assessment has 2 parts: (1) it considers the existing condition of the natural and cultural resources, recreational opportunities, visitor experiences, and park infrastructure; and (2) it assesses the current and expected availability of fiscal and human resources to help determine what is (and is not) realistic.

Rank natural and cultural resources and recreational opportunities into three broad bands: high, medium, and low. "High" resources are mission essential. "Medium" resources support the mission, and "Low" resources are located in the park, but are tangential to the mission itself. Resources should not be ranked too early in the "Eight Step Process". (For more details on the method of resource ranking and goal prioritization see Tab 3 in the Field Guide.)

The end result of Steps 1 - 5 is a park's or program's strategic plan- a living document which provides the basis for everything the park, program, or office does each and every day.

6 Develop Annual Performance Plan

This step breaks the long-term goals of Step 4 into annual pieces, using the resource assessment of Step 5 to allocate human and fiscal resources. Previous steps established where the park or program needs to go with its goals, and where it is now relative to the condition of resources managed, visitor services and the park's capability to manage them. Step 6 maps out how the parks, programs, and central offices will get from where they are to where they need to be.

Annual Performance Plan

GPRA requires annual performance plans (APP) that describe the organization's annual goals and methods for achieving them. The APP outlines what is planned for the coming year to achieve the long-term goals.

The annual performance plan contains three parts:

1. A list and description of annual goals (the outcomes expected to be reached that fiscal year) that are tiered from the long-term goals and that include the associated performance measures.

2. A description of how actual performance will be measured.

3. an annual work plan (inputs and outputs for the fiscal year) that identifies the park's activities and the dollars and FTE that will be used to reach the annual goals.

APPs have major budgetary and personnel implications and need to be carefully prepared. An initial APP is drafted at the beginning of the budget cycle to describe the requested dollars and FTE, then is entered in the Performance Management Data System. The final, formal APP will be completed at the beginning of the appropriate fiscal year as appropriations are finalized.

Because future year APPs will be developed in conjunction with budget requests, they are considered privileged information until the budget request becomes public. For this reason, APPs must be kept separate from strategic plans.

Annual Goals

Annual goals provide the connection between strategic planning and operational planning. Step 6 breaks each long-term goal into annual goals that, stacked together, will accomplish the desired result(s). Some long-term goals will be accomplished by a steady incremental achievement of annual goals while others may have several years of annual goals without results (zero toward accomplishment of goal) before having significant results in later years. Annual goals are still outcomes - don't skip them!

Annual Work Plans

Annual work plans (AWP) detail how the annual goals will be achieved. AWPs show the inputs (dollars, FTE, equipment, supplies, expertise) and outputs (products, services, activities). They show what work will get done, who will do it, and how it will be accomplished. AWPs are the operational, day-to-day reality that make the goals real. All the outcomes in the world are only unrealized dreams if they lack inputs and outputs to make them happen.

The AWP is a working document for parks or programs to allocate fiscal and human resources, and to assess how well they are doing towards accomplishing annual goals. It should be used routinely in daily decision making.

Implement the Plan

Implementing the plan or "doing the work" makes operational all the planning and analysis done in the previous steps. It puts into practice the decisions made so that what gets done supports the annual goals with actual accomplishments. Step 7 occupies the largest portion of most people's time and its daily demands are often strenuous. When such demands are most pressing, having the "big picture" of Steps 1 - 6 becomes even more important to keep people focused and on track.

Report Annual Performance

The GPRA-required annual performance report (APR) provides useful and useable information that allows the National Park Service, Congress, taxpayers, and friends' groups to know how well the annual goals were met. It shows what happened, what didn't happen, and why. Knowing and understanding why (or why not) goals were achieved is essential for good management. Reporting performance without evaluation, analysis and adjustment is of little use.

Annual performance reports have two parts:

1. A report on the progress made toward meeting the last fiscal year's annual performance plan, and

2. An analysis of any disparities that caused the park not to reach one or more of its annual goals (and any necessary adjustments to the current APP).

The APR should specifically address planned performance affected by budget changes. This will clearly show the effects of a different funding level and show how well NPS can plan and execute its programs. The development of the APP and APR is parallel with budget formulation, with APPs part of the budget process. APRs will also be used as the basis of personnel appraisals.

From a Servicewide perspective, the evaluation of results from each park, program, and central office at the annual goal level will be reported with clear linkages to the servicewide long-term goals and mission goals. To facilitate roll-up reporting, a standardized APR process and format will be developed and universally used. The PMDS input screens have projected performance targets and actual performance targets. The "actual" becomes the basis for the APR each year. While we all live in different parks and offices, people see us as one National Park Service.

The Office of Management and Budget (OMB) refines guidance for agency annual performance reports annually in OMB Circular A-11.

Congressional and GAO directions also continue to affect NPS implementation, especially concerning agencies' cross-cutting goals, verification and validation, and baselines.

CHECKLIST OF REQUIRED ELEMENTS

✔ **Strategic Plan Elements:**

___ 1. Mission Statement (purpose/significance)
___ 2. Mission Goals -- Outcomes
___ 3. Long-term Goals -- Measurable Outcomes
___ 4. Description of how goals will be achieved:
    a. Operational process?
    b. Skills?
    c. Technology?
    d. Human and capital resources?
    e. Information resources?
___ 5. Relation of long-term goals to annual goals
___ 6. Key External Factors
___ 7. "Step 5 - Resource Assessment"
___ 8. List of consultations with stakeholders
___ 9. List of developers of the park's strategic plan

✔ **Annual Performance Plan Elements:**

___ 1. Relationship of Annual Goals to Long-term and Mission
       Goals in strategic plan
___ 2. Annual Goals -- Measurable Outcomes
    a. Objective?
    b. Quantifiable target? (percent or real number)
    c. Baselines?
    d. Established Performance Indicators?
___ 3. Description of how goals will be achieved:
    a. Operational process?
    b. Skills?
    c. Technology?
    d. Human and capital resources?
    e. Information resources?
___ 4. Basis for comparing actual program results with the
       established performance goals
___ 5. Description of means to be used to verify and validate
       goal achievement

NPS SERVICEWIDE MISSION AND LONG-TERM GOALS

The following Servicewide goals provide the framework for all National Park Service goals. Parks, programs, and central offices may also have goals specific to them as long as the goals are crucial to that unit, and have measurable outcomes. The final goals and their explanations are in the 2001-2005 National Park Service Strategic Plan which can be accessed through the Internet at www.nps.gov/planning/sp. Hard copies are available from the NPS Strategic Planning Office.

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, 2005:

Ia1. **Disturbed Lands/Exotics Plant Species** — Ia1A: 10.1% of targeted parklands, disturbed by development or agriculture, as of 1999 [22,500 of 222,300 acres] are restored; and Ia1B: exotic vegetation on 6.3% of targeted acres of parkland is contained [167,500 of 2,656,700 acres].

Ia01A. **Restoring Disturbed Park Land Not Meeting the Criteria of Goal Ia1A.**

Ia01B. **Restoring Park Land Impacted By Exotic Species Not Meeting the Criteria Of Goal Ia1B.**

Ia2. **Threatened and Endangered Species** — Ia2A: 19% of the 1999 identified park populations (84 of 442) of federally listed threatened and endangered species with critical habitat on park lands or requiring NPS recovery actions have improved status; and Ia2B: an additional 18.1% (80 of 442) have stable populations.

Ia2X. **Native Species of Special Concern** — (Park-determined percentage) of populations of plant and animal species of special concern (e.g., state-listed threatened or endangered species, endemic or indicator species, or native species classified as pests) are at scientifically acceptable levels. Optional Goal.

Ia02. **Condition Of Plant and Animal Species Not Meeting the Criteria Of Goal Ia2**

Ia3. **Air Quality** — Air quality in 70% of reporting park areas has remained stable or improved.

Ia4. **Water Quality** — 85% of park units have unimpaired water quality.

Ia5. **Historic Structures** — 50% [12,113 of 24,225] of the historic structures listed on the 1999 List of Classified Structures are in good condition.

Ia05. **Condition of Historic Structures Not Reported To Ia5.**

Ia6. **Museum Collections** — 73.4% of preservation and protection standards for park museum collections are met.

Ia7. **Cultural Landscapes** — 33.1% of the cultural landscapes on the 1999 Cultural Landscapes Inventory with condition information are in good condition [119 of 359].

Ia07. **Condition of Cultural Landscapes Not Reported To Ia7.**

Ia8. **Archeological Sites** — 50% of the recorded archeological sites with condition assessments are in good condition. (FY 1999 baseline: 7,470 of 14,940)

Ia08. **Condition of Archeological Sites Not Reported To Ia8.**

Ia9: **Geological Resources** —

Ia9A: Paleontological Resources: 20% of known paleontological localities in parks are in good condition;

Ia9B: Cave Floors: 72,500 square feet of cave floors in parks are restored.

Ia09A. **Paleontological Resources Not Reported To Ia9A**

Ia09B. **Cave Preservation Not Reported To Ia9B**

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, 2005:

Ib1. **Natural Resource Inventories** — Acquire or develop 87% [2,203 of 2,527] of the outstanding data sets identified in 1999 of basic natural resource inventories for all parks.

Ib01. **Park-based Natural Resource Inventories Or Research.**

Ib2. **Cultural Resource Baselines** — Ib2A: Archeological sites inventoried and evaluated are increased by 30% (from FY99 baseline of 48,188 sites to 62,644); Ib2B: Cultural landscapes inventoried and evaluated at Level II are increased by 136.4% (from FY99 baseline of 110 to 260); Ib2C: 100% of the historic structures have updated information (24,225 of FY99 baseline of 24,225); Ib2D: Museum objects cataloged are increased by 35.9% (from FY99 baseline 37.3 million to 50.7 million); Ib2E: Ethnographic resources inventory is increased by 634.5% (from

FY99 baseline 400 to 2,938); and Ib2F: 31% of parks have historical research that is current and completed to professional standards (117 of 379 parks).

Ib02C. Adding Historic Structures To the LCS.

Ib3. **Vital Signs** — 80% of 265 parks with significant natural resources have identified their vital signs for natural resource monitoring.

Ib4. **Geological Resources** — Geological processes in 53 parks [20% of 265 parks] are inventoried and human influences that affect those processes are identified.

Ib04. **Park Geologic Data Collecting Not Reported To Ib4.**

Ib5. **Aquatic Resources** — The National Park Service has completed an assessment of aquatic resource conditions in parks.

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, 2005:

IIa1. **Visitor Satisfaction** — 95% of park visitors are satisfied with appropriate park facilities, services, and recreational opportunities.

IIa2. **Visitor Safety** — The visitor accident/incident rate will be at or below 7.96 per 100,000 visitor days (a 16% decrease from the FY 1992 – FY 1996 baseline of 9.48 per 100,000 visitor days).

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, 2005:

IIb1. **Visitor Understanding and Appreciation** —86% of visitors understand and appreciate the significance of the park they are visiting.

IIb1X. **Educational Programs** — [Park-determined percentage] of [target number] of students participating in NPS formal educational programs understand America's cultural and natural heritage as preserved by the National Park Service and its Programs. Optional Goal.

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, 2005:

IIIa1. **Properties Designated** — IIIa1A: National Historic Landmark Designations: An additional 6.6% (150) properties are designated as National Historic Landmarks (2,277 to 2,427); IIIa1B: National Register Listings: An additional 11% (7,800) significant historical and archeological properties are listed in the National Register of Historic Places (71,019 to 78,819); IIIa1C: Federal Agency Inventories: An additional 30.2% (221,800) significant archeological properties in Federal ownership are inventoried and evaluated (733,200 to 955,000 contributing properties); IIIa1D: State/Tribal/Local Inventories: An additional 19.7% (925,000) significant historical and archeological properties are either inventoried and evaluated, or officially designated by

States, Tribes, and Certified Local Governments (4,701,000 to 5,626,000 contributing properties);and IIIa1E: National Natural Landmarks Designated: The number of National Natural Landmarks is increased by 10% (59) from the 1998 level (587 to 646).

IIIa2. **Properties Protected** — IIIa2A: National Historic Landmark Protection: 90% of National Historic Landmarks (2,184 of 2,427 designated landmarks) are in good condition; IIIa2B: Federal Protection: 1% of federally recognized historical and archeological properties (19,700 of 2,223,000 contributing properties) are protected through NPS administered programs or assistance; IIIa2C: State/Tribal/Local Protection: 3% of significant historical and archeological properties (140,000 of 4,681,000 contributing properties) recognized by States, Tribes, or certified local governments are protected through their administered programs or assistance; and IIIa2D: National Natural Landmarks Protection: The number of damaged or threatened National Natural Landmarks is reduced by 7% based on the level of reduction achieved in 1998.

IIIa3. **User Satisfaction** — 90% of users are satisfied with historic preservation-related technical assistance, training, and educational materials provided by NPS.

IIIaX. **Park Partnerships** — The number of satisfactorily completed projects under formal agreements that assist partners in protecting their resources or serving their visitors is increased by [park-determined percentage]. Optional Goal.

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, 2005:

IIIb1. **Conservation Assistance** — An additional 4,200 miles of trails, an additional 6,600 miles of protected river corridor, and an additional 223,200 acres of park and open space, over the 1997

totals, are conserved with NPS partnership assistance.

IIIb2. **Community Satisfaction** — 85% of communities served are satisfied with NPS partnership assistance in providing recreation 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 recreation use.

Long-term Goals to be Achieved by September 30, 2005:

IIIc1. **Recreational Properties** — 100% of the 34,602 recreational properties 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, 2005:

IVa1. **Data Systems** —66% [25 of 38] of the major NPS data systems are integrated/interfaced.

IVa01. **Park Specific Goal For Data System Integration.**

IVa2. **Workforce Stewardship** — IVa2A: 75% of NPS employees are satisfied with their job (as measured through employee satisfaction surveys); and IVa2B: 75% of NPS employees believe the organization is functioning effectively (as measured through customer service and organizational effectiveness surveys).

IVa3. **Workforce Development and Performance** — IVa3A: 100% of employee performance agreements are linked to appropriate strategic and annual performance goals and position competencies; and IVa3B: 95% of NPS employees demonstrate that they

fully meet their competency requirements.

IVa4. **Workforce Diversity** — Increase the servicewide representation of underrepresented groups over the 1999 baseline: IVa4A: by 25% in the 9 targeted occupational series in the permanent workforce; IVa4B: by 25% of women and minorities in the temporary and seasonal workforce; IVa4C: by 10% of individuals with disabilities in the permanent workforce; and IVa4D: by 10% of individuals with disabilities in the seasonal and temporary workforce.

IVa5. **Employee Housing** —50% of employee housing units listed in poor or fair condition in 1997 assessments are rehabilitated to good condition, replaced, or removed.

IVa6. **Employee Safety** — IVa6A: The NPS employee lost-time injury rate will be at or below 4.49 per 200,000 labor hours worked (100 FTE); and IVa6B: the Servicewide total number of hours of Continuation of Pay (COP) will be at or below 51,100 hours.

IVa7. **Line-Item Construction** — 100% of line-item projects funded by September 30, 1998, and each successive fiscal year, meet 90% of cost, schedule, and construction parameters.

IVa8. **Land Acquisition** — The average time between the appropriation and offer of just compensation is 171 days [a 5% decrease from 1997 level of 180 days].

IVa9 **Environmental Leadership** — IVa9A: 100% of NPS units will undergo an environmental audit to determine baseline performance by September 30, 2002; and IVa9B: 100% of parks/offices and concessions operations have fully implemented the regulatory recommendations arising from environmental audits, resulting in more sustainable planning and operations.

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

Long-term Goals to be Achieved by September 30, 2005:

IVb1. **Volunteer Hours** — Increase by 44.7% the number of volunteer hours [from 3.8 million hours in 1997 to 5.5 million hours].

IVb2. **Donations and Grants** — IVb2A: Cash donations are increased by 3.6% [from $14,476,000 in 1998 to $15,000,000]; IVb2B: Value of donations, grants, and services from Friends Groups and other organizations is increased to $50,000,000; and IVb2C: Value of donations, grants, and services from Cooperating Associations is increased by 35% [from $19,000,000 in 1997 to $25,600,000].

IVb3. **Concession Returns** — Returns from park concession contracts are 10% of gross concessioner revenue.

IVb03. **Park Or Regional Office Goal For Concessions Contracts.**

IVb4. **Fee Receipts** — Receipts from park entrance, recreation, and other fees are increased by 33.1% over 1997 level [from $121,000,000 to $161,000,000].

IVbX. **Park Partnerships** — The number of projects satisfactorily completed by partners under formal agreements that protect park resources or serve park visitors is increased by [park-determined percentage]. Optional Goal.

GOAL EXAMPLES

These are annual activities planned by some parks. The essential question to ask about any activity is "Why are we doing this?" Many activities support Servicewide Long-term Goals (LTG). If an activity does not support a Servicewide Long-term Goal, it should support a park LTG, which is under the "0" or associated goal sections under each of the four Goal Categories. All annual activities should support either Servicewide or park-specific goals.
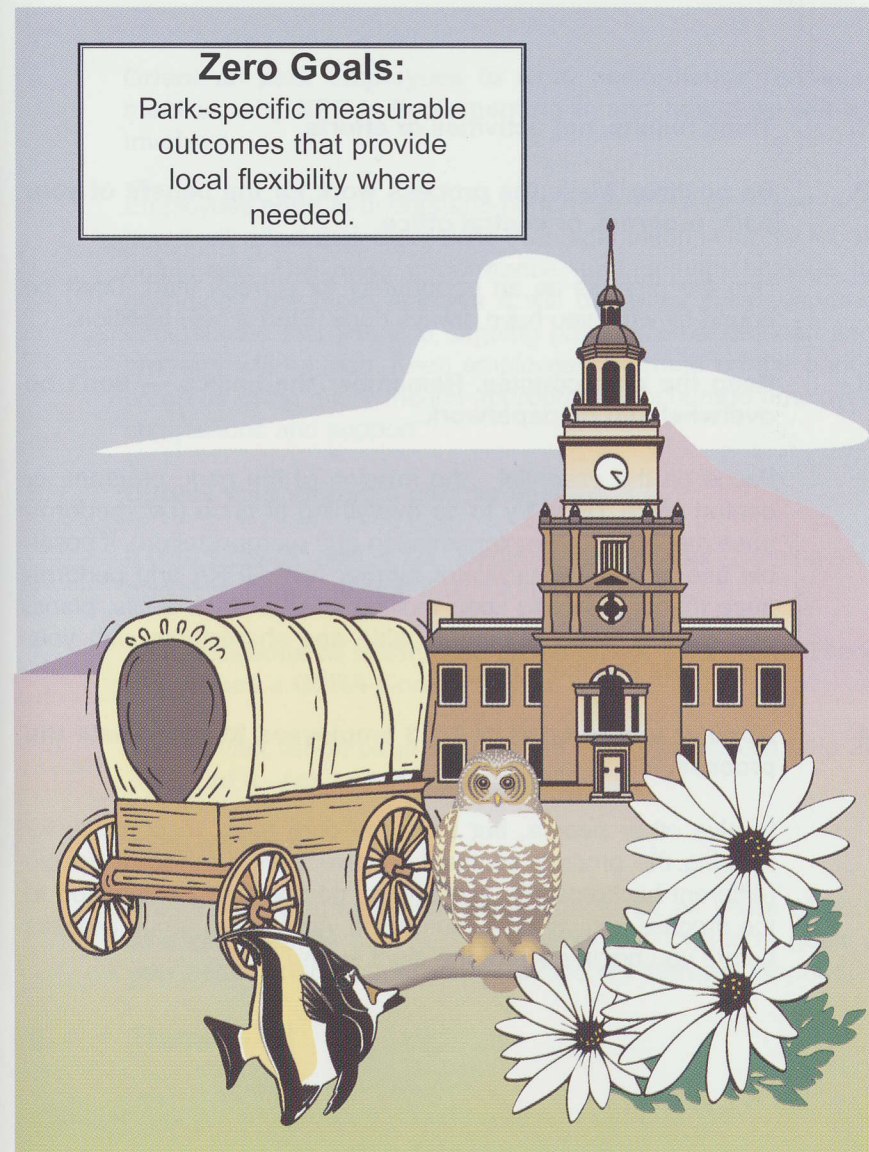
Activity	Why Are We Doing This?	Goal
Implement feral pig population control program	Contain impacts by invasive non-native animals that are primary threat to native plants	Ia01B
Build enclosures for piping plover, Cape Hatteras HS	Help stabilize a threatened and endangered species	Ia2B
Mow parade ground, Fort Scott	Park visitors like to picnic there (is not Goal Category I as historically no grass grew there) so mow for visitor satisfaction.	IIa1
Negotiate with county board to prevent further air pollution	Improve air quality in and around park	Ia3
Work with National Park Foundation to get donations to restore Washington Monument	Maintain historic structure (Additionally, can report as IVb2B Increase cash value of donations and grants)	Ia5 ----- (IVb2B)

Activity	Why Are We Doing This?	Goal
Mow putting green, Eisenhower NHS	Putting green used by President Eisenhower is part of park's cultural landscape -- maintain cultural landscape in good condition.	Ia7
Arrest six suspected pothunters, Chaco Canyon	Keep recorded archeological sites in good condition	Ia8
Law enforcement road patrol	Increase visitor safety	IIa2
Work with Southwest Parks and Monuments Association to improve book selection at visitor center	Improve quality of available information for park visitors. (Additionally, can report as IVb2C Increase cash value of donations and grants from cooperating associations)	IIa1 ----- (IVb2C)
Archeological assessment of first Jamestown Fort, Colonial NHP	Add to the inventory of archeological sites to improve decision making	Ib2A
Present audiovisual (A/V) show, Russell Cave	Park visitors learn about early inhabitants of cave and improve understanding of park significance.	IIb1

Activity	Why Are We Doing This?	Goal
Provide offsite program to school children	Enhance understanding and appreciation of park-specific cultural and natural resources for children not yet park visitors	IIbX
Advise Certified Local Governments on developing local tax credit program for historic properties	Protect properties through laws, regulations or financial incentive programs	IIIa2
Conduct community meetings for a riverside park and trail project	Increase non-NPS miles of trail and acres of open space protected by community	IIIb1
Recruit and train volunteers to assist at visitor center information desk	Inform visitors of park's resources and facilities (Additionally, can be reported as IVb1)	IIa1 ---- (IVb1)

Zero Goals:
Park-specific measurable outcomes that provide local flexibility where needed.

HINTS FOR MAKING
PERFORMANCE MANAGEMENT HAPPEN

1. **Think results, not activities or efforts.**

2. **Be positive. Make the process work for the benefit of your park, program, or central office.**

    Use the process as an opportunity for a fresh start. Don't be bound by what you have always done. Start a new tradition.

3. **Keep the plan concise. Remember the basics — don't be overwhelmed by paperwork.**

    Focus on the essential - the mission of the park, program, or central office. Don't try to do everything at once (i.e., performance management implementation and reorganization). If possible use an outside facilitator familiar with GPRA and performance management to keep moving ahead. Make goals, plans, and reports easily understandable and share them with your supporters and the public.

4. **Appoint a core team of 2 - 3 employees to coordinate the process.**

    Involve other people, but have the core team responsible for keeping the process on track. Involve a wide range of people (different backgrounds, experience, perspectives) committed to the process and willing to contribute. Agree on a group process before you begin each of the eight steps.

5. **Orient all park employees to what performance management is, why NPS is implementing it, and how they will be involved.**

    Employees need to understand performance management, and how it will affect their daily work. Plan orientation sessions for all employees. The more performance management belongs to everybody, the more effective it will be. Make sure everyone understands that this is a ongoing process. Changes can and probably will happen. Keep employees informed on the park's progress using every means appropriate. Encourage employee suggestions and support.

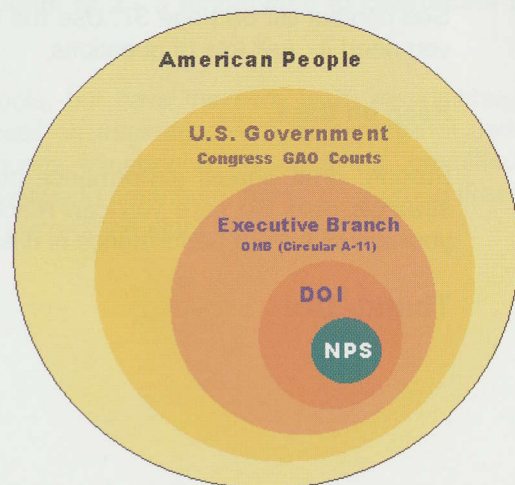6. **Update your strategic plan as needed.**

    If your strategic plan is not adequate to meet your planning and operation needs, update it as soon as possible.

7. **Ask questions to clarify and cross check your work. Every region has a GPRA Coordinator to call.**

    See contact list on page 37. Use the Field Guide. Get help as you need it. Ask lots of questions.

8. **Keep on track.**

    Prepare draft annual performance plans for all years of your strategic plan. Be sure you can reach your long-term goals if your actual annual performance is different than you planned.

9. **Think! Do!**

NEXT STEPS IN IMPLEMENTATION

1. Use your Strategic Plan and Annual Performance Plans! Parks that truly use their plans to make decisions find the plans help everyone stay focused, help explain decisions to other people, and help set priorities.

2. Revise your strategic plan if its foundation is inadequate. Think Measurable Outcomes!

3. Develop future years' annual performance plans and the performance "stack".

4. Provide feedback through your Regional GPRA Coordinator on how to improve NPS performance management implementation — that's how we'll make it work.

5. The NPS performance management system is still being refined. Watch for updates on the WASO Strategic Planning bulletin board.

Who's Watching Us?

FOR FURTHER INFORMATION CONTACT:

Office of Strategic Planning

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Washington, DC	(202) 208-7029
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Strategic Planning Bulletin Board. . . .
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Regional Contacts

Alaska	Lou Waller	(907) 257-2548
Intermountain	Ron Thoman	(303) 987-6702
Midwest	Bill Fink	(906) 487-9597
National Capital	John Duran	(202) 619-7005
Northeast	Lee Gurney	(215) 597-2284
Pacific West	Rory Westberg	(206) 220-4020
Southeast	Troy Lissimore	(404) 562-3278

See Also:

The Field Guide to National Park Service Performance Management, Third Edition, available 2000.

Technical Guidance for reporting on National Park Service Mission, Long-term, and Annual Goals (available on the PMDS site).

Annual Performance Plan and Annual Performance Report - in "green book"

Electronic Addresses:

NPS Strategic Plan
http://www.nps.gov/planning/sp/

Performance Management Data System (PMDS)
http://165.83.20.6/amoeba.nsf

Department of Interior Strategic Plan
http://www.doi.gov/fyst.html

For additional information:

GAO   http://www.gao.gov

OMB   http://www.whitehouse.gov/OMB/

CFOC   http://www.financenet.gov/financenet/fed/cfo/cfo.htm

NPS PERFORMANCE MANAGEMENT EIGHT-STEP PROCESS

1 Review NPS Strategic Plan and Park/Program Legislation

2 Establish Park/Program Mission

3 Develop Mission Goals

4 Determine Long-term Goals

5 Assess Resources

6 Develop Annual Performance Plan

7 Implement the Plan

8 Report Annual Performance