Sleeping Bear Dunes National Lakeshore
Strategic Plan
2001-2005

Table of Contents

Introduction 2

Sleeping Bear Dunes Mission, Purpose and Significant statements 4

Goals Introduction 5

Mission and Long Term goals- Summary 6

Mission and Long Term goals- Detail 9

Appendix 28

- Key External Factors
- Resource Assessment
- Availability of Human and Fiscal Resources
- Contributors in developing the Plan
- Consultation While Developing the Plan
- Program Evaluation and Reporting Schedule
- Definition of Terms
- Text of the Government Performance and Results Act of 1993
- Sleeping Bear Dunes Enabling Legislation
- Regional and Local area maps

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Introduction

The Government Performance and Results Act (GPRA) is the primary legislative framework through which agencies will be required to set strategic goals, measure performance, and report on the degree to which goals were met. It requires each federal agency to develop, no later than by the end of fiscal year 1997, strategic plans that cover a period of at least 5 years and include the agency's mission statement; identify the agency's long-term strategic goals; and describe how the agency intends to achieve those goals through its activities and through its human, capital, information, and other resources. Under GPRA, agency strategic plans are the starting point for agencies to set annual goals for programs and to measure the performance of the programs in achieving those goals.

GPRA requires that each agency submit to the President and to the appropriate authorization and appropriations committees of Congress an annual report on program performance for the previous fiscal year (copies are to be provided to other congressional committees and to the public upon request). The first of these reports, on program performance for fiscal year 1999, is due by March 31, 2000, and subsequent reports are due March 31 for the years that follow. In each report, an agency is to review and discuss its performance compared with the performance goals it established in its annual performance plan.

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

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

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

Sleeping Bear Dunes National Lakeshore (SLBE) participated in the 1995 public review comment period for the development of the National Park Service (NPS) Strategic Plan and was selected to be a Lead Park for GPRA testing and implementation in 1997 along with approximately 35 other park areas. The remaining NPS units implemented GPRA in 1998.

After being a Lead Park for over 6 months, Sleeping Bear Dunes reviewed and updated it’s original “Draft/Test” Strategic Plan to comply with the new National Park Service Strategic Plan and developed it’s first Strategic Plan in 1997. This plan was then reviewed and updated in February of 1999 and again in April of 2000 to incorporate the latest NPS Strategic plan goals. Several key assumptions were made in the initial and updated plans. If any of these assumptions change, the Lakeshore’s ability to achieve its long-term goals would be affected. The plan would have to be revised to respond to any significant changes.
The assumptions made were:

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

- No significant increases in land management responsibilities will occur.

- No legislation that would significantly increase the cost to the Lakeshore in providing visitor and management services will be enacted.

- Budget resources will be limited as the country moves towards a balanced budget by the year 2002.

- Financial support from other organizations for existing partnership arrangements will continue near present levels.

- Staffing levels will remain near current numbers.

The Sleeping Bear Dunes strategic plan was developed with the assumption that the Lakeshore would receive essentially level base funding (base funding is adjusted for inflation and cost of living pay increases) for the life of the plan. The goals in this strategic plan can be accomplished within existing funding rather than with additional funds. This approach follows the guidance received by the National Park Service in implementing GPRA. The current funding levels reflect the decisions made in both the executive and legislative branch about national budgetary priorities in a time of deficit reduction. They do not reflect the actual cost of fully implementing the mission of the Sleeping Bear Dunes National Lakeshore. The plan does not reflect special funding received for cyclic maintenance, repair and rehabilitation, house site demolition and site restoration projects, fee collection and or fee demonstration funding.

The development and revision of the strategic and annual performance plans are an ongoing refinement process. According to GPRA, a federal agency's strategic plan must be revised in its third and sixth years. For Sleeping Bear Dunes and the National Park Service, 1997 was a transition year to integrate GPRA requirements into its planning, budgeting, reporting, and evaluation processes. This strategic plan is not about justifying budget increases. Rather it provides an accurate picture of where Sleeping Bear Dunes should be six years hence, and what accomplishments it hopes to have achieved.

Annual performance plans (APPs) link strategic plans to the activities and outputs needed to accomplish them. Strategic Plans set mission and long-term goals while annual performance plans set annual goals and identify the resources, activities, and outputs needed to fulfill them. By stating the outcomes expected for that year, annual performance plans support budget formulation, personnel appraisals and the allocation of resources. Annual performance plans are required by GPRA. To have decision-making precede budget formulation and allocation, the annual performance plan is prepared a year and a half in advance. APPs follow the same timing as the federal budget cycle. Because preparing an initial APP is so far in advance of its fiscal year, it is not elaborate or complicated. The APP is made up of annual goals, which flow directly from the long term goals in the strategic plan, and a work plan that identifies how the goals will be accomplished. The initial APP is prepared in outline form and refined as that fiscal year approaches. The work plan portion of the APP is finalized before the fiscal year begins. Setting goals and having the budget reflect them means having decisions made before, or as part of, the budget process.

Sleeping Bear Dunes Strategic Plan was reviewed and updated in April 2000. The update included revisions and additions to a number of Long term goals.

Lakeshore Mission

Sleeping Bear Dunes National Lakeshore was established by an act of Congress and formed from lands purchased from private owners and from lands and water areas donated by the State of Michigan. The Lakeshore mission is to preserve outstanding natural features including forests, beaches, dunes and ancient glacial phenomena along 100 km (64 miles) of Lake Michigan shoreline, in order to perpetuate the natural setting for the benefit and enjoyment of the public, and to protect it from developments and inappropriate uses that would destroy its scenic beauty, scientific and recreational value. The Lakeshore provides the infrastructure necessary to access park resources i.e. boating access, road and trail access and the facilities to support outdoor recreation, interpretation, education and other park uses i.e. campgrounds, picnic areas, interpretive facilities, restrooms etc.. Included within the boundaries are inland lakes and rivers, glacial features such as ice block holes and moraines, and habitat necessary for the continued survival of threatened and endangered species such as Pitcher's thistle and piping plover. Some fifty percent of Lakeshore is designated for potential wilderness. Cultural resources include remnants of prehistoric American Indian use, logging, farming, maritime commerce and outdoor recreation.

Lakeshore Purpose

Preserve outstanding natural features including forests, beaches, dunes, and ancient glacial phenomena in order to perpetuate the natural setting for the benefit and enjoyment of the public, and to protect them from developments and inappropriate uses that would destroy their scenic beauty and recreational value.

Provide for public recreation, inspiration, and education consistent with protection and conservation of significant natural and cultural resources.

Lakeshore Significance

The National Lakeshore contains accessible and compactly grouped features of continental glaciation, and includes post glacial shoreline adjustment, wind formed dunes, and examples of plant succession.

The National Lakeshore area is one of the most scenic portions of Lake Michigan shoreline, and, with it's massive glacial headlands, diverse habitats, and superb water resources, offers a broad range of recreational and inspirational experiences.

The National Lakeshore's historic maritime and agricultural landscapes are of a size and quality that are unique on the Great Lakes and rare elsewhere on the US coastline.

The National Lakeshore includes native flora and fauna important to the region; some of which are endangered, threatened, rare, or declining in the Great Lakes ecosystem.

(Definitions in appendix for mission, purpose and significance statements)

Sleeping Bear Dunes Goals

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

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

Each long-term goal in this plan is stated as a desired future resource or visitor experience condition that is measurable. Long-term goals generally have four attributes: 1)an end date shown as "By September 30, 2005," which indicates when the goal should be achieved, 2)a target usually shown as a percentage or actual number, 3)an indicator, the thing being measured, and 4)a baseline date, usually expressed "as of 1997 or 1999". Together these attributes create *a statement of a desired future condition*. By following this method, the required performance measure is included in the long-term goal.

In total, Sleeping Bear Dunes has 6 mission goals and 41 long-term goals. The goals are presented with a short explanation that provides additional information about that goal and its achievement. The goal numbering sequence utilized followed the NPS servicewide numbering system, but Sleeping Bear Dunes did not use all of the NPS servicewide goals and added goals specific to the Lakeshore.

Sleeping Bear Dunes Goals- Summary

Goal Category I: ***Preserve Lakeshore 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: By September 30, 2005**,**

Ia0: Degradation of natural resources is reduced by 10%(12 incidents) from 1999 level.

Ia01b: 150 exotic deer are removed from the Manitou Islands.

Ia02b: 3 out of 4 identified Lakeshore populations of threatened and endangered species with critical habitation have stable populations.

Ia05: 45 of 172 (27%) historic structures not on the 1999 LCS are preserved rehabilitated and restored to a Good condition.

Ia1a: All of the Lakeshore's disturbed lands, as of 1997 (1,143 acres), are restored.

Ia1b: Exotic vegetation on 500 acres of parkland is contained.

Ia3: The air quality in Sleeping Bear Dunes National Lakeshore has remained stable or improved

Ia4: Sleeping Bear Dunes National Lakeshore has unimpaired water quality.

Ia5: 131 of 352 (37%) historic structures are preserved, rehabilitated and restored to a good condition.

Ia6: 380 (84%) of the preservation and protection conditions in the Lakeshore's museum collection meet professional standards.

Ia7: 9 of 15 cultural landscapes targeted for protection are in good condition.

Ia8: 35 of the 70 assessed archeological sites are in good condition. (50%)

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: By September 30, 2005**,**

Ib01: 5 data sets for Sleeping Bear Dunes National Lakeshore will have been acquired.

Ib02C: 100% of the historic structures (not on LCS as of FY 1999) have been updated and added to the LCS.

Ib04: geologic process of sand dunes is actively studied and monitored for needed protection and mitigation.

Ib2b: Cultural landscapes inventoried and evaluated at Level II are increased by 41% (from FY1999 Baseline of 22 to 31).

Ib2c: 100% of the Lakeshore's historic structures (FY 1999 Baseline 352) have updated information.

Ib2d: The number of museum object cataloged into ANCS+ and submitted to the National Catalog is increased to 2,486 (100% completion).

Ib2e: The park will have inventoried 5 ethnographic resources and entered the records on the Ethnographic Resources inventory with complete Level I data

Ib2f: An Historic Resource Study and an Administrative History have been completed to professional standards, are current (approved since 1980) and are entered in CRBIB.

Ib3: Sleeping Bear Dunes National Lakeshore has identified its vital signs for natural resource monitoring.

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 Lakeshore facilities, services, and appropriate recreational opportunities.**

Long Term Goals: By September 30, 2005,

IIa02: 95% of all wild land fires are suppressed within 24 hours.

IIa1: 98% of the Lakeshore visitors are satisfied with the recreational opportunities, information, facilities, and accessibility within Sleeping Bear Dunes National Lakeshore consistent with the maximum protection of the natural environment.

IIa2: The visitor accident/incident rate will be at or below 1.1 per 100,000 visitor days (a 71% decrease from the FY1992-FY1996 Baseline of 3.22 per 100,000 visitor days).

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

Long Term Goals: By September 30, 2005,

IIb1: 89% of Lakeshore visitors understand and appreciate the purpose and significance of the Lakeshore.

IIb11: 85% of participants in formal interpretive programs understand America's cultural and natural heritage being preserved by the park and its programs.

Goal Category IV: ***Ensure Organizational Effectiveness***

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

Long Term Goals: By September 30, 2005,

IVa3a: 100% of employee performance plans are linked to appropriate strategic and annual performance goals and position competencies.

IVa4a: The number of permanent positions in the 9 targeted occupational series filled by employees from underrepresented groups is increased from 0 at end of FY 1999 to 1 (100% increase).

IVa4b: The total number of temporary/seasonal positions annually filled by women and minorities is increased from 26 in FY 1999 to 32 (19% increase).

IVa4c: The number of permanent positions filled by employees with disabilities is increased from 5 in FY 1999 to 5 (0% increase).

IVa4d: The number of temporary/seasonal positions filled by employees with disabilities is increased from 7 in FY 1999 to 10 (30% increase).

IVa5: 25 of 28 (89%) employee housing units are in good condition.

IVa6a: Reduce the Lakeshore's lost time incident rate of 11.74 (6.2 incidents/annually) to a 2.75 lost time incident rate (2 incidents/annually)

IVa6b: the number of SLBE hours of COP will be at or below 30.6

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

Long-term Goals: By September 30, 2005,

IVb03: Three park concessioners are paying franchise fees to the Lakeshore.

IVb1: The annual average volunteer hours will be maintained at the 1997 level (20,762 hours).

IVb2a: The park will have increased cash donations by 5% over the baseline year amount of $60,196.

IVb2b: The cash value of in-kind donations, grants, and services provided by Sleeping Bear Friends Group and other organizations is increased from $51,000 in FY 1997 to $102,000 (100% increase).

IVb2c: The park will have increased Cooperating Association donations by 5% per year above the baseline amount of $11,622.

IVb4: Increase by $250,000 over the 1998 level, the amount of receipts from Lakeshore entrance, recreation, and other fees.

Sleeping Bear Dunes Goals- Detail

Goal Category I: ***Preserve Lakeshore Resources***

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

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

This goal, which encompasses the broad mandate of the NPS Organic Act and subsequent legislation, includes the concepts of biological and cultural diversity. Broader ecosystem and cultural context includes both natural systems and cultural systems that extend beyond the Lakeshore unit to nearby lands. Lakeshore cultural context refers to ensuring that Lakeshore resources are preserved and interpreted in relationship to other historical events or cultural processes.

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

Long Term Goal Ia0: **By September 30, 2005, degradation of natural resources is reduced by 10%(12 incidents) from 1999 level.**

Protection of the natural resources is one of the basic missions of the National Park Service. Staff must be alert to a wide variety of threats to the natural resources both to prevent incidents of degradation and to prosecute violators.

What gets reported: Personnel and support costs to prevent, detect, prosecute, mitigate and rehabilitate resource degradation. Research to understand the resource and degradation. Research to find the best way to rehabilitate or mitigate resource degradation. Time spent working with other agencies to deal with resource degradation issues. Time spent educating people, either individually or in groups.

Baseline: 120 incidents in FY 1999

Unit of Measure: Number of resource degradation incidents in the following CIRS categories:

06-01-00 NATURAL RESOURCES
13-00-00 ARSON - WILDLAND
36-10-00 BOAT IN CLOSED AREA
36-99-00 JETSKI
37-00-00 CAMPING
40-00-00 DOGS, CATS, OTHER PETS
44-00-00 COMMERICAL FISHING
44-99-00 FISHING - OTHER
48-00-00 HORSES, PACK ANIMALS
53-41-00 FEDERAL ENDANGERED ANMIAL
53-42-00 FEDERAL THREATENED ANIMAL
53-51-00 FEDERAL ENDANGERED PLANT
53-52-00 FEDERAL THREATENED PLANT
57-00-00 RESEARCHER COLLECT W/O PERMIT
59-00-00 SANITATION
61-01-00 SNOWMOBILES
64-00-00 BICYCLES
65-00-00 DRIVING OFF ROAD
75-00-00 TRAPS, NETS
77-00-00 BOTHERING/MOLESTING WILDLIFE

77-10-00 HUNTING, TRAPPING
77-20-00 POACHING
77-30-00 POSSESSING WILDLIFE
77-40-00 SPOTLIGHTING
77-99-00 OTHER WILDLIFE

Lo Long Term Goal Ia01b: **By September 30, 2005, 150 exotic deer are removed from the Manitou islands.**

Deer were introduced from Pennsylvania to North Manitou Island to establish a private hunting reserve. When the NPS purchased the island in the 1980s, the deer herd numbered in the thousands. In 1994 it appears that a few of the deer escaped to South Manitou Island. The deer have changed the plant community on North Manitou Island by eating new tree sprouts and consuming all of some plant species. To allow a natural plant reproduction and succession on North Manitou Island, and to prevent the decimation of certain rare or unusual plants that the deer favor on South Manitou Island, the deer herd is hunted.

What gets reported: Personnel and support costs to conduct an annual hunt on North Manitou Island and removal efforts for the deer on South Manitou Island. Time spent working with the State of Michigan to advertise the hunts. Time spent planning the hunts, obtaining deer tags, producing written information for hunters, answering questions on the telephone, issuing hunting permits, depositing hunting fees and writing an annual report. Time spent working with the concessioner to provide transportation for the hunters.

Baseline: FY 2001

Unit of Measure: Number of deer removed

Long Term Goal Ia02b: **By September 30, 2005, 3 out of 4 identified Lakeshore populations of threatened and endangered species with critical habitation have stable populations.**

Threatened and endangered species in the national park system are integral to the natural systems the National Park Service is charged to protect. This goal responds to the NPS Organic Act (T&E Species) and to the Endangered Species Act which requires Federal Agencies to develop programs for the conservation of listed species and reflects the Lakeshore's responsibility to know the condition of its resources.

What gets reported: All effort expended in preserving, protecting, restoring, maintaining, monitoring, or evaluating the habitat of all T&E species in the Lakeshore, and all effort expended in mitigating any impacts that affect critical habitat or the T&E species populations. The population trend of those T&E species populations identified in 1997 and recorded in the National T&E Database will be tracked. Lakeshore projected population trend status is reported as two numbers representing Improving and Stable populations. For example, the following input for this goal's performance target 3; 2; 1; 3 indicates that 3 populations improved, 2 populations declined, 1 population is stable, and the status for 3 populations is unknown. Until the National T&E Database is completed, the Lakeshore will provide their baseline information as identified below. As of February 1999 Sleeping Bear Dunes has 4 populations. Federally listed populations and status are: Eagle- Improving, Piping Plover- Stable, Monkey Flower- Stable, Pitcher Thistle- Stable, . As of September 10, 1997 the Bald Eagle and Pitcher Thistle are threatened and the Piping Plover and Monkey Flower are endangered. The total populations count =4.

Baseline: The total number of T&E species is 4 and include: Piping Plover, Bald Eagle, Michigan Monkey Flower, Pitcher Thistle. Ia02b: Note that this counts the total number of populations rather than the number of individuals in a population or a population count.

Unit measure: Number of Populations

Long Term Goal Ia05: **By September 30, 2005, 45 of 172 (27%) historic structures not on the 1999 List of Classified Structures are preserved, rehabilitated and restored to a good condition.**

The list of Classified Structures (LCS) is the primary computerized database containing inventory and condition information on the estimated 26,0000 park historic and prehistoric structures. Structures included on the LCS are not limited to buildings. Structures listed on the LCS may include poles, railings, hitching posts, steps, ruins, gravestones and much more. At the end of FY 1999, data on 24,225 structures in 367 parks were in the database. 44% of those structures were in good condition, 56% in poor, fair, or unknown condition. By accomplishing this

goal the number of structures in good condition would increase, while those currently in good condition would be maintained.

What Gets Reported: The condition of historic structures that were not on the 1999 List of Classified Structures.

Baseline: The number of structures not listed on the 1999 LCS that were in good condition at the end of FY 1999.

Unit of Measure: Each Structure.

Long Term Goal Ia1: **By September 30, 2005, Ia1a: all of the Lakeshore's disturbed lands, as of 1997 (1,143 acres), are restored and Ia1b: exotic vegetation on 500 acres of parkland is contained.**

This goal improves resource conditions in the Lakeshore by: (1) restoration of lands impacted by former uses, and (2) containment of invasive plant and animal species.

Lakeshore lands, where natural processes have been significantly altered by past land use practices, need to be restored to their natural condition. Impacts from such land use practices directly affect other natural resources and can result in severe and persistent changes to habitat conditions and ecosystem functions. Successful restoration accelerates the recovery of the biological and physical components of the ecosystem, including soils, vegetation, and the geomorphic and hydrologic setting.

Exotic, alien, or non-native plant and animal species threaten parks because they often replace native species, disrupt natural processes, and otherwise destroy natural systems.

"Disturbed lands" measures the successful restoration of Lakeshore lands identified in approved resource planning documents as of 1997 (National Resource Management Assessment Program (NR-MAP), resource management plans (RMP), general management plans (GMP), land protection plan (LPP) etc.) where past land uses significantly altered the landscape. Examples of such land use include: abandoned roads, abandoned use of sand and gravel pits, abandoned campgrounds, abandoned trails, and other abandoned sites or facilities targeted for restoration. This goal excludes routine restorations for active campgrounds or for social trail eradication or restoration of areas impacted by visitation. Restoration efforts other than habitat restoration for Threatened and Endangered (T&E) species should be reported to this mission goal.

"Invasive species" measures the successful containment of invasive non-native plants or animals that pose the greatest threat to native species and natural processes and for which effective treatments are available. The baselines for measurement are contained in the 1996 NR-MAP, resource management plans (RMP), general management plans, etc. Infestations (current infestations or past infestations requiring continued treatment) will be considered "contained" if the targeted species are eliminated or their populations constrained geographically. The baseline will not include any property reverting to the Lakeshore since the goal was established.

What gets reported: (1). All effort expended in restoring or mitigating the impacts of disturbed lands identified as needing to be restored (see above) and all land restored, identified in acres. Efforts also include annual structure sales. Until the Resource Management Plan (RMP) database can track resource conditions, the Lakeshore will provide the baseline acres meeting the above narrowly defined criteria (land impacted by past land uses where the natural processes have been impacted by development such as roads and facilities). The Lakeshore will also provide performance targets in acres.
The following properties will be coming to the Lakeshore in the following years: 1997- 10 tracts (130 acres), 1998- 51 tracts (75 acres), 1999- 8 tracts (21 acres), 2000- 2 tracts (8 acres), 2001- 22 tracts (909 acres). Total tracts received from 1997-2001= 93. Total acres received from 1997-2001= 1,143 acres. From 1974-1996 annual structure sales sold approximately 60% of structures received by the Lakeshore for an income of approximately $389,228. Utilizing this past data approximately 683 acres can be restored through structure sales. The remaining 460 acres will be restored by Lakeshore staff.

(2) All effort expended in containing or mitigating the impacts of invasive plants and animals, and all land upon which the containment or mitigation occurred, identified in acres. Baseline acres (current infestations or past infestations requiring continued treatment) will be provided as well as containment performance targets in acres. As of November 1996 Sleeping Bear Dunes identified 27,065 acres as being impacted by exotic plants. Only 6,645 were identified as treatable. As of July 1997 Sleeping Bear Dunes identified approximately 149 exotic plant species in the Lakeshore. Annually the Lakeshore conducts open field mowing (approximately 40 acres) and exotic plant removal by volunteers (approximately 5 acres). There are 12 invasive non-native animals at Sleeping Bear Dunes. Annual deer hunts are

conducted on North Manitou Island and the mainland to control the deer population. Non-native animals in Sleeping Bear Dunes include: mute swans, white tailed deer and raccoons (North Manitou Island), feral dogs, feral cats, salmon, smelt, alewife, suckers, lamprey eel, zebra mussels, and gypsy moth.

Unit measure: Acres (to the nearest whole acre) Disturbed lands
Acres (to the nearest whole acre) Invasive Species

Baseline: The baseline for Disturbed Lands is the total acres being received for years 1997-2001--- 1,143 acres.
The baseline for Invasive Species is treatable acres- 6,645.

Long Term Goal Ia3: **By September 30, 2005, air quality has remained stable or improved.**

Air pollution all units of the National Park Service. Numerous units must address air pollution issues to fully protect natural and cultural resources. Air pollution can injure and damage park resources.

What gets reported: Time spent acquiring air quality data from the University of Indiana. Time spent getting someone to analyze the data. Time and equipment to present the data to the public.

Baseline: FY 2001

Unit of measure: Each park

Long Term Goal Ia4: **By September 30, 2005, Sleeping Bear Dunes has unimpaired water quality.**

Sleeping Bear Dunes N.L. has a tremendous resource in water, including wetlands, interdunal ponds, creeks, rivers, lakes and Lake Michigan. The condition of the water resources is critical to the survival and perpetuation of the natural resources for generations to come.

What gets reported: Time spent getting information from NPDES permits, Notice of Violation, and/or State Section 303(d) list. Personnel and support to monitor water quality of surface waters.

Baseline: FY 2001

Unit of measure: Each park

Long Term Goal Ia5**: By September 30, 2005, 131 of 352 (37%) historic structures are preserved, rehabilitated and restored to a good condition.**

Maintaining these structures in good condition responds to the National Park Service Organic Act, the National Historic Preservation Act, and the cultural resource integrity of the National Park Service.

A historic structure is a constructed work consciously created to serve some human activity. Historic structures in Sleeping Bear Dunes include buildings, cemeteries, sidewalks, railroad grades, water pumps, historical markers, and ruins of all structural types. According to both federal law and NPS Management policies, all historic structures in which Sleeping Bear Dunes has a legal interest are to be managed as cultural resources. Regardless of type, level of significance, or current function, every structure is to receive full consideration for its historical values whenever a decision is made that might affect its integrity. The preservation of historic structures involves two basic concerns: slowing the rate at which historical material is lost, and maintaining historic character. In 1998 the Lakeshore began preparing a Historic Properties Management plan that will assist management in identifying structures and landscapes that will be targeted for protection. The plan should be completed by the spring of 2000.

Good condition describes the state of repairs of structures both interior and exterior. This means the structure is in useable condition. General maintenance, cyclical and scheduled maintenance are adequate to maintain the structure.

What gets reported: All effort expended in monitoring, evaluating, protecting, preserving, maintaining, rehabilitating, and restoring the structures listed on the List of Classified Structures (LCS) at the end of FY98 that are targeted for preservation, and all effort expended in mitigating any impacts that affect the targeted structures listed on the LCS. The Lakeshore will identify only projected costs and performance targets. Baseline information and past performance data (structures in good condition) will come from the LCS database. We are in the process of updating the LCS and it is

scheduled to be completed by the end of fiscal year 1999. At that time the number of historic structures targeted to be maintained may be adjusted to reflect the updated LCS listing.

Baseline: 85 Structures

Unit measure: Number of Structures

Long Term Goal Ia6: **By September 30, 2005, 380 (84%) of the preservation and protection conditions in the Lakeshore's museum collection meets professional standards.**

Historic artifacts are those items that have been identified as being valuable adjuncts to the mission of preserving and interpreting the cultural history of the park. Once identified, these artifacts must be stored or displayed in such a manner that they are in a stable climate, protected from theft or inadvertant damage through inappropriate handling, and free from plant or animal pests.

The artifacts must be thoroughly documented as to origin, treatment and location, through the use of nationally accepted cataloging methods. Those pieces that are identified as needing special curatorial treatment to preserve them or restore them for exhibition must be provided that treatment.

This goal increases the number of standards met for the preservation and protection of Lakeshores's museum collections, as identified in the checklist.

Preservation and protection of these museum collections is essential to the NPS mission. The environmental, security and fire protection conditions necessary to preserve and protect museum objects are identified on the NPS Checklist for Preservation and Protection of Museum Collections. The checklist is completed by parks with data compiled nationally. Corrected deficiencies will be tracked annually. As of 1996, 64% of the conditions on the checklist were met servicewide. Any collections added to the NPS inventory after the goal was established will not be included in the baseline.

What gets reported: All effort expended in preserving, protecting, correcting deficiencies, monitoring, evaluating, and maintaining museum collections to checklist standards, and all effort expended in mitigating any impacts that affect the Lakeshore museum collections. The Lakeshore will identify only projected costs and performance targets. Baseline information and past performance data (total standards met) will come from the official Automated Checklist Program (ACP) database managed by the Museum Management Program.

Baseline: As of February 1999, 317 of 380 standards identified are being met.

Unit Measure: Number of Standards Met

Long Term Goal Ia7: **By September 30, 2005, 9 of 15 cultural landscapes targeted for protection are in good condition.**

Cultural Landscapes are important cultural resources reflecting historic events and the legacy and patterns of human activity on the environment. The Cultural Landscape Inventory is an essential tool for identifying these resources and will provide the Lakeshore staff with information useful for managing and interpreting such places.

Cultural landscapes range from large rural tracts covering several thousand acres, such as the Port Oneida Rural Historic District, to formal gardens of less than two acres, such as the Great Lakes Picnic Area. Cultural landscapes provide the physical environment associated with historical events and reveal aspects of our country's origins and development through their form, features and use. They also illustrate the relationships among park cultural and natural resources.

The Cultural Landscapes Inventory (CLI) is an evaluated inventory of all park landscapes having historical significance. As of 1999, 726 cultural landscapes had been inventoried nationwide and 1 at Sleeping Bear Dunes.

A definition for "Good Condition" is found in the Resource Management Plan guideline definitions.

What gets reported: All effort expended in monitoring and evaluating, protecting, preserving and maintaining, rehabilitating and restoring, the landscapes listed on the CLI, and all effort expended in mitigating any impacts that affect landscapes listed on the CLI. As of February 1999 Sleeping Bear Dunes has identified 15 Cultural Landscapes. The condition of the 15 is estimated at 9 good and 6 fair/poor. A final landscape inventory has not been completed. The

total number of landscapes may increase or decrease once the inventory is completed. It is estimated that a final landscape inventory will not be completed for Sleeping Bear Dunes until 2004.

Baseline: 15 landscapes (estimated as of February 1999)

Unit measure: Number of Cultural Landscapes

Long Term Goal Ia8: **By September 30, 2005, 35 of the 70 assessed archeological sites are in good condition. (50%)**

Archeological resources are critical to understanding and interpreting American prehistory and history. Archeological resources are the physical evidences of past human activity on the environment. They represent both prehistoric and historic time periods. They are found above and below the ground and under water.

Sleeping Bear Dunes archeological sites include prehistoric surface scatters of pottery fragments and chipped stone, campsites and villages, shipwrecks, archeological components of historic structures and similar historic properties. To preserve recorded sites, monitoring is necessary and additional actions to enhance preservation may be required.

Good condition, as defined, indicates that the site is not deteriorating due to natural processes, such as erosion, or due to human impacts, such as vandalism or looting. This goal maintains the present efforts in the management of these resources.

What gets reported: All effort expended in preserving, protecting, restoring, maintaining, monitoring, or evaluating the recorded archeological sites, and all effort expended in mitigating any impacts that affect recorded archeological sites. Baseline information and past performance data (archeological sites in good condition) will come from the Archeological Sites Management Information System database. Approximately 700 acres in the Lakeshore have been intensively surveyed.

Baseline: The total number of recorded archeological sites, the total number of recorded archeological sites with condition information, and the total number of sites recorded as being in good condition in 1997. As of February 1999 Sleeping Bear Dunes has estimated 110 sites with 77 recorded in ASMIS as of February 1999. None of sites have been assigned a condition code and no sites are recorded in good condition. It is estimated that 58 (53%) of the sites are in good condition.

Unit measure: Number of recorded archeological sites

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

The National Park Service has fundamental information needs for making decisions about managing natural and cultural resources within the national park system. The National Park Service also con-tributes to scholarly and scientific research. To meet this goal, parks must routinely use scholarly and scientific research and consultation with park-associated communities. Goals that research park resources, either in the field or through documentary sources, and goals 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 National Park Service effort to understand the natural and cultural resources within the national park system.

Long Term Goal Ib01**: By September 30, 2005, 5 data sets for Sleeping Bear Dunes National Lakeshore will have been acquired.**

This goal tracks the amount of basic natural resources information that is available to parks. Preservation of natural resources requires a wide range of information. This information is contained in twelve data sets, which are applicable to 250 parks. The data sets for this goal were identified previously by the parks through NP-Maps as being needed and include: historical data (bibliography); flora and fauna (including threatened and endangered species); species distributions; digitized vegetation maps; digitized cartographic data; digitized soil maps; digitized geological maps; inventory of water bodies and use classifications; water quality and basic water chemistry for key water bodies; identifica-tion of nearest air quality monitoring stations and sources; list of air quality-related values; and meteorological data. The Inventory and Monitoring Program is obtaining the data sets for parks. Vegetation mapping projects are funded and administered by the Biological Resources Division of the U.S. Geological Survey.

What gets reported: Lakeshore personnel, time and support efforts to assist inventory and monitoring activities conducted within the Lakeshore by contractors.

Baseline: FY 2001

Unit of measure: Each data set

Long Term Goal Ib02C**: By September 30, 2005, 100% of the Lakeshore's historic structures not on the LCS in (FY 1999 Baseline) have updated information.**

The list of Classified Structures (LCS) is the primary computerized database containing inventory and condition information on the estimated 26,0000 park historic and prehistoric structures. Structures on the LCS are on, or eligible for, the National Register of Historic Places, or are otherwise treated as cultural resource. The LCS data, particularly condition and impact date needs to be updated at regular intervals. Updated information should reflect deletions, addition, and revised conditions.

What Gets Reported: The records of structures not on the List of Classified Structures (LCS) with updated information.

Baseline: The number of records not on the LCS at the end of FY 1999.

Unit of Measure: Each LCS record.

Long Term Goal IbO4: **By September 30, 2005, geologic process of sand dunes is actively studied and monitored for needed protection and mitigation.**

Rates of geologic change are key environmental indicators, which collectively, with other vital signs, can be used to gauge the function of healthy ecosystems. It is important that geologic processes be allowed to function in a relatively unaltered state (natural state), to maintain a healthy balance in the ecosystem. This does not imply a static state, but rather a dynamic system of change in physical parameters and biological responses. Understanding the trends or rates of change for geologic processes is a first step to understanding any ecosystem. The NPS will create a data set (GPAHI) that identifies
major geologic processes at work in parks and the human induced component of changes in geologic processes. Information gathered for reporting to this goal will help to answer four basic questions.

1. What is happening in the environment? (conditions and trends)
2. Why is it happening? (causes, links between human influences and natural processes)
3. Why is it significant? (ecological, economic and health effects)
4. What are we doing about it? (implications for planning and policy)

What gets reported: Staff time studying the geologic processes of sand dunes. Support of USGS scientists who are studying dunes in the Lakeshore. Protection of the dunes from human influences that might harm or change them, such as snow fences at North Bar Lake.

Baseline: FY 2001

Unit of measure: Geologic processes

***Long Term Goal Ib2b*: By September 30, 2005, cultural landscapes inventoried and evaluated at Level II are increased by 41% (from FY1999 Baseline of 22 to 31).**

The CLI, when completed, will be a serviceable inventory of all park landscapes having historical significance. The Cultural Landscapes Automated Inventory Management Information System (CLAIMS) is an analytical tool for assessing information associated with the CLI. The CLI contains information on the location, historical development and current management of cultural landscapes. The CLI process includes four levels of analysis with each level corresponding to a specific degree of effort and detail contained in the inventory. For landscapes, Level II: Landscape Analysis and Evaluation provided complete baseline information. As of the end of FY 1999, 110 cultural landscapes have been inventoried and evaluated at Level II and entered into the CLAIMS database.

What Gets Reported: The number of cultural landscapes inventoried and evaluated at Level II in the Cultural Landscape Inventory (CLI).

Baseline: The total number of cultural landscapes inventoried, evaluated at Level II, and entered into the CLI as of the end of FY 1999

Unit of Measure: Each cultural landscape.

***Long Term Goal Ib2c*: By September 30, 2005, 100% of the Lakeshore's historic structures (FY 1999 Baseline 352) have updated information.**

The list of Classified Structures (LCS) is the primary computerized database containing inverntory and condition information on the estimated 26,000 park historic and prehistoric structures. Structures on the LCS are on, or eligible for, the National Register of Historic Places, or are otherwise treated as cultural resource. The LCS data, particularly condition and impact date needs to be updated at regular intervals. Updated information should reflect deletions, addition, and revised conditions.

What Gets Reported: The records of the List of Classified Structures (LCS) with updated information.

Baseline: The number of records in the LCS at the end of FY 1999.

Unit of Measure: Each LCS record.

***Long Term Goal Ib2d:* By September 30, 1995 the number of museum object cataloged into ANCS+ and submitted to the National Catalog is increased to 2,486 (100% completion).**

Cataloging museum collections provides knowledge and documentation crucial to managing and decision making about the thousands of museum objects in NPS ownership

What Gets Reported: The number of museum objects on hand that have been cataloged into ANCS+ and submitted to the National Catalog..

Baseline: The number of museum objects on hand in the baseline year of 1999 that have been cataloged into ANCS+ and submitted to the National Catalog is 2,304.

Unit of Measure: Each catalogued museum object**.**

Long Term Goal Ib2e: **By September 30, 2005, the park will have inventoried 5 ethnographic resources and entered the records on the Ethnographic Resources inventory with complete Level I data**

Knowledge about ethnographic resources and their traditionally associated groups is crucial to managing them well. By inventorying and evaluating these resources, the NPS established a basis for resource accountability, assesses their significance to groups traditionally associated with them, and makes information on them accessible for research, interpretation, planning, and decision-making.

What Gets Reported: The ethnographic resources that have been inventoried and entered on the Ethnographic Resources Inventory with Level I data.

Baseline: No ethnographic resources have yet been inventoried in the baseline year of 1999.

Unit of Measure: Each ethnographic resource.

Long Term Goal Ib2f: **By September 30, 2005, an Historic Resource Study and an Administrative History have been completed to professional standards, are current (approved since 1980) and are entered in CRBIB.**

The Historic Resource Study and Administrative History are used as the primary indicators of the health of the park's historical research program.. They are identified as essential in the NPS Cultural Resource Management Guideline. The HRS serves both resources management and park educational program needs. An AH is essential for informed park management decisions.

What Gets Reported: The historical research in CRBIB that has been approved since 1980.

Baseline: Neither the Historic Resource Study nor the Administrative History were complete in the baseline year of 1999.

Unit of Measure: Each document.

Long Term Goal Ib3: **By September 30, 2005, Sleeping Bear Dunes National Lakeshore has identified its vital signs for natural resource monitoring.**

Vital signs are indicators of the key ecological processes which, collectively, capture the function of a healthy ecosystem. They may include keystone species and keystone habitats which have profound effects on ecosystem organization and function; dominant species; or key processes such as nutrient cycling, patch dynamics, or hydrologic regimes. The hallmark of vital signs monitoring is the focus on ecosystems, rather than populations or physicochemical parameters. Identifying vital signs of the park ecosystem and the well-being of other resources of special concern is the first step in tracking the status and trends of NPS natural resources. This is the basis the NPS uses to define "healthy" conditions of park resources, monitor vital signs, better identify recommended treatments, and propose remedial and mitigating actions. Vital signs will be identified through facilitated scoping workshops. The vital signs identified have a clear basis in a conceptual model of the park ecosystem. Monitoring of vital signs may provide an early warning of ecosystem stress before significant damage has occurred and point to the need for intensive studies to diagnose the cause of the stress and determine appropriate corrective action.

What gets reported: Personnel, time and effort required to learn the process, and document the vital signs of the natural resources.

Baseline: FY 2001

Unit of measure: Each park

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

The mission goals and long-term goals in Goal Category II are inclusive of the mandate in the NPS Organic Act "to provide for the enjoyment of the [resources] in such 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. All NPS goals for visitor satisfaction, enjoyment, safety, appreciation, and understanding are appropriate to this category.

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

Visitor enjoyment and safety are affected by the quality of the Lakeshore's facilities and services. Opportunities for recreation refers to convenient locations and times of operation which fit the visitors' schedules and travel needs. Facilities refers to a range of appropriate structures and recreational opportunities at several prices and levels for those seeking various experiences. Accessibility for special populations refers to their accommodation where appropriate when visiting NPS and concession-operated facilities or participating in recreation activities in accordance with Uniform Federal Accessibility Standards.

Long Term Goal IIa02: **By September 30, 2005, 95% of all wild land fires are suppressed within 24 hours.**

Wild land fire threatens plant communities, structures, facilities, cultural resources, personal property and human life. The Lakeshore does not have an approved wild land fire plan so it must suppress all wild land fires. Fire ignition may be either natural or human caused. Fires may spread from Lakeshore land to other lands, threatening personal property and human life outside of the Lakeshore. This goal protects lands, natural and cultural resources, structures, personal property and lives through wild and fire suppression.

What gets reported: All presuppression activities such as planning, training, testing, ordering fire equipment, fire equipment maintenance, installation and maintenance of water supply systems, cooperative efforts with other fire agencies, hazard fuel reduction, fire extinguisher maintenance, structural fire planning and so on. All fire suppression activities such as the suppression of wild land fires both in the Lakeshore and on assignments to assist other agencies anywhere in the country with emergency fire suppression. Arson investigations will be counted under goal Ia0, not here.

Baseline: wild land fires

Unit measurement: percentage suppressed within 24 hours.

Long Term Goal IIa1: **By September 30, 2005, 98% of the Lakeshore visitors are satisfied with the recreational opportunities, information, facilities, and accessibility within Sleeping Bear Dunes National Lakeshore consistent with the maximum protection of the natural environment.**

Lakeshore facilities and services include campgrounds, picnic areas, roads, trails, water systems, overlooks, museums, and visitor centers; interpretive talks, tours, rescue, crime prevention, and assistance. Visitor evaluations of recreational opportunities, information, facilities, and accessibility are important in making improvements. Feedback currently comes from written and oral comments and surveys.

What gets reported: All effort expended in preserving, protecting, restoring, maintaining, monitoring, managing special use permits, or evaluating the Lakeshore resources that exist for the comfort and enjoyment of the park visitor, management of concessions and business permits and all effort expended in providing programs and services directly to the public that benefit the visitor.

Service baseline visitor satisfaction information and past performance data will come from the Visitor Satisfaction Performance (VSP) Database. For consistent evaluation, visitors rating the quality of the facilities, services, and recreational opportunities as good and very good, will be defined as satisfied.

Baseline: The servicewide baseline and performance information will come from the VSP annual surveys. As of June 1997 a Consumer's Report survey indicated that 85% of visitors to Sleeping Bear Dunes were satisfied with their experience. The 1998 VSP for Sleeping Bear Dunes indicated 97% were satisfied with their experience.

Unit measure: Percentage visitor satisfaction

***Long Term Goal IIa2*: By September 30, 2005, the visitor accident/incident rate will be at or below 1.1 per 100,000 visitor days (a 71% decrease from the FY1992-FY1996 Baseline of 3.22 per 100,000 visitor days).**

Visitors to natural or remote areas are often unfamiliar with hazards and their personal abilities to deal with the environment. Many of the visitors are from distant areas and are not familiar with local conditions. People may experience heat exhaustion, drowning, falls, heart attacks, lose their way, etc. Lakeshore staff must respond to these incidents to prevent the loss of life or to rescue people who have become lost or injured.

Crimes against people, property, cultural resources and natural resources occur in the Lakeshore. Vehicle accidents occur. Lakeshore staff must investigate and report crimes to successfully prosecute the perpetrators. Accidents must be investigated and reported. Staff must focus on prevention of crimes and accidents in order to provide a safe environment for Lakeshore visitors.

This goal covers a wide and diverse variety of activities and effort in providing the visitor a safe and secure visit. The following facilities and services are examples provided, managed or maintained to protect the visitor: grounds maintenance for safety, health and sanitation systems, law enforcement, search and rescue, employee training (law enforcement, search and rescue, etc.), special events (protection, first amendment rights), etc.

This goal improves the safety and security of the Lakeshore visitor. While visitor safety and security is affected by many things, this goal focuses on the park facilities and services provided to support a safe and enjoyable visit.

What gets reported: All effort expended in preserving, protecting, restoring, maintaining, monitoring, or evaluating the Lakeshore facilities that are there for the protection of the Lakeshore visitor, all effort expended in providing services that directly contribute to the safety and security of the visitor to the Lakeshore such as protection, search and rescue, criminal investigations, and all effort in identifying, investigating, and correcting or mitigating sources of injury and property damage experienced by the visiting public.

Baseline: The Lakeshore's five year (FY92-96) visitor accident/incident rate was 3.22 (17incidents). This is calculated by dividing 100,000 by the average number of visitor days per year for FY92-96 (528,168) and multiplying this figure by the average number of visitor accidents/incidents per year for FY92-96 (17).

Unit measure: Number of injury incidents

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

Visitors begin by enjoying Lakeshore resources, which in turn should lead to a further understanding of why the Lakeshore exists and what is unique and significant about its resources. This understanding engenders support of the Lakeshore and its mission, which is necessary for the Lakeshore to carry out its mandates. On a higher level, this understanding also leads to support of the mission of the National Park Service. Long-term goals related to learning and understanding Lakeshore and resource purpose and significance relate to this mission goal.

Long Term Goal IIb1: **By September 30, 2005 98% of Lakeshore visitors understand and appreciate the purpose and significance of the Lakeshore.**

This goal measures visitors comprehension and appreciation of the Lakeshore resources and history.

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

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

What gets reported: All effort expended in providing information and orientation, interpretation, and education services. These services include visitor center interpretive operations, interpretive talks and walks, historical demonstrations, education programs, and exhibits, films, videos, and printed materials. Performance will be assessed through a formal evaluation process using focus groups and an education assessment tool.

Baseline: The 1998 VSP survey indicated that 94% of the visitors understood and appreciated the purpose and significance of the Lakeshore.

Unit of measure: Visitor Surveys

Long Term Goal IIb11: **By September 30, 2005, 85% of participants in formal interpretive programs understand America's cultural and natural heritage being preserved by the NPS and its programs.**

Curriculum-based programs link park themes to national standards and state curriculum and involve educators in planning and development. This goal will measure the understanding of students participating in the wide variety of educational programs offered by the park.

What Gets Reported: The percentage of students participating in formal interpretive programs who understand the cultural and natural heritage being preserved by the park and its' programs.

Baseline: No certified data are available for the baseline year of 2000.

Unit of Measure: Percentage of students with understanding.

Goal Category IV*: *Ensure Organizational Effectiveness

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

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

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

Long Term Goal IVa3a: **By September 30, 2005, 100% of employee performance plans are linked to appropriate strategic and annual performance goals and position competencies.**

Every permanent, term, and temporary (seasonal) NPS employee has a required Employee Performance Plan and Results Report (Form DI-2002). Past performance plans have been task statements emphasizing individual outputs rather than individual contributions to the overall NPS mission or organizational outcomes. This goal directly ties individual performance goals to organizational outcomes. The National Park Service will first develop performance plans incorporating strategic plan results for its senior executives and managers, then expand the process to include performance plans for all employees.

This goal will be measured annually by supervisors/managers certifying that Employee Performance Plan and Results Reports are related to organizational goals set forth in the park's, program's, or central office's strategic plan. This goal ensures employee performance plans are linked to park, program, or central office strategic and annual performance goals. It implements the NPS Strategic Plan by connecting individual performance to organizational success.

What gets reported: Employees whose performance plans are linked to appropriate strategic and annual performance goals.

Baseline: The total number of permanent and term employees within the 16 key occupational groups. In 1999 Sleeping Bear Dunes had 31 permanent full-time employees, 1 term employee, 11 Subject to Furlough employees who worked at least six months a year and &&& seasonal employees.

Unit Measure: Number of permanent, term and temporary (seasonal) employee performance plans.

Long Term Goal IVa4a: **By September 30, 2005, The number of permanent positions in the 9 targeted occupational series filled by employees from underrepresented groups is increased from 0 at end of FY 1999 to 1 (100% increase).**

The National Park Service workforce does not reflect the diversity of minorities, women, and individuals with disabilities identified in civilian labor force figures in certain occupational series. In many occupations, minorities, women, and/or individuals with disabilities are severely underrepresented, and separation rates for these groups are often times higher than, or equal to, the rate at which the Service hires them. The National Park Service is committed to increasing diversity in its workforce, and will recruit and hire qualified minorities, women, and individuals with disabilities in all occupational series, but particularly in those targeted occupations and grade levels where they are underrepre sented to achieve consistency with their percentages of representation in the civilian labor force. Management at all levels of the organization will be held accountable for increasing diversity based upon their opportunities to recruit and hire employees at various grade levels throughout the organization.

For goal IVa4A, the National Park Service will concentrate on those occupational series with populations of 100 or more employees where one or more of the designated groups (white females, black males and females, Hispanic

males and females, Asian American males and females, Pacific Islander males and females, American Indian males and females, and Alaska Native males and females) are underrepresented.

The nine (9) targeted occupational series are:

025 - Park Management	**193 - Archeology**	**1010 - Exhibits Specialist**
083 - Police	**301 - Administration and Programs**	**1015 - Museum Curator**
170 - Historian	**401 - General Biological Science**	**1640 - Facility Management**

Regions will concentrate their efforts on these targeted occupations (which are also identified in the NPS diversity plan), and contribute to this service wide long-term goal based upon their opportunities to fill vacancies with qualified underrepresented candidates. Information on this goal will be collected by the Equal Employment Opportunity Program manager for service wide reporting.

What Gets Reported: The total number of employees in the targeted occupational series (baseline), and the number of employees who are members of underrepresented groups in the targeted occupational series (projected).

Baseline: Total number of employees in the targeted occupational series. As of February 1999 025 employees = 2, 401 employees = 2, 1640 employees = 1 all other series = 0 employees.

Unit measure: 5 employees.

Long Term Goal IVa4b: **By September 30, 2005, The total number of temporary/seasonal positions annually filled by women and minorities is increased from 26 in FY 1999 to 32 (80% increase).**

The National Park Service workforce does not reflect the diversity of minorities, women, and individuals with disabilities identified in civilian labor force figures in certain occupational series. In many occupations, minorities, women, and/or individuals with disabilities are severely underrepresented, and separation rates for these groups are often times higher than, or equal to, the rate at which the Service hires them. The National Park Service is committed to increasing diversity in its workforce, and will recruit and hire qualified minorities, women, and individuals with disabilities in all occupational series, but particularly in those targeted occupations and grade levels where they are underrepresented to achieve consistency with their percentages of representation in the civilian labor force. Management at all levels of the organization will be held accountable for increasing diversity based upon their opportunities to recruit and hire employees at various grade levels throughout the organization.

For IVa4B diversity of employees in all series will be targeted.

What Gets Reported: Positions in the temporary and seasonal workforce.

Baseline: FY1999 26 employees

Unit of Measure: Each Position

Long Term Goal IVa4c: **By September 30, 2005, The number of permanent positions filled by employees with disabilities is maintained at the FY 1999 of 5.**

The National Park Service workforce does not reflect the diversity of minorities, women, and individuals with disabilities identified in civilian labor force figures in certain occupational series. In many occupations, minorities, women, and/or individuals with disabilities are severely underrepresented, and separation rates for these groups are often times higher than, or equal to, the rate at which the Service hires them. The National Park Service is committed to increasing diversity in its workforce, and will recruit and hire qualified minorities, women, and individuals with disabilities in all occupational series, but particularly in those targeted occupations and grade levels where they are underrepresented to achieve consistency with their percentages of representation in the civilian labor force. Management at all levels of the organization will be held accountable for increasing diversity based upon their opportunities to recruit and hire employees at various grade levels throughout the organization. An individual with a disability is defined as a person who has a physical or mental impairment that substantially limits one or more major life activities, has a record of such an impairment or is regarded as having such an impairment. Major life activities are activities that an average person can perform with little or no difficulty such as walking, breathing, seeing, hearing, learning, or working. A qualified employee or applicant with a disability is someone who satisfies skill experience, education and other job-related requirements of the position held or desired, and who, with or without

reasonable accommodation, can perform the essential functions of that position. For additional information, contact your Servicing Personnel Office and/or your EEO Office.

For IVa4C diversity of employees in all series will be targeted.

What Gets Reported: Positions in the permanent workforce.

Baseline: FY1999 5 employees

Unit of Measure: Each Position

Long Term Goal IVa4d: **By September 30, 2005, The number of temporary/seasonal positions filled by employees with disabilities is maintained at the FY 1999 of 7.**

The National Park Service workforce does not reflect the diversity of minorities, women, and individuals with disabilities identified in civilian labor force figures in certain occupational series. In many occupations, minorities, women, and/or individuals with disabilities are severely underrepresented, and separation rates for these groups are often times higher than, or equal to, the rate at which the Service hires them. The National Park Service is committed to increasing diversity in its workforce, and will recruit and hire qualified minorities, women, and individuals with disabilities in all occupational series, but particularly in those targeted occupations and grade levels where they are underrepresented to achieve consistency with their percentages of representation in the civilian labor force. Management at all levels of the organization will be held accountable for increasing diversity based upon their opportunities to recruit and hire employees at various grade levels throughout the organization. An individual with a disability is defined as a person who has a physical or mental impairment that substantially limits one or more major life activities, has a record of such an
impairment or is regarded as having such an impairment. Major life activities are activities that an average person can perform with little or no difficulty such as walking, breathing, seeing, hearing, learning, or working. A qualified employee or applicant with a disability is someone who satisfies skill experience, education and other job-related requirements of the position held or desired, and who, with or without reasonable accommodation, can perform the essential functions of that position. For additional information, contact your Servicing Personnel Office and/or your EEO Office.

For IVa4D diversity of employees in all series will be targeted.

What Gets Reported: Positions in the temporary and seasonal workforce.

Baseline: FY1999 7 employees

Unit of Measure: Each Position

Long Term Goal IVa5**: By September 30, 2005, 25 of 28 (89%) employee housing units are in good condition.**

This goal improves the condition of employee housing within the National Park Service. Housing is provided so that the park's resources and visitors are better protected. Sleeping Bear Dunes maintains 28 housing units throughout the Lakeshore- thirteen (13) on the mainland, four (4) on North Manitou Island, and eleven (11) on South Manitou Island.

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

Formal assessments of conditions and needs beginning in FY97 will document baseline conditions, determine the extent of work needed, and propose corrective actions. With level funding, in the next 5 years, the National Park Service anticipates replacing approximately half (200) of the remaining trailers, upgrading nearly 300 housing units in fair or poor condition, and removing up to 200 excess housing units.

What gets reported: All effort to monitor, evaluate, maintain, and rehabilitate employee housing, to meet standards, and the projected performance. As of February 1999 25 (90%) of 28 housing units are in good condition (interior).

Baseline: The number of employee housing units in good condition (interior).

Unit measure: Employee housing units

Long Term Goal IVa6: **By September 30, 2005, IVa6a: IVa6a: Reduce the Lakeshore's lost time incident rate of 11.74 (6.2 incidents/annually) to a 2.75 lost time incident rate (2 incidents/annually) IVa6b: the number of SLBE hours of COP will be at or below 30.6.**

The National Park Service has the worst safety record in the Department of Interior and one of the worst in the Federal Government. Each year, the National Park Service temporarily loses approximately 6% of its employees due to work-related injuries and illnesses that take them off the job for more than one day - the lost time injury rate. The Occupational Safety and Health Administration's FY95 annual average for federal employee accidents (number of lost-time accidents per 100 employees) was 2.83. The National Park Service's annual average for the same period was 6.46. As a baseline, each park should determine its 5-year average employee lost time injury rate and its causes to reduce that rate. Unsafe work practices account for approximately 90% of NPS employee accidents (National Safety Council & NPS analysis, 1995).

The National Park Service has historically made insufficient effort to bring newly injured employees (new cases) back to work, leaving employees on workers' compensation rolls. The NPS FY96 billing of $14 million for new cases provides the baseline for this servicewide long-term goal. All parks and offices will establish a 5-year average cost of new workers' compensation cases to establish their baseline, and reduce those costs by 50% using the NPS Workers' Compensation Case Management Guideline published during FY97. Data collection of these two data sets will be a regional responsibility; monitoring of the data will be conducted by the Associate Director for Park Operations and Education.

This goal reduces (1) the employee lost time injury rate (the rate of injuries resulting in employee lost time due to on-the-job injuries\illnesses), and (2) the worker's compensation costs (the costs incurred through worker compensation for injuries suffered on-the-job).

What gets reported: All effort expended to assure a safe workplace and safe work practices, and the organization's five-year average lost time injury rate. (1) Lost time injury rate measures the rate of injuries resulting in employee lost time due to on-the-job injuries\illnesses. Department of Labor databases will be used to determine baselines and performance. (2) Office of Workers' Compensation Program (OWCP) data measure the costs incurred through worker compensation for injuries suffered on-the-job. Compensation costs are related to the number and severity of employee injuries. Compensation costs will only be identified at the servicewide level based on Department of Labor reports to the bureau.

Baselines: For employee injuries: the baseline is a five-year (1992-1996) average lost time injury rate. Sleeping Bear Dunes average lost time incident rate for 1992-1996 was 11.74 (an average of about 6 lost time accidents/year). The Midwest Regional highest park lost time incident rate for 1992-1996 was over 15 (8 incidents/year).

Unit measure: (1) INCIDENT RATE: The number of personnel per 100 FTEs who experience a lost time occupational injury/ illness. Sleeping Bear Dunes incident rate for the period 1992-1996 was 11.74. (2) COMPENSATION COSTS: The costs (includes medical and compensation costs) associated with new employee injuries/illnesses incurred during the Continuation-Of-Pay (COP) period. Sleeping Bear Dunes OWCP costs averaged $703.53/year for the period 1992-1996.

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

The National Lakeshore will pursue contracts, cooperative agreements, contributions and other appropriate avenues for support of operations and partnerships. Partners include the Friends of Sleeping Bear Dunes, Eastern National, and park concessioners, in addition to the Michigan Department of Natural Resources, U.S. Forest Service, U.S. Fish and Wildlife Service, and other federal, state and local governmental agencies or organizations that already assist the park through agreements.

Long Term Goal IVb03: **By September 30, 2005, three concessioners are paying franchise fees to the National Park Service**

Park concessions provide a variety of services for visitors including hotel rooms, gas stations, transportation services, meals, and merchandise. The average return for park concession contracts includes franchise fees and building use fees, which are sent to specified U.S. Government accounts. Other returns are improvement account requirements for park concession improvements, which become government assets and for which the concessioner receives no leasehold improvement surrender interest, and extinguishment of possessory interest (a future potential liability to the government or
impediment to contract competition). The return to the government has increased from 3.5 percent in 1992 to 6.5 percent in 1997, and an estimated 7.0 percent in 1999, based on fee reconsiderations required by contracts, and renewed contracts with new fee provisions. The projected increase to ten percent by 2005 is based on additional contracts, based on provisions of PL 105-391, with increased returns to the government, which have been renewed through 2005.

What Gets Reported: Number of concessioners paying franchise fees

Baseline: FY1999 3 payments of franchise fees.

Unit of Measure: payment of franchise fees.

Long-term Goal IVb1: **By September 30, 2005, the annual average volunteer hours will equal the 1997 level (20,762 hours).**

This goal maintains the total number of hours contributed to the Lakeshores' volunteer program.

Lakeshore volunteers provide assistance in the areas of administration, campground host, curatorial, interpretation, maintenance, protection, and resource management. In fiscal year 1996 the park had 291 volunteers who donated a total of 18,907 hours. These volunteers allowed the Lakeshore to provide visitor services and program support that would otherwise have been lacking.

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

Every $1.5 million in NPS VIP funds generates a $45 million value in volunteer hours. The 1996 volunteers contributed 3.5 million hours of service valued at $44.9 million. In 1997 Congress increased the VIP program funding cap to $2.6 million, but no additional funds were provided. Funding for 1997 was $1.6 million. For 1998 the National Park Service is requesting a $981,000 increase to recruit, train, and provide uniforms for volunteers and reimburse their minor expenses.

What gets reported: The total number of hours contributed to the Lakeshores volunteer program and servicewide performance targets.

Baseline: The 1997 total number of hours (20,762) contributed to the Lakeshores volunteer program.

Unit measure: Hours

Long Term Goal IVb2a: **By September 30, 2005, the park will have increased cash donations by 5% over the baseline year amount of $60,196.**

This goal tracks the dollar amount of support received by the National Park Service in cash from public. All cash donations are tracked and reported through the finance system. This goal tracks the dollar amount of support received by the National Park Service in donations.

What Gets Reported: The dollars donated to the Lakeshore

Baseline: $60,196 was donated to the park in the baseline year of 1997.

Unit of Measure: Dollars

Long Term Goal IVb2b: **By September 30, 2005, the cash value of in-kind donations, grants, and services provided by Sleeping Bear Friends Group and other organizations is increased from $51,500 in FY 1997 to $54,075 (5% increase).**

This goal tracks the dollar amount of support received by the National Park Service in donations and grants from the National Park Foundation and friends groups.

What gets reported: The value of donations (vehicles, equipment, supplies, buildings, corporate services, etc.) received from friends groups, other non-profit park support organizations, and that is not reported in IVb2A (cash) or IVb2C (cooperating associations) or IVb1 (VIP program volunteer services).

Baseline: FY97 Grants = $51,500

Unit measure: Dollars

Long Term Goal IVb2c: **By September 30, 2005, the park will have increased Cooperating Association donations by 5% per year above the baseline amount of $$11,622.**

This goal tracks the dollar amount of support received by the National Park Service in donations from cooperating associations.

What Gets Reported: The dollars donated to the park by the Cooperating Association.

Baseline: $11,622 was donated to the park by the Cooperating Association in the baseline year of 1999.

Unit of Measure: Dollars

Long Term Goal IVb4: **By September 30, 2005, increase by $250,000 (25%), over the 1998 level, the amount of receipts from Lakeshore entrance, recreation, and other fees.**

This goal increases the amount of receipts from all fee sources.

The National Park Service currently collects approximately $80 million annually using the Land and Water Conservation Fund. The 1996 Recreation Fee Demonstration Program, a five year demonstration program, will allow the Lakeshore to raise existing fees, and to charge new fees for recreation activities. The 5-year Recreation Fee Demonstration Program began in 1997. NPS increased fee collections from this program are estimated at $50 million annually

What gets reported: Fee receipts reported annually.

Baseline: 1998 receipts = $1,000,000

Unit measure: Dollars

Long Term Goal IVb11**: By September 30, 2005, the number of projects successfully completed by partners under formal agreements that protect the resources and serve the visitors is increased from 1 in FY 1999 to 3 (300% increase).**

This goal tracks a park's activity with partners in preserving park resources. It measures activity that is done inside the boundaries of parks. (This goal is in contrast to Goal **IIIaX** that tracks work with partners **outside** parks.) Any type of project covered under a formal agreement should be counted under this goal. Formal agreement means a written statement, agreed to in writing by all parties, that describes the intent and desired goals of the partnership. Agreements do not have to
involve the expenditure of funds.

What gets reported: The number of projects completed in a fiscal year.

Baseline: FY1999 number of formal projects/agreements. 1- Shielding Tree.

Unit of Measure: Formal Agreements

APPENDIX

KEY EXTERNAL FACTORS

Throughout the National Park System….

Legislative and political challenges to the mission and management of the National Park Service (NPS) required that NPS personnel have the capability to reasonably and factually respond privately or publicly if necessary.

Changing demographics of visitors and the general public challenge management to find new and relevant means of providing interpretive/educational services.

Economically and environmentally re-emerging cities will continue to demand increasing NPS resources.

Citizen Action and Land Rights groups will require us to develop effective means of communicating NPS goals and policies to such groups and the public with methods that incorporate tactful resolve.

At Sleeping Bear Dunes National Lakeshore….

There are a wide variety of state, county, and local agencies that are interested in the management and eventual development of the Lakeshore. Cooperative planning is necessary. Their plans and programs, too involved to be discussed at this time, also affect the Lakeshore. Interest remains high in Benzie County in the status of the proposed 8 mile Crystal Ridge Scenic Drive and the general flow of visitors through the area on roads now maintained by the counties.

Land use patterns outside the Lakeshore are changing from agricultural and woodlands to residential and recreational development which in turn affect the Lakeshore. These are found mainly around the small communities of Honor, Empire, Glen Arbor, Beulah, and the popular resort lakes, Glen, Crystal and Platte. Some townships are considering minimum lot size for rural homes. One extensive condominium development is being developed on the edge of the Lakeshore at Glen Arbor. Another "planned recreation/residence area," is located on the edge of, and conflicts with, the proposed scenic road.

Land Use Trends-

Building permit issuance data indicates that for areas adjoining the park, second home and retirement home construction is at a high level. The most desirable lakefront sites have been improved and the second tier view properties are now being purchased for these homes. The effect of this "sellers market for recreation home sites" is being felt within the park. The fact must be faced that if there is an improved non-NPS holding within the park the owners of that tract will continue to change the design of the structures as economic conditions dictate and as other needs demand, within the constraints which the NPS is able to place on those proposed changes.

There is no identifiable trend for the other non-NPS owned properties except that it is suspected that much of the high value timber once located on tracts within the Benzie Corridor has been logged off, and the scenic value that it represented is lost.

In one region of the park there is an adjacent gravel deposit which is being exploited to meet demands for this product by the road and general construction industry in the greater Grand Traverse Region. The trend to purchase these lands and develop gravel pits resulted in strict township zoning amendments. These have aided the NPS in avoiding some of the negative impacts from these activities. Only one pit has been opened immediately adjacent to the NPS boundary but opportunities exist for the digging of additional pits.

There are 59 other private landowners holding title to tracts of land (1791 acres) within the park boundary. Some of these are targeted for acquisition when funds are available. Others may only be purchased if use of the tracts is not compatible with the purpose for which the park was established. Much of this land is vacant and used for producing timber. A few of these tracts have residences on them.

The land ownership category of "Other Public Agencies" consists of 22 tracts including 297 acres. These are township, county, state, school district, cemetery and lake association, telephone and power company holdings. Uses are varied, generally consisting of local services.

Land Use Constraints -

The State of Michigan retains jurisdiction over 12,000 acres of submerged Lake Michigan bottomland within the 1/4 mile offshore zone.

In 1989 the State of Michigan created the Manitou Underwater Preserve to protect shipwrecks and other bottom of Lake Michigan features which are adjacent to Sleeping Bear Dunes National Lakeshore. A local committee, authorized by State law, administers this preserve. The Lakeshore has one of its staff on this committee. The NPS also assists with logistic support and underwater archaeology expertise when requested and funding is available.

More than 100 miles of county roads in Leelanau and Benzie Counties are within the boundaries of the Lakeshore. Use on these roads ranges from non-park (residential and local) use, to predominantly park (recreation) use, to no use (Manitou Islands). In conjunction with its wilderness management and associated environmental restoration efforts, the National Park Service would like to close certain roads after property retention rights expire (approximately 30 miles) and acquire responsibility for the maintenance of approximately 3 miles of roads on South Manitou Island.

Although the respective counties agree in principle with National Park Service goals, they are unwilling to abandon these roads to the National Park Service because of the resulting loss of State road maintenance funds. Most of the roads within the Lakeshore are classified as "local." Reimbursement rates vary annually with the amount of gasoline and weight tax collected by the State.

An agreement with Leelanau and Benzie Counties must be consummated concerning status of county roads within the Lakeshore. As a part of a transfer of ownership of roads to the Federal Government, the counties have indicated that they desire compensation.

Owners or occupiers of property improved between December 31, 1964 and October 21, 1970, who had retained NPS administratively granted use and occupancy rights which expired in February, 1983, were granted, by congressional amendment, an additional extension of those rights, not to exceed January 1, 1998, or for a term ending in the death of the owner or occupier. The majority of these, and other retention rights within the Lakeshore, occur in areas of prime resources and heavy recreational use and cause conflicts in public use and resource management. Yearly disposal of buildings and other vacated property will continue. Closure of some access roads will be delayed.

The 644 acre "Miller Hill" and the 975 acre "Bow Lakes" resource preservation areas were designated by the Act of October 22, 1982. The two areas, with some boundary adjustment, were designated from lands included within the former Leelanau Scenic Road Corridor. Fee or lesser title can only be obtained by gift, donation, bequest, or purchase from willing seller.

The 240 acre tract called "the Kettle" in the General Management Plan of October 1, 1979, can be included as part of the Lakeshore if the owner donates fee title or scenic easement or other less than fee interest to the Government and the information is published in the Federal Register in the form of a revised map of the Lakeshore.

There are a number of easements over park owned lands which allow for installation and maintenance of water systems and sewage systems for residences and communities outside the park boundary. These special land uses require close monitoring and cooperative efforts to insure that park resources and visitor activities are not adversely impacted.

There is continuing pressure for land use activity involving off-road vehicles (snowmobiles, mountain bikes, dune-buggies, motorcycles, 3-wheelers, etc.). The trans-Michigan hiking-riding trail, used by hikers, skiers, snowmobilers, and horses, terminates at Empire, Michigan.

Initial response to the Lake Michigan sports fishery program (coho, steelhead, lake trout, brown trout and chinook) created pressures in the late 1960's and on through the mid-1980's for additional facilities to accommodate these activities. To some extent, these facilities have been provided by nearby communities which, in turn, benefit from the increased economic opportunities.

The Grand Traverse Bay region is a well known resort/recreation area that attracts large numbers of resident and transient visitors in the summer. Also, winter recreation, encouraged by active promotion of winter resorts and ski condition broadcasts down state is increasing. Some highways, notably U.S. 31, become highly congested on

summer weekends. Proposals for highway improvements and relocations leading into the area will affect the Lakeshore and visitor use patterns. This will generally be in the form of more visitors, earlier filling of campgrounds, demands for more boat ramps, access to day use areas, and crowding of existing facilities.

Harbors exist at Leland and Frankfort. Because no harbor exists between these two locations, occasionally a proposal is made to build a harbor in the Lakeshore, or at Glen Arbor or Empire. The Lakeshore completed a three year Docking Facility Feasibility Study in January 1985 and announced the selection of the "no action" alternative. This decision also had the effect of changing the GMP. The village of Empire, in 1985, considered building a harbor in South Bar Lake but decided against it due to the cost involved.

Invasion of exotic plant species from outside the Lakeshore boundaries. Included are purple loosestrife, spotted knapweed, Baby's Breath, Lombardy poplar, black locust and ornamental plants.

Invasion of exotic animal species. Included are white tail deer on South Manitou Island, Zebra Mussel, sea lamprey, gypsy moth, and mute swan.

Water pollution from point and non-point sources. Many cottages and earlier constructed businesses upstream from the Lakeshore have underground storage tanks formerly used for various fuels, or inadequate septic systems. Other specific land uses contributing to this problem are agricultural practices, a fish hatchery, land development, and discharge of materials by boats and all sizes of ships involved in the Great Lakes transportation system.

Air pollution from prevailing winds are from the large urban/industrial areas at the south end of Lake Michigan.

RESOURCE ASSESSMENT

Natural Resources

Natural Resources in the Lakeshore require an extensive amount of work that is not currently funded. The work that has been identified but is not totally funded includes but is not limited to: Provide for the inventory, study/description, monitoring, restoration, and protection of the natural flora, fauna, geological features, and the natural systems endemic to the area. Take preventative and corrective action for incidents harmful to these webs of life - such as all fires not identified as "allowable" in fire management plans, establishment of an alien species, or spills of hazardous material. Participate in regional programs with neighboring agencies that share in the responsibilities for these resources to insure that efficient, effective preservation programs are in place.

Where consumptive uses are mandated, insure that resource bases are not harmed. Some private tracts within the Lakeshore covered by Category II and Category III restrictive use agreements are located in areas identified as potential wilderness. Still others are located in areas of heavy public recreational use as for example along the Platte River. Access to these properties must be maintained; protection of the owner's private property rights is required; and residential and agricultural use of the lands may continue. This creates conflicts between public and private activities and precludes designation and management of wilderness. Acquisition of these properties from willing sellers on an opportunity basis to improve and enhance Lakeshore management and relieve landowner hardships is presently thwarted by a lack of acquisition funds.

A Land Protection Plan for the Lakeshore (revised in 1996) sets policies for protecting, and acquiring where necessary, the remaining non-federal lands within the Lakeshore boundary (about 1,700 acres). Included in this category are Miller Hill and Bow Lakes Resource Preservation Areas, the Benzie Scenic Corridor, and some small tracts scattered throughout the Lakeshore. There are no tracts pending settlement from filing of condemnation complaints at this time.

Two million dollars were appropriated in 1987 FY and a half million dollars in 1991 FY to purchase tracts from willing sellers that were identified as priority purchases in the Land Protection Plan. All of these funds have been obligated as of 1995. It is apparent that there will continue to be opportunities to purchase lands in the top priority listing over the coming years. Appropriations at the rate of a million dollars every other fiscal year would permit the NPS to meet these needs - in the Bow Lakes, Miller Hill, and along prime waterfront locations throughout the Lakeshore. Without this biannual appropriation, the Lakeshore will be unable to proceed with the Land Protection Plan recommendations or respond to landowner requests and hardship situations.

Cultural Resources

Cultural Resources in the Lakeshore require an extensive amount of work that is not currently funded. The work that has been identified but is not totally funded includes but is not limited to: Ensure that all park cultural resources are fully researched, protected, and preserved making use of accepted storage, documentation, and artifact preservation treatment techniques; provide stabilization and preservation for significant buildings and other structures; maintain the physical and biological components of historic districts; cooperate with other agencies in programs where combined efforts are necessary to manage and preserve cultural resources. Gather pertinent historical information necessary for preservation, public information and interpretation programs.

There are over 352 historical structures, cultural and archeological sites identified with the Lakeshore. This quantity of items together with their overall condition, combine to indicate a strong need for development of a historic preservation crew/program to adequately maintain and protect these resources. In this regard a Historic Architect position was established and filled at the Lakeshore in 1991. The incumbent is updating the inventory of historic structures and guiding the park staff in preservation planning and related work that is funded. Present levels of funding do not meet current needs - some of which are mandated programs - except on a very minimal, reactive basis. A more thorough approach is required if the prevention of permanent damage and loss of the Lakeshore's historic resources is to be accomplished.

Recreational Resources

There are several concessions in the Lakeshore and they are:

D.H. Day and Platte River campgrounds - firewood concession.
A concession contract for ferry service to North and South Manitou Islands .
There are usually 12 Incidental Business Permits (IBP) issued bi-annually.

Snowmobile operation is prohibited on park lands under Federal jurisdiction but is permitted on unplowed portions of county and state roads and plowed shoulders of these roads.

The mouth of the Platte River is dredged each fall during the salmon fishing season to provide access and safe refuge for fishermen in the event of sudden storms on Lake Michigan. This task, formerly performed by the Michigan Department of Natural Resources, is being done by the National Park Service at the expense of natural shoreline and river processes.

The D.H. Day campground is below standard in terms of traffic flow, sanitary facilities, and road surface. These facilities get intensive use as the 84 camp sites are full nearly every night during July and August.

The Platte River Campground was completely rehabilitated and reopened in 1992.

The Lakeshores 160 km (100mi) of trails are in fair to poor condition. Erosion , missing water bars and poor trail trend are common on most of the trails.
Most existing road systems are county and state owned and maintained. Some roads, located in proposed wilderness areas, are not necessary and should be closed to motor vehicle traffic. Where possible, National Park Service roadside maintenance standards should be implemented on the needed roads to enhance visitor enjoyment.

Hunting and fishing is permitted throughout the Lakeshore.

AVAILABILITY OF HUMAN AND FISCAL RESOURCES

Base funded staffing at Sleeping Bear Dunes National Lakeshore in 1997 included 31 permanent full-time employees, 1 term employee, 11 Subject to Furlough employees who work at least six months a year and 21 seasonal employees who worked on an average of 4 months for the year. Although the Lakeshores approved Full Time Equivalency (FTE) is 51, available base funding will only support 49.8 The FY98 budget was 2,522,000. The FY99 budget was $2,780,000. The FY00 budget was $2, 908,000.

To implement this Strategic Plan over a five year period, it is estimated that the available base budget will total $12,610,000 and 249 FTE will be utilized.

The following section shows the percent of human and fiscal resources for the life of the plan. These projections are based on a flat budget (no base increase) for five years.

Fiscal Resource profile by object class:	**FY98-2005**
Personnel	79 %
Utilities	2 %
Vehicles/Services	3 %
Supplies/Equipment	16 %

Human Resource Profile by Functional Area:	**FY98-2005**
Administration	10 %
Management	9 %
Interpretation	6 %
Ranger	30 %
Maintenance	45 %

Fiscal Resource Profile by Mission Goal Categories:	**FY98-2005**
Mission Goal IA Natural and Cultural Resources	21%
Mission Goal IIA Public Enjoyment and Experience	69 %
Mission Goal IV Ensure Organizational Effectiveness	10 %

Human Resource profile by Mission Goal Categories:	**FY98-2005**
Mission Goal IA Natural and Cultural Resources	22 %
Mission Goal IIA Public Enjoyment and Experience	68 %
Mission Goal IV Ensure Organizational Effectiveness	10 %

CONTRIBUTORS IN DEVELOPING THE DRAFT PLAN

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William Fink, Midwest Regional Office, Assistant Regional Director, GPRA and special projects
Mike Brown, National Park Service, Office of Strategic Planning

CONSULTATION WHILE DEVELOPING THE PLAN

This plan was prepared by the staff and others listed above, in consultation with:

Interested members of the public
Senator Carl Levin
Senator Spencer Abraham
Congressman Bart Stupak
Sleeping Bear Dunes National Lakeshore Advisory Commission
Benzie County Planning Commission
Leelanau County Planning Commission
Friends of Sleeping Bear Dunes
Citizens' Council of the Sleeping Bear Dunes
William Fink, Midwest Regional Office, Assistant Regional Director, GPRA and special projects
Mike Brown, National Park Service, Office of Strategic Planning
Sleeping Bear Dunes Staff

An initial draft plan was circulated to the above offices, individuals and organizations for comments. Copies of the initial draft plan were made available at the Lakeshore to the public through the news media.

The following is a synopsis of reviews and consultations.

At the October 18, 1996 Sleeping Bear Dunes Advisory Commission meeting the members of the commission and public were introduced to the Government Performance Results Act and the fact that Sleeping Bear Dunes was selected as a test/lead park for the National Park Service in 1997.

At the July 11, 1997 Sleeping Bear Dunes Advisory Commission meeting the Advisory group and the public were updated on the Government Performance Results Act (GPRA) and the requirements. A detailed briefing and discussion was held. Preliminary Strategic plans for the Lakeshore were distributed to the advisory group members and interested members of the audience. No written comments were received.

On August 1, 1997 draft Strategic plans were sent to Senator Carl Levin, Senator Spencer Abraham, Congressman Bart Stupak, Members of the Sleeping Bear Dunes National Lakeshore Advisory Commission, the Benzie County Planning Commission, Friends of Sleeping Bear Dunes and the Leelanau County Planning Commission for review and comments. Only one verbal comment was received from the Benzie County Planning Commission.

On August 1, 1997 press releases were sent to the news media announcing the public review period for the Lakeshores' Strategic plan from August 1 through August 22. Approximately 75 copies were distributed to the public at the Empire Visitor Center and through mailings upon request during the review period. As of September 11, 1997 no comments were received.

At the August 16, 1997 Citizens' Council of the Sleeping Bear Dunes Area meeting Superintendent Ivan Miller briefed the members and public on GPRA for Sleeping Bear Dunes N.L..

From August 1 through August 22, 1997 the Strategic Plan was reviewed by Sleeping Bear Dunes staff. Four comments were received from staff members.

The majority of the comments received were editorial in nature and incorporated into the final Strategic Plan document.

From October 1998 through January 1999 the Strategic Plan was reviewed and updated by Sleeping Bear Dunes staff.

From March 1- April 15 2000 the Strategic plan was reviewed and updated by Sleeping Bear Dunes staff.

PROGRAM EVALUATION AND REPORTING SCHEDULE

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 and why. Knowing and understanding why goals were achieved (or not) is essential for good management. Reporting performance measures without analysis is of little use.

APRs will consist of two parts:

1. a report on the progress made toward meeting last fiscal year's annual performance plan;

2. an analysis of the present fiscal year's annual performance plan with an identification of continuing goals from the last fiscal year and an identification of problems that prevented the Lakeshore from reaching one or more of its annual goals.

From a servicewide perspective, the evaluation of results from each park and program at the annual goal level must be reported and consolidated with clear linkages to the servicewide long-term goals and mission goals.

The preliminary and final Annual Performance Plans and Annual Performance Reports need to be prepared according to the following schedule:

Fiscal Year	Preliminary Ann Perf Plan	Final Ann Perf Plan	Preliminary Ann Perf Report	Final Ann Perf Report
1998	(none)	7/97	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
2003	11/00	9/02	8/03	3/04
2004	11/01	9/03	8/04	3/05
2005	11/02	9/04	8/05	3/06

The Strategic Plan will be revised every three years.

DEFINITION OF TERMS

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

Annual Performance Plan: Consists of the park's annual performance goals (outcomes) and its annual work plan (outputs and inputs). Sometimes called a performance management plan, this plan is required by GPRA. This document guides the organization's actions on a day-to-day basis. It displays and explains what personnel, time, materials, and funding are needed in the upcoming fiscal year to achieve the stated annual performance goals, and how they contribute to achieving the long-term goals.

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

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

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

Inputs, Outputs and Outcomes:

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

Input Measure: The quantity of resources available to produce products and services. (*Number of FTE, number of dollars, number of park brochures, number of photographs in programs, number of hand tools, number of weapons, and number of water bars)*
Output: Products or services produced or provided. (*Interpretive programs provided to visitors, IPM treatments conducted, ARPA arrests made, miles of trails rehabilitated)*

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

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

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

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

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

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

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

Park Purpose: The purpose(or purposes) for which the unit was created. Purpose is usually described in the enabling legislation or presidential proclamation that established the unit. Subsequent Federal actions, such as designation of wilderness areas and wild and scenic river status, or international program designations, such as World Heritage Site or Biosphere Reserve add new purpose(s) to the unit.

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

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

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

Government Performance and Results Act of 1993

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

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

SEC. 1. SHORT TITLE.

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

SEC. 2. FINDINGS AND PURPOSES.

(a) FINDINGS- The Congress finds that--

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

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

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

(b) PURPOSES- The purposes of this Act are to--

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

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

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

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

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

(6) improve internal management of the Federal Government.

SEC. 3. STRATEGIC PLANNING.

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

following new section:

" ' 306. Strategic plans

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

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

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

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

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

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

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

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

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

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

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

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

SEC. 4. ANNUAL PERFORMANCE PLANS AND REPORTS.

(a) BUDGET CONTENTS AND SUBMISSION TO CONGRESS- Section 1105(a) of title 31, United States Code, is amended by adding at the end thereof the following new paragraph:

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

"(b) PERFORMANCE PLANS AND REPORTS- Chapter 11 of title 31, United States Code, is amended by adding after section 1114 the following new sections:

" ' 1115. Performance plans

"(a) In carrying out the provisions of section 1105(a)(29), the Director of the Office of

Management and Budget shall require each agency to prepare an annual performance plan covering each program activity set forth in the budget of such agency. Such plan shall--

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

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

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

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

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

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

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

"(1) include separate descriptive statements of--

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

"(ii) a successful program, or

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

"' 1116. Program performance reports

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

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

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

"(c) The report for fiscal year 2000 shall include actual results for the preceding fiscal year, the report for fiscal year 2001 shall include actual results for the two preceding fiscal years, and the report for fiscal year 2005 and all subsequent reports shall include actual results for the three preceding fiscal years.

"(d) Each report shall--

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

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

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

"(A) why the goal was not met;

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

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

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

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

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

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

"' 1117. Exemption

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

SEC. 5. MANAGERIAL ACCOUNTABILITY AND FLEXIBILITY.

(a) MANAGERIAL ACCOUNTABILITY AND FLEXIBILITY- Chapter 97 of title 31, United States Code, is amended by adding after section 9702, the following new section:

э 9703. Managerial accountability and flexibility

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

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

"(c) Any proposal waiving limitations on compensation or remuneration shall precisely express the monetary change in compensation or remuneration amounts, such as bonuses or awards, that shall result from meeting, exceeding, or failing to meet performance goals.

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

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

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

SEC. 6. PILOT PROJECTS.

(a) PERFORMANCE PLANS AND REPORTS- Chapter 11 of title 31, United States Code, is amended by inserting after section 1117 (as added by section 4 of this Act) the following new section:

" ' 1118. Pilot projects for performance goals

"(a) The Director of the Office of Management and Budget, after consultation with the head of each agency, shall designate not less than ten agencies as pilot projects in performance

measurement for fiscal years 1994, 1995, and 1996. The selected agencies shall reflect a representative range of Government functions and capabilities in measuring and reporting program performance.

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

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

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

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

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

(b) MANAGERIAL ACCOUNTABILITY AND FLEXIBILITY- Chapter 97 of title 31, United States Code, is amended by inserting after section 9703 (as added by section 5 of this Act) the following new section:

" ' 9704. Pilot projects for managerial accountability and flexibility

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

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

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

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

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

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

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

" ' 1119. Pilot projects for performance budgeting

"(a) The Director of the Office of Management and Budget, after consultation with the head of each agency shall designate not less than five agencies as pilot projects in performance budgeting for fiscal years 1998 and 1999. At least three of the agencies shall be selected from those designated as pilot projects under section 1118, and shall also reflect a representative range

of Government functions and capabilities in measuring and reporting program performance.

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

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

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

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

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

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

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

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

SEC. 7. UNITED STATES POSTAL SERVICE.

SEC. 8. CONGRESSIONAL OVERSIGHT AND LEGISLATION.

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

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

SEC. 9. TRAINING.

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

SEC. 10. APPLICATION OF ACT.

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

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

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

SEC. 11. TECHNICAL AND CONFORMING AMENDMENTS.

(a) AMENDMENT TO TITLE 5, UNITED STATES CODE- The table of sections for chapter 3 of title 5, United States Code, is amended by adding after the item relating to section 305 the following:

"306. Strategic plans.".

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(b) AMENDMENTS TO TITLE 31, UNITED STATES CODE.-

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

"1115. Performance plans.
"1116. Program performance reports.
"1117. Exemptions.
"1118. Pilot projects for performance goals.
"1119. Pilot projects for performance budgeting.".

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

"9703. Managerial accountability and flexibility.
"9704. Pilot projects for managerial accountability and flexibility.".

(c) AMENDMENT TO TITLE 39, UNITED STATES CODE- The table of chapters for part III of title 39, United States Code, is amended by adding at the end thereof the following new item:
"28. Strategic planning and performance management..... 2801".

Approved August 3, 1993.