

D-R-A-F-T

STRATEGIC PLAN

for

VOYAGEURS NATIONAL PARK

August 1997

STRATEGIC PLAN TEAM

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STATEMENTS OF PARK MISSION, PURPOSE, AND SIGNIFICANCE

Mission Statements:

- o To preserve the scenery, geological conditions, and waterway system in northern Minnesota for the inspiration and enjoyment of people now and in the future.
- o To commemorate the voyageurs -- their routes and fur trade with the Native peoples of the North that contributed significantly to the opening of the Northwestern United States.
- o To conserve unimpaired the forested lakecountry -- natural and historic objects and wildlife -- of the border area we share with Canada.

Purpose Statement:

- o Voyageurs National Park preserves the geological conditions that formed the scenic waterway system used as the route of the French-Canadian fur traders and which defines the border between the United States and Canada. The park and its diverse resources provide outstanding opportunities for scientific study, outdoor recreation, education, and appreciation of its unspoiled Northwoods setting.

Significance Statements:

- o Preserves the route of the French-Canadian voyageurs who through the fur trade and interaction with Native people contributed significantly to the opening of the Northwestern United States to European settlement.
- o Only unit of the National Park Service wholly within the Arctic Watershed of Hudson Bay.
- o Outstanding example of Ice Age geology -- exposed rock marked by glaciers, glacial debris, mineral veins, and numerous islands characteristic of the Canadian Shield.

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- o Represents the transition zone between the three ecological provinces -- prairie, boreal forest, and mixed hardwood forest -- providing unique opportunity to study climate change of the past and present.
- o The expansiveness of four lakes dictated transportation primarily by water for Native peoples and explorers, and continues to affect utilization, settlement, and economic uses of the area today.
- o The route of the voyageurs provided the basis for the international border with Canada and commemorates the two nations' shared resources, history, and cooperation along the 55 miles of the international border in the park.

PARK MISSION AND LONG-TERM GOALS

Park mission goals include all that the park achieves for resources and the public and reflect the Servicewide mission goals of the National Park Service's Strategic Plan. The park's long-term goals are not in priority order; rather they conform with the National Park Service's long-term goal enumeration. Only Servicewide long-term goals applicable to Voyageurs National Park have been included in this plan.

A detailed description and explanation of the goal categories, mission goals, and long-term goals is located in Appendix A. The park's mission and long-term goals are listed below:

GOAL CATEGORY I: PRESERVE PARK RESOURCES

Mission Goal Ia: The scenery, natural, and cultural resources and associated values in Voyageurs National Park are protected, restored and maintained in good condition and managed within their broader ecosystem or cultural context.

Long-term Goals: By September 30, 2002

Ia1. 2% of targeted disturbed park lands, as of 1997, are restored in accordance with the 1994 Resource Management Plan, and 1.3% of priority targeted exotic plant species are contained.

Ia2. 50% 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 50% have stable populations.

Ia3. Air quality does not degrade from 1997 baseline conditions for ozone, phosphates, nitrates, and sulfates.

Ia5. 27% of historic structures on the 1998 List of Classified Structures that are targeted for preservation, will be maintained in good condition and 15% will be improved from their existing condition.

Ia6. 82% of preservation and protection conditions in the park's museum collections meet professional standards.

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

Ia8. 37% of the park's recorded archeological sites are in good condition.

Mission Goal Ib: Voyageurs National Park contributes to knowledge about natural and cultural resources and management decisions are based on the best available scholarly and scientific information.

Long-term Goals: By September 30, 2002

Ib1. Acquire or develop 2 of the 9 outstanding data sets identified in 1997 of basic natural resource inventories for the park and maintain 18 of the 69 outstanding monitoring projects identified in the park's 1994 Resource Management Plan.

Ib2. 20% of inventory and evaluation for historic structures in the park will be completed.

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 appropriate park facilities, services, and recreational opportunities.

Long-term Goals: By September 30, 2002

IIa1. 70% of park visitors are satisfied with appropriate park facilities, services, and recreational opportunities.

IIa2. Voyageurs National Park will reduce the visitor injury incident rate by 10% from the 1992-1996, 5-year average level.

Mission Goal IIb: Park visitors and the general public understand, appreciate, and support the preservation of Voyageurs National Park and its resources for this and future generations.

Long-term Goals: By September 30, 2002

IIb1. 60% of park visitors understand and appreciate the significance of the park.

GOAL CATEGORY IV: ENSURE ORGANIZATIONAL EFFECTIVENESS

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

Long-term Goals: By September 30, 2002

IVa2. To better preserve park resources and to better provide for public enjoyment and the visitor experience of the park, 100% of employees in the 16 key occupational groups have essential competency needs identified for their positions.

IVa3. To better preserve park resources and to better provide for public enjoyment and the visitor experience of the park, 100% of employee performance standards will be linked to appropriate strategic and annual performance goals.

IVa4. The population of annual new hires reflects the overall diversity of the Civilian Labor Force in Minnesota.

IVa6. To better preserve park resources and to better provide for public enjoyment and the visitor experience of parks; reduce the park employee lost time injury rate by 32%, from the 1992-1996, 5-year average level.

ESTIMATED COSTS FOR IMPLEMENTATION OF THE STRATEGIC PLAN

During the five year life of this Strategic Plan for Voyageurs National Park, it is estimated that implementation of the plan in Voyageurs National Park, will cost approximately \$12,475,000 and require a total of 242.50 FTE. This is based on a fiscal year 1998 estimated budget of \$2,495,000 and 48.5 full-time equivalencies (FTE) neither of which is expected to increase over the five year period of the plan.

GOVERNMENT PERFORMANCE AND RESULTS ACT REQUIREMENTS

The Government Performance and Results Act (GPRA) of 1993 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 national governments. It may to profoundly affect park operations.

GPRA seeks to make Government both more effective and more efficient. Effectiveness is doing the right things at the right time. Efficiency is using resources wisely and without waste by reference to cost to benefits ratios. The value of the results achieved is the "return on investment" to Congress and the American public from the National Park Service.

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

- o a **five-year strategic plan** by September 30, 1997,
- o an **Annual Performance Plan** establishing performance goals starting with fiscal year 1998; and
- o an **Annual Performance Report** reviewing the year's successes and failures and identifying areas where activities or goals need to be revised in the future. The first report is for fiscal year 1998 and is due by March 31, 1999 to the President and to the Congress.

Strategic Plan

The National Park Service developed a Servicewide Strategic Plan, as required by GPRA. During FY-1997, each park, program, and office developed its own Strategic Plan.

The Servicewide Strategic Plan includes the National Park Service's mission, mission goals, long-term goals, and external analyses. It provides the framework and direction for the entire National Park Service. Developed with public meetings and questionnaires, 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 and the contributions of many people within and outside of the National Park Service.

The National Park Service's Strategic Plan is our Bureau's 5-year 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 what we expect to accomplish towards our mission in the next five years. With the available fiscal and human resources (inputs*) and the National Park Service's best efforts (outputs*), these are the goals (outcomes*) we expect to achieve in the next five years.

The Strategic Plan includes Servicewide mission goals that reflect our preservation mission which has a longer and indefinite timeframe for goal achievement than anticipated by GPRA. Mission goals are for perpetuity, are not quantifiable, are comprehensive, and include all that we do. Long-term goals are typically for five years, and do not include all that we do. The long-term goals provide specific measurable goals to be achieved within the time period set. The long-term goals for Voyageurs National Park are based on the Servicewide long-term goals applicable to this park and include variations specific to this park. Voyageurs National Park's Strategic Plan brings two strands together: the Servicewide strand and the strand of this park's mission so that this strategic plan has both national and local elements.

* - Definitions and explanations of these terms can be found in Appendix B.

OPERATIONAL PROCESS FOR PLAN IMPLEMENTATION

To supplement this plan that will guide the overall operations of Voyageurs National Park for the next five years, additional items are required under GPRA to assure that performance management is practiced throughout the National Park Service.

Annual Performance Plan (APP)

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

The annual performance plan consists of two major parts:

- o a list of annual goals (the outcomes expected for the first fiscal year and the subsequent four years) that are tiered from the long-term goals and include associated performance measures, and
- o an annual work plan (inputs and outputs for the fiscal year) that clearly sets forth both the park's planned activities and specifies the resources necessary to reach the annual goals. A description of how performance measures are validated and verified is also needed.

Annual Goals

Annual goals provide the bridge between conceptual planning, strategic planning, and operational planning and actions. Some long-term goals will be accomplished by steady incremental achievement of annual goals while others may have several years of annual goals indicating no results (0% toward accomplishment of goal) before having significant results in later years.

Annual Work Plans (AWP)

Annual work plans (AWP) detail how the annual goals will be achieved, in terms of the inputs (funds, FTE, equipment, supplies, expertise, etc.) and outputs (products, services, activities, etc.). They show what work will get done, who will do it, and how. AWP's are the operational, day-to-day reality that makes the goals real. All outcomes are unrealizable dreams if there are no inputs and outputs to make them happen.

The AWP is a working document for Voyageurs National Park to allocate fiscal and human resources, and to assess how well it is doing towards accomplishing the annual goals. It will be used routinely in daily decision making.

Schedule for Implementation

The GPRA law requires that annual performance plans and annual performance reports be submitted to Congress at intervals. The Annual Performance Plan for a given fiscal year needs to be submitted just prior to the start of the fiscal year, and the Annual Performance Report, to assess and adjust a previous fiscal year's performance is submitted six months after the fiscal year has ended. The GPRA law creates a dilemma: the APR for the completed fiscal year is not due until the following year's APP is done. Common sense would suggest the APR should be done -- at least preliminarily -- and used to assess and modify the following year's APP. Thus, a preliminary APR prepared as the fiscal year ends, is required to fine-tune the APP for the fiscal year that is starting.

The NPS budget cycle actually begins nearly two years prior to the start of the fiscal year. A budget call to parks allows the Washington Office to formulate a budget request to the Department of the Interior. The Department reviews and passes back the request with adjustments. After the adjustments are made, the budget is transmitted to the Department, which transmits it to the Office of Management and Budget (OMB). OMB prepares the President's budget which is submitted to Congress about nine months before the start of the fiscal year. The budget is supposed to be enacted just prior to the beginning of the fiscal year. Congress intends that the Strategic Plan, the Annual Performance Plan, and the Annual Performance Report will be used to assess the success of the National Park Service in executing the missions it (and the people) want us to achieve.

In order for the performance measures to be useful in formulating our budget request, and useful to Congress in deciding on appropriations, a preliminary Annual Performance Plan should be prepared two years prior to the beginning of a fiscal year. The APP for the fiscal year is prepared primarily for park program management. A preliminary APR is necessary as the fiscal year ends, to adjust the APP for the new fiscal year. A final APR is done and submitted to Congress by March 31 of the following fiscal year.

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The preliminary and final Annual Performance Plans and Annual Performance Reports should be prepared on the following schedule:

Fiscal Year Report	Preliminary Ann Perf Plan	Final Ann Perf Plan	Preliminary Ann Perf Report	Final Ann Perf
1998	(none)	9/97	8/98	3/99
1999	10/97	9/98	8/99	3/00
2000	11/97	9/99	8/00	3/01
2001	11/98	9/00	8/01	3/02
2002	11/99	9/01	8/02	3/03

The Voyageurs National Park Strategic Plan will be revised every three years.

PROGRAM ASSESSMENT AND EVALUATION

Based on the President's requested FY-1998 budget, Voyageurs National Park can expect \$2,495,000 and 48.5 FTEs (full-time equivalencies of staff) to manage the park for fiscal year (FY) 1998.

The Superintendent's Office provides direct line supervision of the park through an assistant superintendent and four division chiefs that the Assistant Superintendent supervises. There are four divisions: Administration; Natural Resource Management; Cultural Resource Management and Visitor Services; and Maintenance. There are three major park facility locations: park headquarters, located in International Falls; and two operational districts: the Rainy and the Namakan districts.

The FY-1997 park budget was \$2,417,000 with 48.5 FTEs distributed as follows:

<u>Office/Division</u>	<u>% of Budget</u>	<u>Budget</u>	<u>FTE</u>
Superintendent's Office	9.7%	\$ 233,500	3.00
Administration	12.8%	\$ 310,200	5.25
Natural Resource	7.9%	\$ 192,100	6.00
Interp., Vis. Prot., & Cul.	32.2%	\$ 776,500	13.75
Maintenance	<u>37.4%</u>	\$ 904,700	<u>20.50</u>
TOTALS	100.0%	\$2,417,000	48.50

\$1,987,700 (82.2%) was for salaries leaving \$429,300 (17.8%) for support, that is, utilities, supplies and materials, training and travel, GSA vehicle leases, contracts, building lease, publications, fuel, repair parts, uniforms, and safety, among others.

An assessment and evaluation of the park's natural and cultural resources, informational and recreational opportunities, and public and administrative facilities is included in Appendix A.

KEY EXTERNAL FACTORS

An increased number of visitors -- boat/canoe campers and houseboat renters -- has resulted in conflicts over the limited number of campsites available in the park. The increased demand for campsites cannot be met with existing park resources. The conflicts between the user groups and the increased demand for campsites to protect park resources will require increased campsite construction to meet visitor expectations.

The park is a designated Class I air quality area. The park works closely with the NPS air quality division, the State, and EPA to meet its long-term air quality goals.

The park also manages the wildlife and fishery resources in such a manner and by such means as to maintain populations, distribution, and diversity unimpaired for perpetuity. The park has no direct control over the water levels of the four major lakes which are managed in accordance with international agreements. Changes in water levels can affect fish spawning and waterfowl nesting success. The park maintains an indigenous population of grey wolf, a Federally listed, threatened species. Most of the park's grey wolves range outside park boundaries where mortality rates are higher -- from cars and trucks; hunting (legal in Canada), and from disease. The park protects the bald eagle, also listed as a Federally threatened species. The bald eagles that nest in the park are not year-round residents. The park has no control over them during the fall and winter migration. Due to these external factors, the park may not achieve its long-term goals for wildlife and fishery management.

Over the past two years, controversy in the local area has required public meetings, four Congressional hearings and other public processes for communication. The park prepared testimony and convened numerous meetings to resolve issues and participated in a Federal mediation process to resolve areas of disagreement. The press (print, radio, and T.V.) have covered Voyageurs and these issues extensively requiring park logistical support and commitment of staff time and energy. Building support for the park and public understanding of complex management issues that it faces have taken resources from providing visitor services and resources management. If such external demands continue at this pace, the park may have difficulty in achieving all of its long-term goals.

PROGRAM EVALUATION AND SCHEDULE

The GPRA-required Annual Performance Report (APR) allows the National Park Service, Congress, taxpayers, and friends groups to know whether the annual goals are achieved and why. Knowing and understanding park performance is essential for good management and an important part of the GPRA process.

APRs consist of:

- o a report on the progress made toward meeting the previous fiscal year annual performance plan;
- o an analysis of the present fiscal year annual performance plan identifying continuing goals from the previous year and identifying disparities that caused the park to fail to achieve one or more of its annual goals.

CONSULTATION WHILE DEVELOPING PLAN

The staff of Voyageurs National Park prepared this plan in response to the comments and interests of customers, partners, and stakeholders expressed in Congressional Hearings and through the mediation process. Comments will be sought from the following organizations to aid in this plan's preparation:

- o Koochiching County Board of Commissioners
- o Saint Louis County Board of Commissioners
- o International Falls City Council
- o Ranier City Council
- o Orr City Council
- o Citizens' Council on Voyageurs National Park
- o Interested members of the public
- o Minnesota United Snowmobilers Association
- o Voyageurs Region National Park Association
- o The National Parks and Conservation Association
- o The Minnesota State Historic Preservation Officer
- o Sierra Club
- o Izaak Walton League
- o Friends of Voyageurs National Park
- o The Wilderness Society
- o The Minnesota Department of Natural Resources
- o The Minnesota Office of Tourism
- o International Falls Chamber of Commerce

- o International Falls Visitor and Convention Bureau
- o Kabetogama Lake Resort Association
- o Ash River Commercial Club
- o Crane Lake Tourism and Visitor Bureau

This draft plan will be circulated to the above offices and organizations for comments. Copies of this draft plan are available at each of the park's four visitor centers (Rainy Lake, Kabetogama, Ash River, and Crane Lake) and at the park's headquarters in International Falls, Minnesota.

APPENDIX A: DISCUSSION OF THE MISSION AND LONG-TERM GOALS

Goal Category I: Preserve Park Resources

The mission goals and long-term goals in Goal Category I express the mandate of the National Park Service (NPS) Organic Act ". . . to conserve the scenery and the natural and historic objects and the wild life therein" Subsequent legislative direction has reinforced and clarified Congressional intent. The Voyageurs National Park goals that relate to resource preservation and acquiring information related to resources to achieve this mandate are included in this category.

Mission Goal Ia: The scenery, natural, and cultural resources and associated values in Voyageurs National Park are protected, restored and maintained in good condition and managed within their broader ecosystem or cultural context.

This goal, which encompasses the broad mandate of the NPS Organic Act and subsequent legislation, includes the biological and cultural diversity and the perpetuation of natural processes. The broader ecosystem and cultural context includes both natural and cultural systems that may extend beyond the park boundaries. The park cultural context refers to park resources preserved and interpreted in relationship to other historical events or cultural processes. Voyageurs National Park shares resource management concerns -- water, wildlife, fisheries, history -- with the State of Minnesota and Canada, so that the broader context requires cooperation and commitment to these partners. The enabling legislation for Voyageurs National Park requires management of park lands subject to the provisions of the Act of August 25, 1916, as amended.

Long-term goals for this mission goal include the protection, restoration, or maintenance of ecosystems, rare plant and animal populations, archeological and ethnographic resources, historic structures and objects, research collections, cultural traditions: boating, camping, fishing, resort operations, private cabin preservation; and subsistence activities: American Indian fishing, hunting, trapping, etc.; relevant to the purpose and significance of the park. Long-term goals that deal with threats to natural or cultural landscapes or the perpetuation of resource values also relate to this mission goal, as do goals that seek cooperation with neighboring land managers and that promote ecosystem management.

The following long-term goals relate directly to resource condition and represent Voyageurs National Park's effort to manage and maintain the park.

Long-term Goals: By September 30, 2002,

1a1. 2% of targeted disturbed park lands, as of 1997, are restored in accordance with the 1994 Resource Management Plan, and 1.3% of priority targeted exotic plant species are contained.

This goal improves resource conditions by restoring lands affected by former uses and containing invasive plant and animal species. Disturbed lands are those park lands where the natural processes have been affected by development, that is, facilities, roads, and alien species, among others.

Park lands, where natural processes have been significantly altered by past land practices, need to be restored to natural condition. Impacts from such land use practices (including disturbances from former building sites, debris, dumpsites, roads, and other abandoned sites) directly affect other natural resources and may result in severe and persistent changes to habitat 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 1996 NR-MAP (natural resources management assessment program) indicate 480 acres of physically disturbed land needing restoration exist in the park. Revised estimates in 1997 identify 5,000 acres requiring restoration. Baseline information will identify disturbed lands and the attributes necessary for recovery.

Exotic, alien, or non-native plant (36 species) and animal (4 species) species threaten the park because they replace native species, disrupt natural processes, and otherwise destroy natural systems. An estimated 10,000 park acres are infested with exotic plant species. Purple loosestrife infests 130 acres and is the most aggressive species currently being treated. Infestations will be considered contained if the targeted species are eliminated or their populations geographically constrained. An external factor is that, despite a noxious weed State law requiring control action, individuals and agencies either are not controlling noxious weeds or are ineffectual, contributing to further spread. In the long-term, park efforts to control these exotics may be adversely affected by external factors.

Current budgets do not permit progress on all species targeted for control efforts. Specific acres targeted for containment by September 2002 will be

identified at the end of FY 97 using the 1996 NR-MAP park profile (amended in 1997).

la2. 50% 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 50% have stable populations.

Threatened species in the park, such as the bald eagle and eastern timber wolf (gray wolf), are integral to the natural system the park is charged to protect. Goal la2 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 park responsibility to know the condition of its resources. The National Park Service is currently developing a database on species occurrence, and on park specific actions related to the objectives in the Northern States Bald Eagle Recovery Plan and Eastern Timber Wolf Recovery Plan.

Bald eagle productivity and reproduction in the park are currently below the criteria for healthy populations in the Northern States Bald Eagle Recovery Plan. The gray wolf may be delisted in Minnesota in the next three years because of the expansion of its population and range. No recent or consolidated data currently exist that document the size, condition, or trends of the wolf population in Voyageurs National Park.

la3. Air quality does not degrade from 1997 baseline conditions for ozone, phosphates, nitrates, and sulfates.

The National Park Service (NPS) Organic Act and the Clean Air Act direct the NPS to protect 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 park has limited ability to effect changes in air quality, but does participate in the formulation of Federal and State regulatory programs and policies that protect park resources.

la5. 27% of the historic structures on the 1998 List of Classified Structures that are targeted for preservation, will be maintained in good condition and 15% will be improved from their existing condition.

Park historic structures include Rainy Lake City saloon, Little American Island gold mine site, Oveson fish camp, Civilian Conservation Corps cabins, the

Kettle Falls Hotel, Hoist Bay logging camp and resort, Meadwood Lodge and archeological sites scattered throughout the park. These buildings and sites and the events they relate to are key to the park's cultural identity. Maintaining these structures and sites 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 computerized database that identifies historic structures and their condition (condition is listed after evaluation). Structures on the LCS are on, or are eligible for, the National Register of Historic Places, or are treated as cultural resources. The park's 1994 Cultural Resource Management Plan identifies 86 of the 241 park structures on the LCS for preservation. Twenty (20) will be allowed to moulder and 135 will be removed. Of the 86 to be preserved, 23 are in good condition, 43 in fair condition, and 20 are in poor condition. The park's long-term goal is to maintain the structures in good condition; to bring the structures in fair condition to good; and to bring the structures in poor condition to either fair or good condition. The LCS will be substantially updated and will serve as the park's database by the end of FY 98.

la6. 82% of preservation and protection conditions in the park's museum collections meet professional standards.

This goal ensures that standards for preservation and protection of park museum collections will be met.

Voyageurs National Park museum collections include both prehistoric objects including pot sherds and American Indian arrowheads and more modern items including gold mining implements, logging tools and resort photographs. Preserving and protecting the museum collections is essential to the park mission. The environmental conditions, security measures, and fire protection necessary to safeguard museum objects are identified in the National Park Service Checklist for Preservation and Protection of Museum Collections.

In FY-1997, the park's museum collection met 78% (101 of 130) of professional elements on the checklist. The park's collection is located in three locations: the museum storage facility at park headquarters; the Rainy Lake Visitor Center museum; and the Kettle Falls Hotel. The museum storage facility does not meet professional standards for 17 elements. The Rainy Lake Visitor Center museum is deficient in 6 areas. The Kettle Falls Hotel does not meet established standards for 15 elements. The 29

deficiencies noted include several elements at each of the three locations, some of which are duplicated at one or more location. The park's long-term goal is to improve the condition of the park's museum collection by correcting 6 of the deficient elements parkwide.

la7. 50% of the cultural landscapes in the park on the Cultural Landscapes Inventory are in good condition.

This goal increases the number of landscapes in good condition listed on the 1998 Cultural Landscape Inventory (CLI).

Cultural landscapes in Voyageurs National Park include the Hoist Bay logging/resort facilities and the Rainy Lake City community. Cultural landscapes preserve the physical environment that existed when historical events took place and reveal aspects of our nation'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 (CLI) is an evaluated inventory of all park landscapes with historical significance. By 1996, 35 cultural landscapes had been evaluated in the park during the testing phase of the CLI program. Currently available information and best professional judgment suggest that a target of 50% in good condition is a reasonable measure. The park's long-term goal is to monitor the park's 35 cultural landscapes, to implement a vegetation management program, and to prevent adverse change to their FY-1997 condition.

la8. 37% of the park's recorded archeological sites are in good condition.

This goal maintains the archeological sites listed in the 1997 Archeological Sites Management Information System at FY 97 condition.

To preserve the sites, they must be monitored and additional actions may be required to ensure preservation. The Archeological Sites Management Information System records sites and condition nationwide (condition is listed after evaluation) including 328 sites in the park. Of these, 121 are in good condition, 28 in fair condition, and 71 in poor condition. The condition of the remaining 108 sites is not known. A number of sites in fair or poor condition are submerged for most of the year due to water level fluctuations in the park's lakes. Selected sites will be stabilized to prevent further damage from erosion but others will continue to erode and eventually be lost.

Good condition indicates that a site is not deteriorating due to natural processes, such as erosion, or due to human impacts, such as vandalism or looting. For the long-term goal, the park will monitor sites identified for preservation and take action to ensure that their condition does not deteriorate from its FY-1997 condition.

Mission Goal Ib: Voyageurs National Park contributes to knowledge about natural and cultural resources and management decisions are based on the best available scholarly and scientific information.

The National Park Service needs basic information to manage natural and cultural resources. To meet this goal, Voyageurs National Park will work with scholars and scientists to assure that research and scientific information is collected in the park and used in the park's decision-making processes. Activities that focus on park resources, that document research, and that link research data to decision making, are supported by this mission goal.

The following long-term goals relate directly to the knowledge gained about resources and represent the park's effort to understand the natural and cultural resources in the national park system.

Long-term Goals: By September 30, 2002,

Ib1. Acquire or develop 2 of the 9 outstanding data sets identified in 1997 of basic natural resource inventories for the park and maintain 18 of the 69 outstanding monitoring projects identified in the park's 1994 Resource Management Plan.

The goal increases the basic natural resource information available and identified in the 1997 natural resources basic inventory.

Preserving natural resources requires the information in twelve data sets: historical data base (bibliography); flora and fauna (including threatened and endangered species); species distributions; digitized vegetation maps; digitized cartographic data; digitized soils 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.

In FY-1997, the data sets in the park's Geographic Information System (GIS) include: historical database (bibliography); digitized cartographic data; and water quality and basic water chemistry data for key water bodies. There are nine sets to be acquired or developed. Data sets that will be completed in this Strategic Plan (by September 30, 2002) include: digitized vegetation maps (FY-1998); digitized soils maps; and a partial flora and fauna data set (birds and amphibians only). The other data sets are incomplete or will not be completed in this 5-year period.

Monitoring and information enable the park to focus on pertinent issues and increase the staff's ability to distinguish between natural variability and phenomena related to human action that require management action. Established monitoring identified in the park's 1994 Resource Management Plan that will continue includes:

1. Bald Eagle Nesting and Productivity
2. Common Loon Occupancy
3. Common Tern Occupancy
4. Forest Breeding Bird Surveys
5. Great Blue Heron Nesting Surveys
6. Osprey Nesting and Productivity
7. Bear Incident Monitoring
8. Moose Census
9. Small Mammal Monitoring
10. Track Surveys On Protected Frozen Bay Lake Surfaces (wolf and deer)
11. White-tailed Deer Surveys
12. Wolf Howling Survey
13. Prescribed Fire Monitoring

14. Wild Rice Locations
15. Creel Census
16. Campsite Monitoring
17. Interior Lake Visitation Surveys
18. Interior Lake Water Chemistry and Microorganism Monitoring

1b2. 20% of inventory and evaluation for historic structures in the park will be completed.

This goal increases the information on the historic structures gained through inventorying, analyzing, evaluating, and describing cultural resources not previously included in park databases.

Knowledge about cultural resources and their conditions is crucial to managing them well. Cultural resource categories inventoried in the park include: 328 archeological sites (Archeological Sites Management Information System); 35 cultural landscapes (Cultural Landscapes Automated Inventory Management System); 241 historic structures (List of Classified Structures); and a museum collection containing 73,621 cataloged objects (Automated National Catalog System). The park has no ethnographic resources yet documented (Ethnographic Resources Inventory). These databases describe condition (condition is listed after evaluation) assess significance, and make information accessible for research, interpretation, planning, and decision-making on cultural resources. The baseline inventories are at different levels of completion. Baseline inventories for these disciplines are typically accomplished through special funding, so specialists with expertise to complete the inventories and evaluate their findings may be brought to the park on contract or from the Midwest Regional Office.

For this long-term goal, the park will increase the number of determinations of Eligibility for the National Register of Historic Places by conducting and completing research on an additional 20% of the historic structures in the park.

Goal Category II: Provide for the Public Enjoyment and Visitor Experience of Parks

The mission goals and long-term goals in Goal Category II meet the mandate of the National Park Service (NPS) Organic Act ". . . to provide for the enjoyment of the [resources] in such a manner and by such a means as will leave them unimpaired for the enjoyment of future generations." Subsequent legislation reinforced and expanded this authority. It is implicit in the enabling, and subsequent legislation, for Voyageurs National Park. All Voyageurs National Park goals for visitor satisfaction, enjoyment, safety, appreciation, and understanding are in this category.

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

Enjoyment of Voyageurs National Park and its resources is a fundamental part of visitor experience. Visitor enjoyment and safety are affected by the quality of park programs, facilities, and services, whether provided by the National Park Service, concessioners, contractors, or gateway communities. In this context, availability of services, facilities, and opportunities relate to the number and quality of available opportunities for visitors. Accessibility relates to routine accommodation of special needs at Federal and concession-operated facilities and in recreational activities in accordance with Uniform Federal Accessibility Standards. Diversity of facilities and services relates to a range of accommodations and recreational opportunities (at various prices and levels of expertise and interest) for visitors seeking various and appropriate park experiences. Quality of facilities and services relates to well-presented, knowledge-based orientation, interpretation and education. Appropriate recreational opportunities are consistent with the park's purpose and management and are not harmful to resources or park visitors.

The following long-term goals relate directly to visitors' park experiences and represent Voyageurs National Park's efforts to provide for the enjoyment of the park resources.

Long-term Goals: By September 30, 2002,

Ila1. 70% of park visitors are satisfied with appropriate park facilities, services, and recreational opportunities.

Voyageurs National Park facilities and services include: individual campsites; campgrounds; picnic areas; visitor centers; roads and parking areas; trails; interpretive brochures and signing; water systems, docks, and other support facilities; interpretive walks and talks; boat tours; dining facilities and overnight accommodations; search and rescue; medical assistance; and crime prevention. National Park Service visitor evaluations of park facilities, services, and recreational opportunities are important to improving visitor services. Visitor satisfaction with park facilities, services, and programs will be based on the 1994 and 1995 Winter Visitor Use Surveys, the 1995 and 1997 Summer Visitor Use Surveys, and other statistically valid surveys or evaluations including techniques such as focus groups. The surveys selected a systematic sample of visitors to evaluate specific aspects of their visits. The results of such surveys are the basis for evaluating this goal. Visitors rating the quality of the facilities, services, and recreational opportunities as "good" and "very good" are defined as "satisfied". The park requested funding for refining these data bases and for developing "satisfaction" evaluation tools for FY-98 from the Service's Washington Office which is responsible for developing or identifying techniques for determining satisfaction.

This goal should improve visitor satisfaction. While many factors affect visitor use and enjoyment, this goal focuses on programs, facilities, services, and recreational opportunities for the visitor use, comfort and enjoyment. Park baseline information will be derived from the visitor use surveys and are noted above. Performance information for the five year period covered by this Strategic Plan will be derived by methods yet to be decided.

Ila2. Voyageurs National Park will reduce the visitor injury incident rate by 10% from the 1992-1996, 5-year average level.

More than 260,200 recreational visits to Voyageurs National Park occurred in calendar year 1996. The park's 5-year injury incident rate average for the period 1992-1996 was 3.46 injuries per 100,000 visitors. There were three visitor fatalities and 39 injuries or illnesses for the 5-year period.

This goal includes activities and efforts to provide visitors safe and secure visits. The following facilities and services are provided, managed or

maintained to protect visitors: grounds maintenance for security; health and sanitation systems; law enforcement; search and rescue; employee training (law enforcement, search and rescue, etc.); and special events (protection).

While visitor safety and security are affected by many things, this goal focuses on park facilities and services provided to support safe and enjoyable visits. For this long-term goal, the park will reduce the base visitor injury incident rate from 3.46/100,000 visitors to 3.11/100,000 visitors.

Mission Goal IIb: Park visitors and the general public understand, appreciate, and support the preservation of Voyageurs National Park and its resources for this and future generations.

Visitors' park experiences include enjoying the park and its resources, understanding why the park exists, and appreciating its significant resources. Satisfactory visitor experiences build public support for preserving the part of the nation's heritage represented in Voyageurs National Park. Support for Voyageurs National Park is enhanced through educational outreach programs and community involvement efforts. Long-term goals related to learning and understanding park and resource purpose and significance relate to this mission goal.

Long-term Goals: By September 30, 2002,

IIb1. 60% of park visitors understand and appreciate the significance of the park.

This goal measures visitors' comprehension and appreciation of park resources and history.

Information, orientation, interpretation, and education help visitors discover the significance and meaning in the park, and help them connect tangible natural and cultural resources and intangible values that may be suggested by these resources.

The National Park Service is developing a baseline to measure the percentage of visitors who actually learn and benefit from visitor services. Voyageurs National Park's baseline for the winter season is derived from the 1994 and 1995 Winter Use Surveys. For the summer season, the baseline indicator is derived from the 1997 Visitor Use Survey, which will be available in early FY-1998. The Service is developing assessment tools for use by parks, including the Assessing Parks As Classrooms, Self-Critique: A Tool

for Evaluating Interpretive Services, customer evaluation cards, and focus groups. Currently available information and best professional judgment suggests that the target of 60% understanding and appreciating park significance is appropriate for this long-term goal. When the baseline is finalized in early FY-1998, this goal may be revised.

Goal Category IV: Ensure Organizational Effectiveness

The mission goals and long-term goals in Goal Category IV support the Voyageurs National Park mission and relate to efficient and effective governmental processes rather than to the results of those processes. These goals measure workplace standards such as diversity, competency levels, and program execution efficiency.

In short, the goals in Category IV represent strategies to better accomplish its mission. Because these are strategies to accomplish the park mission, the dollars and FTE associated with them are related to the long-term goals contained in Mission Goal Categories I and II.

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

To become more responsive, efficient, and accountable, Voyageurs National Park is integrating its planning, management, accounting, reporting, and other information resource systems. Integrating or interfacing these systems will provide better communication during daily operations and help the park develop required annual performance plans to comply with the Government Performance and Results Act (GPRA). Modern electronic technology makes it possible to integrate/interface these systems among the operational units in the park, central offices, and program centers. Improvements in work force diversity, employee safety, and employee performance standards will also help the park accomplish its mission. Long-term goals that pertain to organizational responsiveness, efficiency, and accountability are related to this mission goal.

Long-term Goals: By September 30, 2002,

IVa2. To better preserve park resources and to better provide for public enjoyment and the visitor experience of the park, 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 National Park Service Career Planning & Tracking Kit.

This goal assures that permanent and term employees have career field training and development needs identified through formal needs assessments. It does not include training provided to meet essential competencies.

IVa3. To better preserve park resources and to better provide for public enjoyment and the visitor experience of the park, 100% of employee performance standards will be linked to appropriate strategic and annual performance goals.

Each Voyageurs National Park employee has a required individual performance plan. Past performance plans have been task statements emphasizing individual outputs rather than individual contributions to the overall park mission or organizational outcomes. This goal directly ties individual performance goals to organizational outcomes. The park will develop performance standards incorporating the strategic plan results for the superintendent, assistant superintendent, and division chiefs; it will subsequently expand the process to include performance standards for first-line supervisors, other program managers, and finally to individual employees.

This goal will be measured annually by the superintendent's office; supervisors/program managers certifying that performance plans are related to organizational goals set forth in the park's strategic plan; by random sample reviews of individual performance plans; and by employee evaluations that assess how much individual work contributes to successful accomplishment of the organizational mission.

This goal assures that permanent and term employee performance agreements and employee performance standards are linked to park strategic and annual performance goals. It also implements the park's strategic plan.

IVa4. The population of annual new hires reflects the overall diversity of the Civilian Labor Force in Minnesota.

This goal seeks to improve diversity in the organization by tracking recruitment efforts and hiring practices.

The Voyageurs National Park work force does not yet reflect the civilian labor force in Minnesota for the same or similar occupations. In some occupations minorities and women are severely under-represented. Voyageurs National Park is committed to increasing the diversity of its work force by recruiting and hiring women, minorities, and individuals with disabilities in all occupational series and grade levels where they are under-represented as vacancies occur to mirror the civilian labor force of Minnesota.

Management at all levels of the park organization will be held accountable for eliminating under-representation and for increasing diversity through recruiting and hiring. Voyageurs National Park will concentrate efforts on the occupational groups that are under-represented: women, minorities, and individuals with disabilities. The park will target the 0025-Park Management, 0401-General Biological Science, 1640-Facility Management, and 4749-Maintenance Mechanic occupational series.

IVa6. To better preserve park resources and to better provide for public enjoyment and the visitor experience of parks; reduce the park employee lost time injury rate by 32%, from the 1992-1996, 5-year average level.

The National Park Service (NPS) has the worst safety record in the Department of Interior and one of the worst in the Federal Government. Each year, the NPS temporarily loses approximately 6% of its employees 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 (OSHA) FY-1995 annual average for Federal employee accidents (number of lost-time accidents per 100 employees) was 2.83. The NPS's annual average for the same period was 6.46. Unsafe work practices account for approximately 90% of NPS employee accidents (National Safety Council & NPS analysis, 1995).

The park determined that its 5-year average rate is approximately 4.124 lost time injuries/100 employees.

This long-term goal seeks to reduce the park's employee lost time injury rate (the rate of injuries resulting in employee lost time due to on-the-job injuries\illnesses) from 4.12 to 2.80, which will be below the national average of all Government employees.

APPENDIX B: VOYAGEURS NATIONAL PARK AND GPRA

Performance Management

GPRA (Government Performance and Results Act) requires Federal agencies to use performance management. What is it? In a nutshell, performance management ensures that daily actions are guided by goal-setting, followed by performance measurement and evaluation. Performance measures help the park know both how effective such actions are -- in fulfilling the park mission -- and how efficient they are in achieving the greatest outcomes. The process for doing so involves developing a mission statement, long-term and annual performance goals for all major programs that reflect the mission and measuring actual performance. The process focuses on outcomes rather than inputs and on results achieved rather than funds expended or FTEs "used". The performance management approach assumes the following steps: establish goals; allocate resources; take action; measure results; evaluate performance.

Performance management is deliberate in articulating goals and reporting accomplishments. Performance management has been long used in the private sector and can help the National Park Service and Voyageurs National Park both manage and communicate better. It can also help the park get the most out of available resources. We hope, too, that it will show the value the National Park Service and Voyageurs National Park create for American taxpayers.

Performance management focuses on the results of efforts rather than the efforts themselves. Refining where the park wants to be within a particular timeframe, based on realistic assessments of capabilities and constraints, helps the park to more effectively manage its fiscal and human resources. Performance management is not an attempt to do more with less, but an attempt to understand the fiscal and human resource environment and focus on realistic goals.

Why Do GPRA or Performance Management?

Why do GPRA? Why do performance management? GPRA and performance management have benefits both immediate and long-term.

Some of the benefits are:

- ✓ It provides common vision of the purpose and future of the park. 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 National Park Service and Voyageurs National Park resource preservation and interpretation. GPRA helps explain the park's mission, goals, and actions to the Congress, helping the park show the results accomplished for the monies appropriated and services donated.
- ✓ It helps the park communicate among park staff and between parks, so the park can reveal what each park is doing to contribute to the mission of the National Park Service.
- ✓ It encourages new ways of thinking about how to achieve results (also known as re-engineering).
- ✓ It articulates the value the National Park Service and Voyageurs National Park create for the public.
- ✓ It makes better arguments for budget increases (and against decreases).
- ✓ It provides a better framework for daily management decisions and a better linkage between individual contributions and park organizational goals.

Performance management connects Voyageurs National Park's goal to its operations -- by knowing its mission, its goals, and what success looks like **before** it acts. The park has to do the right things, and do them well. Inputs and outputs without clear outcomes mean that the park may be working itself ragged without doing what is most important to fulfilling the Voyageurs National Park mission.

Performance management requires a "mind shift" for the staff of Voyageurs National Park, which is accustomed to managing dollars and FTEs, to assure that it does overspend the former and not exceed the latter. Both dollars and FTEs are inputs. The park has long counted the number of interpretive programs given and the number of acres of prescribed burns. All are outputs (products or services) that result from the park's efforts. Performance management indicates how well the park is achieving the goals related to its mission. For the National Park Service and Voyageurs National Park, preserving resources and providing for public enjoyment and visitor experience of parks are two outcomes. The park is committed to assuring that outcomes are achieved by appropriate inputs and outputs. Performance measures help the park know both how effective it was or is -- in fulfilling its mission -- and how efficient it is -- in using the fewest inputs to achieve the greatest outcomes.

All the Service's performance management efforts are being integrated into a single system to avoid duplication and inconsistency. When fully developed and

implemented, the National Park Service and Voyageurs National Park performance management program will provide information on its accomplishments not readily available now, with fewer reporting requirements.

Denis Galvin, acting Deputy Director of the National Park Service, recently called performance management (GPRA) the "business system" of the NPS. He suggested that performance management and GPRA take what the National Park Service and Voyageurs National Park have long done and helps them do it better.

Voyageurs National Park managers will use the formalized GPRA approach to establish a shared vision of what needs to be accomplished, to develop annual work plans, to measure the effectiveness of the actions taken, and to incorporate lessons learned from the accomplishments.

National Park Service implementation of performance management creates a framework for linking Servicewide goals with the particular needs and priorities of individual parks like Voyageurs National Park. Servicewide consistency will be achieved by ensuring that the mission goals established in each park reflect the mission and the particular needs of this park, while fitting within the Servicewide mission goals.

Other Linkages With GPRA

Performance management should integrate the varied parts of park management so that all the key elements are brought together. Some of the linkages are: personnel; planning; operations evaluation; and information management.

Personnel: Performance measurement can support the National Park Service Restructuring Plan which is oriented to field (park) and focusses on increasing field authority. The Midwest Region Office is using performance goals as the "critical results" for key employees as part of the Department of the Interior's new performance appraisal system.

Planning: Planning enables an organization to affect, rather than merely accept, the future. Planning sets clear goals and direction for the intended destination and provides for flexible and changing responses as conditions change. National Park Service planning incorporates the requirements of regulations and policies including public involvement, environmental compliance, compliance issues, and project evaluation.

Operations Evaluation: In 1995, a "reinvention laboratory" recommended significant changes to the operations evaluation process, including changes to

compliance standards and suggesting a focus on customer service and GPRA-based outcomes.

Information management: The National Park Service Information Management Program is working to find ways to link GPRA reporting needs with existing and projected technologies for the benefit of the parks and the Service.

Terminology Used by the National Park Service

Inputs -- the resources used in producing an output or outcome (for example: personnel, materials, time, and funding). Other examples include: FTE used, # of dollars expended, # of park folders handed out, slide photographs in programs, hand tools.

Outputs -- the activities or efforts (product or services) produced or provided over a period of time or by a specific date (for example: timeliness). Other examples are interpretive programs provided to visitors, integrated pest management treatments, or number of miles of trails rehabilitated.

Outcome -- a description of the result, effect, or consequence of carrying out a program or activity (output). Examples include satisfied and knowledgeable visitors, or resources in good condition.

Outcomes:

Mission Goals -- continue indefinitely, include all that the National Park Service does;

Long-term Goals -- for five years (range of 3 to 20 years), not inclusive; used for performance measurement and used as linkages to budget (equivalent to GPRA "general goals");

Annual Goals -- for one fiscal year, specific, not inclusive, used for performance measurement and linkages to personnel.

Resources -- (1) natural and cultural: as in preserve the resources and their condition; (2) the organization's fiscal and human resources: as in money or staff available.