MISSION STATEMENT

Preserved within Yellowstone National Park are Old Faithful and the majority of the world's geysers and hot springs. An outstanding mountain wildland with clean water and air, Yellowstone is home to the grizzly bear, wolf, and free-ranging herds of bison and elk. Centuries-old sites and historic buildings that reflect the unique heritage of America's first national park are also protected. Yellowstone National Park serves as a model and inspiration for national parks throughout the world. The National Park Service preserves unimpaired these and other natural and cultural resources and values for the enjoyment, education, and inspiration of this and future generations.

Approved: M. V. Finley
Superintendent, Yellowstone National Park

Date: 3/20/2000

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PREFACE

This Strategic Plan (FY2001-FY2005) was written to fulfill the requirements of the Government Performance and Results Act of 1993. It should be noted, however, that the Strategic Plan is much more than just a response to legislative mandate. The law was a catalyst that caused the park staff to reexamine its fundamental mission and to take a fresh longer-range view, in concrete terms, of what results or outcomes it needed to achieve in order to more effectively and efficiently accomplish that mission. It caused us to reexamine the present condition of the natural and cultural resources in our care, the current status of our visitor services, and the existing fiscal, human, and other resources at our command to do our job. It pushed our sights above the usual daily focus on activities and products to take in the bigger picture of where we are and where we need to be. It encouraged us to think and plan in new ways. The effort wasn't easy; it was even painful at times. The results, however, will be better planning, better management, and better communication with all of our constituencies and stakeholders, as well as amongst ourselves, about where we are, where we need to be, and how we are going to get there.

Government Performance and Results Act of 1993 (GPRA)

GPRA is one of the most recent and comprehensive of a number of laws and executive orders directing federal agencies to join the "*performance management revolution*" already embraced by private industry and many local, state, and national governments.

In a nutshell, *performance management* ensures that daily actions and expenditures of resources are guided by long- and short-term goal setting in pursuit of accomplishing an organization's primary mission, followed by performance measurement and evaluation. Importantly, the goals are quantifiable and measurable results or outcomes rather than efforts or outputs (activities, services, and products). The established and proven performance management approach is to *establish goals – allocate resources to accomplish those goals – take action/do the work – measure results – evaluate and report performance – use evaluation to adjust goals and reallocate resources – and continue the loop.* This process sharpens our focus on accomplishing our mission in the most efficient and effective ways, and it holds managers and employees accountable on a clear and measurable basis.

GPRA requires federal agencies to develop and use three primary documents in conducting their business: 1) Strategic Plan of no less than five years duration, reviewed and revised every three years. 2) Annual Performance Plan tiered off the Strategic Plan each year, showing how long term goals will be accomplished in annual increments. 3) Annual Performance Report reviewing each year's successes and failures and identifying areas where activities or goals need to be revised in the future. These documents are also to be submitted to the Congress and the Office of Management and Budget (OMB).

Importantly, GPRA mandates that long-term and annual goals be results or outcomes rather than outputs (activities, products, or services) and that they be "objective, quantifiable, and measurable" so that performance can be adequately measured and reported, progress on mission accomplishment assessed, and managers and employees held accountable.

While the National Park Service has long been a mission-oriented organization, the tradition has been to plan, manage, and budget by activity, problem solving, and issue resolution. The response to GPRA requirements will help focus on accomplishing its mission through establishing long-term and annual goals, allocating resources to those goals, and measuring and reporting results.

GPRA provides legislated direction in our pursuit to achieve the National Park Service mission.

About This Plan

In consultation with Congress, OMB, and other interested parties, the National Park Service (NPS) developed its own unique GPRA implementation process. Using this process, the NPS methodically developed its first "servicewide" *Strategic Plan* and submitted it on September 30, 1997. That plan was revised and published electronically on January 15, 2000. A copy of the revised plan is available for review at Yellowstone National Park headquarters in Mammoth Hot Springs. It is also available on the Internet at http://www.nps.gov.

The NPS manages the National Park System, which consists of over 375 units located in nearly every state and territory of the nation. Thus, the NPS is fundamentally a field-based resource preservation and visitor service organization, where results or outcomes actually occur in the parks rather than Washington headquarters. In addition, central offices throughout the country carry out legislated partnership responsibilities to provide technical assistance and fund grants to other non-federal preservation entities. Therefore, as part of its GPRA implementation process, NPS decided that each of its component parks, programs, and offices would develop and submit their own Strategic Plans, Annual Performance Plans, and Annual Performance Reports. The National Park Management Omnibus Act of 1998 codified into law that all field units of the National Park System would write Strategic Plans and Annual Performance Plans consistent with the Government Performance and Results Act.

The local plans address the long-term goals in the "servicewide" plan that are appropriate to the individual units as parts of the overall National Park System, NPS, and its mission. Then the individual units add goals specific to their own legislative mandates, missions, resources, visitor services, and issues needs. The local plans, then, are a blend of national and local missions and goals. A list of the Servicewide goals for the National Park Service is listed in Appendix A.

The Strategic Plan for Yellowstone National Park follows this pattern. It is a five-year plan covering fiscal years 2001 through 2005. It consists of a mission statement born out of the NPS Organic Act as well as the specific legislation establishing this park. It contains mission goals, closely paralleling the "servicewide" mission goals, that illustrate in broad brushstroke what we do far beyond just five years – "in perpetuity" - to accomplish our stated mission. It then contains long-term goals which target in quantified, measurable ways what we will accomplish in the next five years toward achieving our overall mission goals and mission. The long-term goals address both appropriate "servicewide" goals as well as park-specific goals. The park servicewide goals numbering protocol follows that of the "servicewide" plan goals, with the park suffix (YELL) following the goal number. Since not all servicewide goals apply to Yellowstone, some numbers are skipped. In addition, there are numbers containing 0's or X's with park-specific suffixes and numbers (YELL-00) that are not in the servicewide plan and indicate park-specific goals.

There are several changes in the long-term goals from the 1997 Strategic Plan. Goals on Vital Signs, Geological Resources, Native Species of Special Concern, Educational Programs, Historic Research, and Park Partnerships have been added to better cover the range of Yellowstone National Park resources and responsibilities. Goals on Spatial Analysis, Resource Agreements, and Computer Systems have been consolidated under other long-term goals as activities. Many of the park's issues are embedded in existing goals or are covered under Key External Factors rather than being addressed as a specific goal.

Following the simple goal listing, each long-term goal is repeated with one or more explanatory paragraphs that give background, detail, and other information useful to help the reader understand the goal as well as to sketch in how the goal will be accomplished.

After these goal explanations, the plan contains a general section on "How Goals will be Accomplished," which briefly sketches the park's organization, staffing, fiscal, infrastructure, and other resources available to achieve

the plan's long-term goals. This is followed by brief discussion of "Key External" factors over which park staff may have influence but not control, and which could positively or negatively affect goal achievement.

Finally, there is a brief discussion of how the contents of the plan were determined and a list of persons consulted in the development of the plan.

It should be noted that the goals in this plan are generally predicated on "flat budgets" for the next five years. Other than increases for inflation, we assumed no major increases in funding. Where increases in appropriations were known or are likely, they were taken into account. Where other funding sources (donations, fee revenues, etc.) were "reasonably assured", they too were taken into consideration when setting performance targets. Obviously, limits on funding constrain what can be accomplished toward our goals and mission. GPRA, however, is distinctly not about discussing budget shortfalls or requesting or justifying additional funding. Rather it is about planning, managing, and communicating what we can accomplish with what we already have. However, as stewards of and storytellers about the priceless natural and cultural resources - defining America's heritage - which are in our care, we would be remiss in our duties if we did not duly note that we sincerely believe we are underfunded and understaffed to fully achieve our important mission and goals.

Each year that the Strategic Plan is in effect, beginning with fiscal year 2001 (October 2000), there will be a companion Annual Performance Plan which shows in annual goals that year's targeted incremental achievement of each long-term goal and a work plan for accomplishing that increment. Each year there will also be an Annual Performance Report discussing actual achievement of the prior year's annual goals and progress on long-term goals.

Additional copies of the Yellowstone National Park Strategic Plan are available at park headquarters at Mammoth Hot Springs. Questions and comments are welcome and encouraged and can be addressed to the Superintendent, P.O. Box 168, Yellowstone National Park, Wyoming, 82190. It is also available on the Internet at http://www.nps.gov/yell. As they are written and approved, copies of the current year's Annual Performance Plan and Annual Performance Report will also be available on request, with questions and comments equally welcome.

WE ARE STEWARDS OF AND STORYTELLERS ABOUT THE PRICELESS NATURAL AND CULTURAL RESOURCES AT YELLOWSTONE NATIONAL PARK.

INTRODUCTION

About the Park

This five-year Strategic Plan has been written for Yellowstone National Park, one of over 375 units of the National Park System administered by the National Park Service, U.S. Department of the Interior. As home of the national park idea, Yellowstone holds a special place within the network of landscapes that help define America's heritage. Even more, it has served as an inspiration and a model for other parks throughout the world and has evolved from a pleasuring ground and wildlife refuge to be recognized as an International Biosphere Reserve and a World Heritage Site. A national treasure, it continues to inspire awe in travelers from around the world.

Yellowstone National Park was established by Act of Congress in 1872. Located midway between the equator and North Pole at the 45th parallel in Wyoming's northwest corner, the park's boundaries extend into the states of Montana and Idaho. The park encompasses 2,221,766 acres on a 7,000-foot high plateau surrounded on all

sides by extensions of the Rocky Mountains. Situated astride the Continental Divide, park waters flow east to the Atlantic and west to the Pacific. The park is a valuable part of America's heritage and is available to over 3 million visitors each year for their experience, enjoyment, understanding, and appreciation.

The park is famed for its unmatched geothermal resources and vibrant geologic history. The magmatic heat driving the volcanic eruptions that are an integral part of Yellowstone's past, present, and future still power the world's most impressive array of geysers and hot springs. The beauty of the Grand Canyon of the Yellowstone River and Yellowstone Lake, countless waterfalls, and the rugged mountains that flank the park's volcanic plateau all comprise majestic scenery that alone would justify Yellowstone's significance. But the park is also home to a wealth of wildlife and plants that garner as much attention.

Yellowstone's history resonates with colorful tales of fur trappers and explorers that inspired the likes of William Henry Jackson and Thomas Moran, whose photos and watercolors influenced Congress to establish the world's first national park. And as the park ages, its rich cultural heritage grows in the minds of generations who recall different times and different Yellowstone experiences.

The establishment of Yellowstone National Park in 1872 was only the beginning of a great quest to make the most of this extraordinary place. Since then, the prevailing views of how a national park should be managed have undergone many changes, reflecting both the ongoing public debate about the purpose of a national park and scientific advances in our understanding of how natural ecosystems function.

Like stewards of all national parks, Yellowstone's managers are struggling to do justice to their responsibility, which becomes more complex and paradoxical with each passing generation. The recognition of Yellowstone National Park as the core of a greater ecosystem is perhaps the most important shift in the public's perception since the first national parks were established for recreation and protection of wildlife and scenery in the late 1800s. The park cannot be insulated from the complicated political and environmental pressures that surround it at the beginning of the twenty-first century. Every aspect of the park affects and is affected by what happens on the public and private land around it, in the region that has come to be known as Greater Yellowstone. Just as park decisions about visitor access and resource management may influence the economic and physical well-being of the park's neighbors, so do their decisions support or jeopardize the park's future. Finding the right balance is not as simple as use versus preservation; it is a more philosophical question of providing use that is consistent with preserving natural values. The concern is not that the Greater Yellowstone ecosystem may be on the verge of collapse, but that the cumulative effect of many affronts to its integrity over an extended period of time may progressively erode its richness until the damage is both irrefutable and irreparable.

MISSION OF THE NATIONAL PARK SERVICE AT YELLOWSTONE NATIONAL PARK

Preserved within Yellowstone National Park are Old Faithful and the majority of the world's geysers and hot springs. An outstanding mountain wildland with clean water and air, Yellowstone is home to the grizzly bear, wolf, and free-ranging herds of bison and elk. Centuries-old sites and historic buildings that reflect the unique heritage of America's first national park are also protected. Yellowstone National Park serves as a model and inspiration for national parks throughout the world. The National Park Service preserves unimpaired these and other natural and cultural resources and values for the enjoyment, education, and inspiration of this and future generations.

The mission of the National Park Service at Yellowstone National Park is rooted in and grows from the park's legislated mandate found in the Act of Congress, March 1, 1872: "To set apart a certain tract of land lying near the headwaters of the Yellowstone River as a public park." The 1872 Act is supplemented by many others, including: "An Act to protect the birds and animals in Yellowstone National Park, and to punish crimes in said park." May 7, 1894: "An Act for the protection of the public forest reserves and national parks…." February 6, 1905: "An Act to make additions to the Absaroka and Gallatin National Forests, and Yellowstone, and to improve and extend the winter feed facilities…." May 26, 1926: and "An Act to revise the north, northeast, and east boundaries of Yellowstone National Park…" March 1, 1929. Our mission statement is a synthesis of this mandated purpose plus the park's primary significance as itemized below.

Legislative Intent

The law creating Yellowstone National Park mandated the Congress:

- Dedicate and set apart a public park or pleasuring ground for the benefit and enjoyment of the people.
- Provide for the preservation, from injury or spoliation, of all timber, mineral deposits, natural curiosities, or wonders within said park, and their retention in their natural condition.
- Conserve the scenery and the natural and historic objects and wild life therein and to provide for the enjoyment of the same in such manner and by such means as will leave them unimpaired for the enjoyment of future generations.

Purpose

Therefore, the purpose of Yellowstone National Park is to preserve for the benefit and enjoyment of present and future generations, its geologic, natural systems and processes, and history.

Significance

The primary significance of Yellowstone National Park is found in its natural and cultural resources and related values, including:

- The majority of the world's geysers, including Old Faithful, the icon of them all.
- The core of the last large ecosystem in the lower 48 states still inhabited by every wild species present when Columbus reached the New World 505 years ago.
- The powerful evidence of human history, such as several hundred archeological sites, nearly one thousand historic structures, and six designated National Historic Landmarks---Old Faithful Inn, the Northeast Entrance Station, Obsidian Cliff, and the Norris, Madison, and Fishing Bridge Museums.

Yellowstone National Park was created as the first national park in 1872, and it has served as a symbol for establishing the 375 additional national parks in the United States and national park systems in more than 140 countries around the world. In recognition of this significance, in 1972 the United Nations Educational, Social, and Cultural Organization (UNESCO) named Yellowstone as the first American area to be designated as a Biosphere Reserve. In 1978, UNESCO designated Yellowstone National Park as a World Heritage Site.

Mission Statement

Preserved within Yellowstone National Park are Old Faithful and the majority of the world's geysers and hot springs. An outstanding mountain wildland with clean water and air, Yellowstone is home to the grizzly bear, wolf, and free-ranging herds of bison and elk. Centuries-old sites and historic buildings that reflect the unique heritage of America's first national park are also protected. Yellowstone National Park serves as a model and inspiration for national parks throughout the world. The National Park Service preserves unimpaired these and other natural and cultural resources and values for the enjoyment, education, and inspiration of this and future generations.

Mission Goals

Yellowstone National Park's mission is accomplished through pursuit of the following broad "in perpetuity" mission goals:

Goal Category I: Preserve Yellowstone National Park Resources

Ia. Natural and cultural resources and associated values at Yellowstone National Park are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.

Ib. The National Park Service at Yellowstone National Park 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.

Goal Category II: Provide for the Public Use and Enjoyment and Visitor Experience of Yellowstone National Park

IIa. Visitors to Yellowstone National Park safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of park facilities, services, and appropriate recreational opportunities.

IIb. Park visitors and the general public understand and appreciate the preservation of Yellowstone National Park and its resources for this and future generations.

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

Goal Category IV: Ensure Organizational Effectiveness of Yellowstone National Park

IVa. The National Park Service at Yellowstone National Park uses current management practices, systems, and technologies to accomplish its mission.

IVb. The National Park Service at Yellowstone National Park increases its managerial capabilities through initiatives and support from other agencies, organizations, and individuals.

LONG-TERM GOAL LISTING

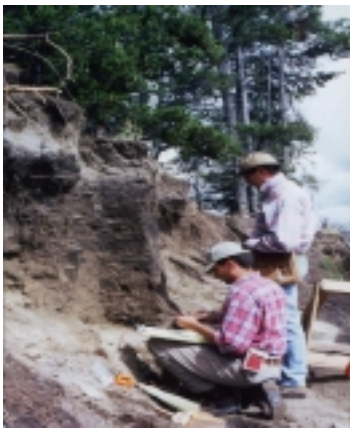
Mission Goal Ia: Natural and cultural resources and associated values at Yellowstone National Park are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.

Ia0-YELL-01 *Natural Resources Fauna* - By September 30, 2005, 356 (95%) of the 375 self-sustaining and free-ranging wildlife, native fish, and birds identified in Yellowstone National Park as of 1999 are preserved and maintained.	**Ia0-YELL-02 *Geothermal Features* - By September 30, 2005, 90 (90%) of the 100 indicator geothermal features identified in Yellowstone National Park as of 1999 are in good condition.**	**Ia0-YELL-03 *Park Planning* - By September 30, 2005, 100% of Yellowstone National Park's completed planning and compliance projects meet compliance requirements in order to most efficiently support the preservation of resources.**
Ia0-YELL-04 *Winter Habitat* - By September 30, 2005, winter habitat outside the Yellowstone National Park boundary for use by Yellowstone wildlife is increased from 124,000 acres in FY1997 to 132,000 acres.	**Ia0-YELL-05 *Wildland Fire* - By September 30, 2005, 93% of all wildland fires in Yellowstone National Park are declared prescribed natural fires and allowed to burn to support natural processes and natural regulation of the ecosystem.**	**Ia0-YELL-06 *Native Species of Special Concern*- By September 30, 2005, four of Yellowstone National Park's native species of special concern (trumpeter swan, white pelican, pronghorn antelope, and Yellowstone sand verbena), as of 1999, have an improved or stable status.**
Ia1A-YELL *Disturbed Lands* - By September 30, 2005, 30.9 (69%) of 44.7 acres of Yellowstone National Park's targeted lands disturbed by prior development or agricultural uses, as of FY1999, are restored.	**Ia1B-YELL *Exotic Plant Species* - By September 30, 2005, invasive exotic vegetation species on 22 (2.6%) of 822 targeted acres of Yellowstone National Park lands, as of FY1999, are eradicated or contained.**	**Ia2A-YELL *T&E Species Improved* - By September 30, 2005, one (the gray wolf) (33%) of Yellowstone National Park's three identified populations of federally listed threatened and endangered species with critical habitat on park lands and/or requiring NPS recovery actions, as of 1999, has an improved status.**
Ia2B-YELL *T&E Species Stable* - By September 30, 2005, two (the grizzly bear and bald eagle) (66%) of Yellowstone National Park's three identified populations of federally listed threatened and endangered species with critical habitat on park lands and /or requiring NPS recovery actions, as of 1999, have a stable status.	**Ia3-YELL *Air Quality* - By September 30, 2005, air quality in Yellowstone National Park has remained stable or improved relative to FY1998 conditions.**	**Ia4-YELL *Water Quality* - By September 30, 2005, Yellowstone National Park has unimpaired water quality.**
Ia5-YELL *Historic Structures* - By September 30, 2005, 453 (50%) of 907 Yellowstone National Park historic structures listed on the FY1999 National Park Service List of Classified Structures (LCS) are in good condition.	**Ia6-YELL *Museum Collections* - By September 30, 2005, 189 (35%) of 536 preservation and protection standards for Yellowstone National Park are met.**	**Ia8-YELL *Archeological Sites* - By September 30, 2005, 102 (20%) of 508 Yellowstone National Park archeological sites listed on the FY1999 National Park Service Archeological Sites Management Information System (ASMIS), with condition assessments, are in good condition.**

LONG-TERM GOAL LISTING (CONT'D)

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

Ib2A-YELL *Archeological Baseline* - By September 30, 2005, the number of Yellowstone National Park archeological sites inventoried, evaluated and listed on the National Park Service Archeological Sites Management Information System (ASMIS) is increased from 914 in FY1999 to1,014.	**Ib2B-YELL *Cultural Landscape Baseline* - By September 30, 2005, the number of Yellowstone National Park cultural landscapes entered on the National Park Service Cultural Landscapes Inventory is increased from zero in fiscal year 1999 to one.**	**Ib2C- YELL *Historic Structures Baseline* - By September 30, 2005, all 907 (100%) Yellowstone National Park historic structures on the FY1999 List of Classified Structures (LCS) have updated information in their LCS records.**
Ib2D-YELL *Cataloging Museum Objects* - By September 30, 2005, the number of Yellowstone National Park museum objects cataloged into the National Park Service Automated National Catalog System (ANCS+) and submitted to the National Catalog is increased from 111,582 in FY1999 to 121,652.	**Ib2E- YELL *Ethnographic Resources Baseline* - By September 30, 2005, the number of Yellowstone National Park ethnographic resources inventoried, evaluated, and entered on the National Park Service Ethnographic Resources Inventory (ERI) is increased from zero in FY1999 to 130.**	**Ib2F-YELL *Historical Research Baseline* - By September 30, 2005, Yellowstone National Park's Historic Resource Studies (HRS) and Administrative History are not completed to professional standards, current (approved since 1980), and entered in CRBIB.**
Ib3-YELL *Vital Signs* - By September 30, 2005, Yellowstone National Park has identified its vital signs for natural resource monitoring.		



LONG-TERM GOAL LISTING (CONT'D)

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

IIa0-YELL-01 *Visitor Satisfaction with Visitor Centers, Restrooms, Campgrounds and/or Picnic Areas, Exhibits, and Walkways, Trails, and Roads* - By September 30, 2005, 80% of Yellowstone National Park visitors are satisfied with appropriate combined park facilities.	**IIa0-YELL-02 *Visitor Satisfaction with Assistance from Park Employees, Ranger Programs, Park Map or Brochure, and Commercial Services in the Park* - By September 30, 2005, 85% of Yellowstone National Park visitors are satisfied with appropriate combined visitor services.**	**IIa0-YELL-03 *Visitor Satisfaction with Learning About Nature, History, or Culture, Sightseeing, and Outdoor Recreation* - By September 30, 2005, 95% of Yellowstone National Park visitors are satisfied with appropriate combined recreational opportunities.**
IIa1-YELL *Visitor Satisfaction* - By September 30, 2005, 95% of Yellowstone National Park visitors are satisfied with appropriate park facilities, services, and recreational opportunities.	**IIa2-YELL *Visitor Safety* - By September 30, 2005, the number of Yellowstone National Park visitor accidents/incidents is no higher than the FY1992-FY1996 five-year annual average of 353.**	

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

IIb0-YELL-01 *Educational Programs* - By September 30, 2005, 95% of students participating in the park's formal educational programs understand Yellowstone's cultural and natural heritage as preserved by Yellowstone National Park and its programs.	**IIb1-YELL*Visitor Understanding* - By September 30, 2005, 95% of Yellowstone National Park visitors understand the significance of the park.**

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

IIIaX-YELL *Park Partnerships* - By September 30, 2005, the number of projects satisfactorily completed by Greater Yellowstone partners under formal agreements that assist partners in protecting their resources or serving their visitors is increased from one in FY1999 to six.

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

IVa3A-YELL *Workforce Development and Performance* - By September 30, 2005, 100% of Yellowstone National Park permanent and TERM employee performance agreements are linked to appropriate strategic and annual performance goals and position competencies.	**IVa4A-YELL *Workforce Diversity-Permanent Women and Minorities* - By September 30, 2005, the number of Yellowstone National Park permanent positions in targeted occupational series filled by employees from underrepresented groups is increased from 125 at end of FY1999 to 131.**	**IVa4B-YELL *Workforce Diversity-Temporary/Seasonal Women and Minorities* - By September 30, 2005, the total number of Yellowstone National Park temporary/seasonal positions annually filled by women and minorities is increased from 179 in FY1999 to 188.**

Mission Goal IVa: (Cont'd) The National Park Service at Yellowstone National Park uses current management practices, systems, and technologies to accomplish its mission.

IVa4C-YELL *Workforce Diversity-Permanent Employees with Disabilities* - By September 30, 2005, the number of Yellowstone National Park permanent positions filled by employees with disabilities is increased from six in FY1999 to seven.	**IVa4D-YELL *Workforce Diversity-Temporary/Seasonal Employees with Disabilities* - By September 30, 2005, the total number of Yellowstone National Park temporary/seasonal positions annually filled by employees with disabilities is increased from three in FY1999 to four.**	**IVa5-YELL *Employee Housing* - By September 30, 2005, the number of Yellowstone National Park employee housing units listed in poor or fair condition is reduced from 343 in FY1997 to 177.**
IVa6A-YELL *Employee Safety - Lost-time Injuries* - By September 30, 2005, the number of Yellowstone National Park employee-lost-time injuries is reduced from the FY1992-FY1996 five-year annual average of 19 to 14.	**IVa6B-YELL *Employee Safety - Continuation of Pay* - By September 30, 2005, the Yellowstone National Park total number of hours of Continuation of Pay (COP) is reduced from the FY1992-FY1996 five-year annual average of 1,379 to 1,213.**	**IVa7-YELL *Line-Item Construction* - By September 30, 2005, 100 % of Yellowstone National Park line-item projects funded by September 30, 1998, and each successive fiscal year, meet 90 percent of cost, schedule, and construction parameters.**

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

IVbX-YELL *Park Partnerships* - By September 30, 2005, the number of projects successfully completed by Greater Yellowstone partners under formal agreements that protect the resources and serve the visitors of Yellowstone National Park is increased from one in FY1999 to ten.	**IVb1-YELL *Volunteer Hours* - By September 30, 2005, the number of Yellowstone National Park volunteer hours is increased from 43,243 hours in FY1997 to 85,000 hours.**	**IVb2A-YELL *Cash Donations and Grants* - By September 30, 2005, cash donations to Yellowstone National Park increase from $77,868 in FY1998 to $300,000.**
IVb2B-YELL *Cash Value of In-kind Donations from Friend's Groups* - By September 30, 2005, the cash value of in-kind donations, grants, and services to Yellowstone National Park by The Yellowstone Foundation and other organizations is increased from $208,843 in FY1997 to $1,932,000.	**IVb2C-YELL *Cash Value of In-kind Donations from the Yellowstone Association* - By September 30, 2005, the cash value of in-kind donations, grants and services to Yellowstone National Park from the Yellowstone Association is increased from $490,648 in FY1997 to $539,713.**	

GOAL EXPLANATIONS

Goal Category I: Preserve Yellowstone National Park Resources

The mission goals and long-term goals in goal category I are inclusive of the mandates in Yellowstone National Park's authorizing legislation to…. "set apart as a public park or pleasuring ground for the benefit and enjoyment of the people…"; and the NPS Organic Act "to conserve the scenery and the natural and historic objects and the wild life therein…." Subsequent legislation reinforced and expanded these mandates. All goals that pertain to resource preservation 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 of Yellowstone National Park are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.

Encompassing both the natural and cultural resources, this mission goal includes the concepts of biological and cultural diversity. The broader ecosystem and cultural context includes both natural systems and cultural systems that extend beyond the park boundary into the Greater Yellowstone Area. Park cultural context refers to ensuring that park resources are preserved and interpreted in relationship to other historical events and cultural processes. Also, as part of the broader cultural and/or ecological context, Yellowstone National Park is designated as a World Heritage Site and Biosphere Reserve.

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

Yellowstone National Park Long-term Goals Addressing Mission Goal Ia

Long-term goals:

Ia0-YELL-01 *Natural Resources Fauna* - By September 30, 2005, 356 (95%) of the 375 self-sustaining and free-ranging wildlife, native fish, and birds identified in Yellowstone National Park as of 1999 are preserved and maintained.

Two million acres of largely undisturbed habitat appear to support viable populations of most native species. There are approximately 381 known self-sustaining and free ranging wildlife, native fish, and birds in Yellowstone National Park. The park's high plateaus provide summer grazing for about 35,000 elk and much smaller numbers of deer, bison, pronghorn antelope, bighorn sheep, and moose. The largest of the seven primary elk herds, Yellowstone's northern herd, has generally numbered 15,000 to 22,000 over the past decade. One-third or more of its winter range is on public and private lands north of the park, and up to half of these elk and many of the other grazing animals migrate to lower areas in or outside the park during the winter, depending on snow depth and winter severity.

In 1986, continuing concern over the condition of the northern range in both the scientific community and the general public prompted Congress to mandate more studies. This research initiative, one of the largest in the history of the NPS, encompassed more than 40 projects by NPS biologists, university researchers, and scientists from other federal and state agencies. The key findings from these research projects have been published in two books: the peer-reviewed technical report "Effects of Grazing by Wild Ungulates in Yellowstone National Park" (1996); and "Yellowstone's Northern Range: Complexity and Change in a Wildland Ecosystem" (1997).

In 1997 the General Accounting Office, which had completed a detailed review of northern range research and management, acknowledged that there was indeed scientific debate underway, but did not fault park managers

for adhering to a natural regulation policy. In 1998, Congress called for the National Academy of Sciences to review management of the northern range, and the two-year study began in January 1999.

The park is home to a viable, free-ranging population of more than 2,000 bison, controlled primarily by the toll of winter—but the unfenced and growing herd increasingly conflicts with other long-standing federal and state efforts to eradicate the disease brucellosis from domestic livestock. In CY2000, a Record of Decision (ROD) will be signed by NPS to implement a management program resulting from the Final Environmental Impact Statement for Long-term Bison Management at the park. The ROD is expected to commit the park to a comprehensive suite of bison management prescriptions that are intended to reduce the unnecessary killing of bison concurrent with mitigating the risk of brucellosis to livestock.

This sweeping management program includes: a) long-term remote ballistic vaccination of bison calves and yearlings in a backcountry environment; b) extensive long-term bison population monitoring to enforce temporal and spatial separation of bison and livestock during winter; and c) periodic bison hazing and/or capture to enforce population management objectives. Although certain capture facility fixed costs have already been incurred, adequate park base funding does not exist to meet the new annual recurring costs for implementing this comprehensive management program.

Lake trout loom as a major threat to the native Yellowstone cutthroat trout population and their predators; other native fishes also need help and new non-native aquatic organisms (Zebra mussel, New Zealand mud snail) are invading. Although lake trout eradication is not feasible, minimizing their impact is a necessary goal. The park's lake trout control program targets spawning age lake trout to limit reproduction as much as possible. The number of larger fish of spawning age is declining. The park will keep pressure on the foreign species that threaten the native cutthroat trout.

Yellowstone fisheries are threatened by two potentially damaging exotic organisms: whirling disease and the New Zealand mud snail. Whirling disease has been implicated in the decline of wild trout in the Madison River in Montana outside the park and has been found in native cutthroat taken from Yellowstone Lake near the mouth of Clear Creek. The New Zealand mud snail, which has been found in the Firehole and Madison rivers, may harm aquatic insect communities.

Staff biologists and dozens of cooperative researchers will help monitor and study park wildlife over the next five years. But relatively little research or monitoring will be done on many other animals that have important roles in the ecosystem, including reptiles, amphibians, invertebrates, and small mammals.

This goal will be measured by analyzing rare animal sighting reports, by monitoring mammal, bird, and fish reports, and by soliciting the expert opinion of the fish, wildlife, and bird specialists of the Branch of Natural Resources, Yellowstone Center for Resources, and the resource managers of the Division of Resource Management and Visitor Protection. The goal does not include species identified in Ia0-YELL-06, Ia2A-YELL, and Ia2B-YELL.

Ia0-YELL-02 *Geothermal Features* - By September 30, 2005, 90 (90%) of the 100 indicator geothermal features identified in Yellowstone National Park as of 1999 are in good condition.

Within Yellowstone's boundaries can be found more than two-thirds of the world's geysers, along with about 10,000 hot springs, mud pots, and fumaroles. The park's steamy geology also supports the world's most visible concentration of heat-loving bacteria, known as thermophiles. Researchers have focused on these unique life forms because of their ability to survive in very extreme conditions and their contribution to major advances in medicine and biotechnology.

Although Yellowstone's geothermal features are the most unique of its natural resources--and among the most vulnerable to human activity--they receive a very small portion of the park's funding for research and monitoring. This is partly because the charismatic wildlife species generally dominate the attention of the public and special interest groups, to whom threats to geothermal resources are often invisible. Two geologists with superior qualifications have been selected to join park staff and will begin work in Yellowstone in June, 2000.

According to the *Geysers of Yellowstone* (T. Scott Bryan), there are a total of 226 thermal features in the Upper Geyser Basin, Midway Geyser Basin, Firehole Lake Loop, and the Fountain Group. The Upper Geyser Basin is a broad area around Old Faithful that includes the Old Faithful Group, Geyser Hill Group, Grand Castle Group, Daisy Group, Grotto Riverside Group, Morning Glory Group, Cascade Group, Westside Group, Biscuit Basin, and Black Sand Basin. Midway, Firehole Lake Loop, and the Fountain Group are all downstream along the Firehole River. These geothermal features are indicators of the condition of over 10,000 thermal features in the park.

This goal will be measured by a park volunteer who will monitor and clean over 100 features in the indictor areas during the summer. Focus will be on those features close to boardwalks because (1) they are most likely to be vandalized, and (2) they are the safest to monitor and clean due to thin thermal crusts away from boardwalks.

Ia0-YELL-03 *Park Planning* - By September 30, 2005, 100 percent of Yellowstone National Park's completed planning and compliance projects meet compliance requirements in order to most efficiently support the preservation of resources.

The design and construction of an infrastructure to serve visitors and support park operations require that the park have its own professional planning and compliance staff. The regulations that result from laws such as the National Environmental Policy Act (NEPA) and the Endangered Species Act demand that park managers and interested citizens carefully consider the impacts of possible alternatives, not only for buildings and other development but for natural and cultural resources issues. Currently, four planners and one assistant work to develop plans and assess the possible effects of projects on the natural, cultural, and human environments. When critical projects fall behind schedule, they jeopardize a variety of contractual agreements and other priorities receive little attention.

Planners and other park staff are also challenged by the changing objectives of park management and constituent groups. By the time planning is completed for a project, public opinion and the bureaucratic response to it may have shifted, causing the best-laid plans to sit dormant; litigation and legislation have sometimes meant that the park must change priorities on short notice.

This goal will be measured on the basis of any state or federal (with jurisdiction) notices of non-compliance.

Ia0-YELL-04 *Winter Habitat* - By September 30, 2005, winter habitat outside the Yellowstone National Park boundary for use by Yellowstone wildlife is increased from 124,000 acres in FY1997 to 132,000 acres.

Yellowstone National Park's boundaries were initially established in 1872 with little regard for wildlife migration routes or winter habitat requirements. In the 1920s, this concern was recognized and addressed by Congress when acquisition of lands for winter wildlife habitat north of the park along the Yellowstone River was authorized. Recent events surrounding bison migration have again highlighted the fact that critical winter wildlife habitat is not sufficient in either Yellowstone National Park or on public lands adjacent to the park.

Key parcels of private lands are important winter habitat for bison and other wildlife, and some of those private lands have uses incompatible with protection of wintering wildlife. These tracts are important winter habitat for elk, mule deer, pronghorn antelope, and bighorn sheep. A significant number of partners are actively engaged in

pursuing acquisition options for these private lands. Land and Water Conservation Funds may be critical to completion of acquisition options.

This goal is measured by comparing the number of acres outside the park boundary available to wildlife for winter habitat to the number of acres available in FY97.

Ia0-YELL-05 *Wildland Fire* - By September 30, 2005, 93 percent of all wildland fires in Yellowstone National Park are declared prescribed natural fires and allowed to burn to support natural processes and natural regulation of the ecosystem.

This is a new goal established in FY1999 to monitor and report on Yellowstone's current fire policy. Every effort is made to suppress fires that are human-caused or fires that threaten human life/property regardless of cause, using standard fire suppression tactics. This is done while endeavoring to minimize the effects of firefighting activities on the park's resources. Naturally ignited fires (usually caused by lightning) that do not threaten human life or property are permitted to burn only if they meet certain conditions pertaining to fire behavior, weather, and the moisture content of the vegetation. Each situation will be reviewed daily to determine if the criteria are met and to ensure that adequate suppression resources are available to keep fires under control, if necessary.

Like other national parks with major wildland fire programs, Yellowstone National Park receives funds from a servicewide fire management program. This FIREPRO money is used to support four permanent fire management positions, two subject-to-furlough positions, a seasonal crew, and part of the costs of a summer helicopter operation. A seven-person prescribed-fire crew is also stationed at Yellowstone to support the monitoring of natural fires and prescribed burning, not only here but also in any location in the nation. Several other permanent positions in fire management are paid directly out of park funds, including a liaison smokejumper stationed at the West Yellowstone Interagency Smokejumper Base. Each summer, hundreds of employees in other jobs are trained in basic firefighting techniques and other fire management skills. While Yellowstone had a relatively low incidence of fires in 1999, the park's rangers, maintenance workers, and fire management staff and helicopter assisted other parks and agencies in dozens of fire management efforts from Canada to Mexico and Florida.

This goal monitors naturally caused fires and their ecological roll in influencing the park landscape. The goal will be measured by comparing the number of natural fires that are allowed to burn to the number of natural fires that occur in the park.

Ia0-YELL-06 *Native Species of Special Concern*- By September 30, 2005, four of Yellowstone National Park's native species of special concern (trumpeter swan, white pelican, pronghorn antelope, and Yellowstone sand verbena), as of 1999, have an improved or stable status.

Most of the work done by the park's eight full-time biologists, and dozens of visiting wildlife researchers, has been focused on the most conspicuous or problematic species. Or focus has been on those officially identified as threatened or endangered under the Endangered Species Act—bears, birds, bison, elk, and wolves—animals that are also of the greatest interest to the public. But relatively few studies have been done of many other animals that have important roles in the Yellowstone ecosystem, including reptiles, amphibians, invertebrates, and small mammals. This new goal focuses on four native species of special concern: the trumpeter swan, white pelican, and pronghorn antelope, and the Yellowstone sand verbena.

Early in this century, habitat destruction and commercial hunting led to the near extinction of North America's largest wildfowl in the lower 48 states. Protected areas have been essential to the trumpeter swan's survival; Red Rock Lakes National Wildlife Refuge in Montana was specifically established for this purpose. Yet the greater Yellowstone population has declined in recent years. The summer nesting population in the park, which numbered 45 swans at times during the 1980s, rarely exceeds 25 now. The 1999 baseline for this goal is 20 individuals and a target of 27 individuals set for FY2005. The winter population, boosted by migrant birds from elsewhere in greater Yellowstone and from Canada, has varied from 60 to several hundred swans.

The Molly Islands in the southeast arm of Yellowstone Lake provide an important nesting area for colonial bird colonies. On Rocky Island and Sandy Island, American white pelicans are censused four times a year from May through October. Boat surveys and aerial photography are used to monitor nest attempts, egg production, hatching, and fledging. To protect the nesting birds, park regulations prohibit visitors from approaching within 1/4 mile of the islands. The 1999 baseline for this goal is 128 pair with a target of 150 pair by 2005.

Once abundant in the major river valleys that radiate from the park, pronghorn were heavily reduced by settlement and hunting in the nineteenth century. They were also culled along with elk and bison because of overgrazing concerns. Fewer than 200 pronghorn were counted in 1967. The only surviving herd in the park summers mostly in the Lamar Valley, but moves to lower elevations inside and outside the park in winter. The herd grew to 594 in 1991 but has since declined to less than 250 animals; predation by coyotes and other carnivores, inbreeding depression, and loss of winter range have been suggested as possible reasons. Research was initiated in 1998 on this small population, which contains more genetic diversity than any other North American herd studied. Biologists believe that if the herd drops below 200 animals, it will be in jeopardy of extinction. The 1999 baseline for this goal is 220 individuals with a target of 275 individuals set for 2005.

The Yellowstone sand verbena *Abronia ammophila*, an endemic wildflower, is a globally unique species restricted to stabilized sand sites just above the splash zone along the shoreline of Yellowstone Lake. Currently the total population of this rare plant is found in only four locations on the shoreline of Yellowstone Lake. The number of plants exhibits dramatic natural variation from year to year; for example, a survey done in the early 1990s found only approximately 1,000 plants. A similar survey completed in 1998 found over 800 plants, 50 percent of which were plants recruited in the current year (a natural variation of over 800 percent). Monitoring to ensure that the population remains stable within the parameters of natural variation will focus on the Sand Point section of the north shore site. This section is the most vulnerable to population shifts from human impacts. Fifty mature plants (diameter of at least 5 centimeters) were found in the 1998 survey. The area will be monitored each year to ensure that at least 50 mature plants survive at this site.

This goal will be measured through park-conducted studies, research, and censuses.

Ia1A-YELL *Disturbed Lands* - By September 30, 2005, 30.9 (69%) of 44.7 acres of Yellowstone National Park's targeted lands disturbed by prior development or agricultural uses, as of FY1999, are restored.

This goal improves conditions in Yellowstone by restoring lands impacted by former uses. Disturbed lands in Yellowstone are those park lands where the natural processes have been impacted by development, such as roads and mines, and by invasion of alien species. The targeted lands have been identified in the park's Resource Management Plan and the Yellowstone National Park Materials Source Study, DRAFT, November 1990. The areas include, 15 acres of Turbid Lake Road and Trail, 0.5 acres at Lamar Picnic Area, 13.8 acres at Ice Lake Pit, 11 acres at the Lone Star Geyser Pit, 2 acres at the Old Butte Springs Pit, and 2.4 acres of wetlands restored Gibbon Falls -Tanker Curve.

Wetlands are an important resource in Yellowstone as well as are in other natural areas. New developments, or modifications to existing developments, are designed to avoid or mitigate impacts to wetlands as directed by Executive Order 11990, Protection of Wetlands. Park staff seek opportunities to move existing developments out of wetlands and to restore impacted wetlands to more natural conditions. Currently, only proposed project areas are surveyed for existence of wetlands; however, our goal is to proactively expand areas surveyed for wetlands.

The goal will be measured for actual achievement by taking the total number of acres restored each year over the next five years. The primary source of funding for this goal comes from Federal Highway road construction projects.

Ia1B-YELL *Exotic Plant Species* - By September 30, 2005, invasive exotic vegetation species on 22 (2.6%) of 822 targeted acres of Yellowstone National Park lands, as of FY1999, are eradicated or contained.

Yellowstone cooperates with surrounding states, counties, and other federal agencies in efforts to control non-native plants, including species considered noxious, because they may replace native diversity with monocultures that are unpalatable to both livestock and wildlife. Control efforts may include the use of biological controls, such as insects that feed on the unwanted plant, and genetically-altered material to control non-native invaders. With so many invader species, the park must be realistic and target those that most threaten native resources and for which control is likely to be successful.

The baseline acreage as identified in the 1997 weed report to the GYCC includes: bull thistle (65), spotted knapweed (183), mullein (40), houndstongue (60), ox-eye daisy (86), yellow sweetclover (70), musk thistle (49), canada thistle (32), yellow toadflax (25), russian thistle (25), yellow hawkweed (19), st. johnswort (19), whitetop (10, curly dock (8), dalmation toadflax (5), black henbane (4), orange hawkweed (3), and others.

The goal will be measured for actual achievement by taking the total number of acres eradicated or contained each year. This will primarily include new, small patches of high priority exotic plants found each year. In FY 2001, we will eradicate 7 acres. In FY 2002, 5 acres. In FY 2003, 4 acres. In FY 2004 and 2005, 3 acres each year. The remaining 800 acres will be treated annually; however, due to the long seed life of herbaceous exotic plants in the northern Rocky Mountains (e.g. seed life up to 30 years in some species), we must continue to monitor most established patches for more than 5 years to ensure that they are eradicated or contained.

Ia2A-YELL *T&E Species Improved* - By September 30, 2005, one (the gray wolf) (33%) of Yellowstone National Park's three identified populations of federally listed threatened and endangered species with critical habitat on park lands and/or requiring NPS recovery actions, as of 1999, has an improved status.

Goals Ia2a and Ia2b (below) track the status and stability of populations of federally-listed threatened and endangered species identified by 1999 and recorded in the National T&E Database (gray wolf, grizzly bear, bald eagle). The populations consist of those T&E species with critical habitat on park lands as well as those species requiring NPS recovery actions.

In 1991, Congress directed the U.S. Fish and Wildlife Service to prepare an EIS on reintroduction of gray wolves to Yellowstone and central Idaho. A draft EIS was released to the public for review and comment (over 160,000 comments were received on the draft EIS--the largest number of comments on any federal proposal), and over 130 open houses and hearings were held throughout the process. The Secretaries of Interior and Agriculture approved a final decision in 1994. The U.S. Fish and Wildlife Service prepared special regulations outlining how wolves would be managed as a nonessential experimental population under section 10(j) of the Endangered Species Act, and these regulations took effect in November 1994.

Reintroduction of wolves began in the winter of 1994-95 and was to continue for 3-5 consecutive years until a wild population was established with full recovery (a recovered population is defined as a minimum of 10 pairs of wolves that have successfully bred for 3 successive years in each of the recovery areas—Yellowstone, central Idaho, and northwestern Montana). In 1995, 14 wolves were released into Yellowstone National Park; two packs produced a total of 9 pups. In 1996, 17 more wolves were released; four packs produced a total of 14

pups. Because more pups were born, survival was higher, and livestock depredations were lower than expected, further reintroductions were unnecessary. There were approximately 116 free-ranging wolves in at least 11 packs in 1999.

In December 1997, U.S. District Court Judge William Downes, ruling in consolidated lawsuits, found that the wolf reintroduction program in Yellowstone and central Idaho violated the intent of Section 10(j) of the Endangered Species Act because of the lack of geographic separation between fully protected wolves already existing in Montana and the reintroduction areas in which special rules for wolf management apply. Judge Downes ordered the removal (and specifically *not* the killing) of reintroduced wolves and their offspring from the Yellowstone and central Idaho experimental population areas but immediately stayed his order pending appeal.

The Department of Justice appealed the case and in July 1999 argued the case before a three-judge panel of the 10th U.S. Circuit Court of Appeals in Denver. On January 13, 2000, the 10th Circuit made their final decision on the case, stating that the wolf reintroduction in Yellowstone National Park and central Idaho was legal.

Park biologists and cooperative researchers monitor and study the wolves using up-to-date techniques to track the wolves' behavior. The wolves are closely monitored to learn about their effects on other ecosystem inhabitants, to respond to any problems that may arise, and to determine if and when the goal has been reached.

Ia2B-YELL *T&E Species Stable* - By September 30, 2005, two (the grizzly bear and bald eagle) (66%) of Yellowstone National Park's three identified populations of federally listed threatened and endangered species with critical habitat on park lands and /or requiring NPS recovery actions, as of 1999, have a stable status.

On March 1, 2000, the U.S. Fish and Wildlife Service (FWS) released a draft Conservation Strategy designed to guide state and federal land and wildlife management agencies in future management of the grizzly bear population in the Yellowstone ecosystem. The Conservation Strategy does not delist the Yellowstone grizzly bear nor does it propose any such delisting, rather it explains mechanisms that managers believe are necessary in order for the bear population and its habitat to remain healthy and recovered in the future.
Prior to delisting the grizzly bear, the population and demographic targets outlined in the 1993 Grizzly Bear Recovery Plan must be met. The FWS must also demonstrate that adequate laws and regulatory mechanisms will be in place to reasonably ensure that recovery continues after the Endangered Species Act no longer applies.

Our national bird resides in Yellowstone National Park throughout the year, nesting in large trees close to water. An objective for the Greater Yellowstone ecosystem is to have 62 breeding pairs produce an average of 53 young each year. By 1989, regional recovery objectives had been reached, and the bald eagle was reclassified as threatened in July 1995. In 1997, 14 eaglets fledged from 21 active nests in the park, and we were meeting our goal of maintaining populations that are likely to persist.

A small professional staff and cooperative researchers will monitor grizzly bear movements, behaviors, reproduction, and food availability. The park ornithologist, other park employees, and volunteers will monitor bald eagles and peregrine falcons and perform other studies when possible.

The goal will be measured through monitoring and research programs, as funding permits, and via environmental indicators.

Ia3-YELL *Air Quality* - By September 30, 2005, air quality in Yellowstone National Park has remained stable or improved relative to FY1998 conditions.

Yellowstone National Park is designated a Class I airshed under the Clean Air Act – intended to have the cleanest air for our citizens to breathe. While the park's isolation from urban and industrial areas provides some buffer from major point sources of air pollution, research in many ecosystems now shows that airborne pollutants affect air quality and visibility hundreds of miles distant.

Baseline air quality sampling will continue to occur and will periodically include monitoring of: 1) visibility, precipitation, and dryfall as part of a National Atmospheric Deposition Program; 2) so-called "criteria pollutants"—fine particulates, sulfates, nitrates, organic and inorganic carbon, and heavy metals—regulated by national ambient air quality standards; and 3) meteorological factors such as wind speed and direction, air temperature, and solar radiation.

The Air Resources Division will assist all parks in measuring progress toward meeting park-specific air quality goals that rely on any of the three servicewide performance indicators. The NPS Air Resources Division will report all baseline and performance information for NPS areas measuring at least one of the three air quality performance indicators.

Ia4-YELL *Water Quality* - By September 30, 2005, Yellowstone National Park has unimpaired water quality.

The water quality of Yellowstone National Park is threatened by pollution from sources both inside and outside its boundary. Park rivers remain undammed and water quality in most lakes and streams is thought to be high—though monitoring is irregular. Outdated wastewater treatment systems threaten groundwater and surface water purity. Funding is needed to replace and upgrade the infrastructure supporting developed areas. Groundwater and surface water contamination from park developments is likely if infrastructure is not improved. Contamination from the aging Old Faithful sewage treatment plant is currently occurring. Additional funding is needed to test groundwater quality and to expand chemical and biological surveys in streams and lakes, particularly in heavily used backcountry areas, lakes with motorboat operations, and popular "hot-pot" areas.

Park maintenance staff and biologists will monitor groundwater and surface water around wastewater treatment plants and abandoned landfills, minimize erosion from construction activities, and maintain emergency spill response equipment for use throughout the park.

This goal will be difficult to measure, as there is little baseline data to determine whether any changes are occurring in water quality and quantity because of internal or external disturbances. The NPS has contracted with the U.S. Geological Survey and the Montana Bureau of Mines and Geology for a study to describe the geohydrology of Soda Butte Creek upstream from the park boundary. This report will improve our ability to assess potential impacts to stream flow from outside groundwater development. It will provide important information, but only for the portion of the park that lies within Montana. For the purpose of reporting to this goal, Yellowstone will also use information from State NPDES permits, notices of violations, and/or state section 303(d) list.

Ia5-YELL *Historic Structures* - By September 30, 2005, 453 (50%) of 907 Yellowstone National Park historic structures listed on the FY1999 National Park Service List of Classified Structures (LCS) are in good condition.

During FY1999, 1,106 (100%) of the park's historic structures were entered into the List of Classified Structures (LCS). Of the 907 structures accepted, 468 are listed in good condition; however, that is not an accurate reflection of their condition. Many of the structures shown as "good," especially concessions facilities, are actually in fair or even poor condition. A parkwide historic structures inventory will be completed in FY2000. The information on the LCS does not include current condition, cost estimates, or management categories. Park employees do not have access to the LCS and, therefore, cannot update and/or amend the information. Training for park employees will not occur until FY2001.

The NPS is developing an asset management program FMSS (Maximo), and Yellowstone National Park is a participant in the pilot program. The WASO-Concessions Division supports use of the program for concessions asset management also. Yellowstone National Park concessions staff have been diligently moving toward an asset management goal and will have an accurate database developed by the end of 2000. The database will by no means be complete, but it will be far more accurate that the LCS or current building inventories and will allow the park to move forward in tracing the condition of historic structures.

The condition of the park's historic structures ranges from very good to very poor. Lack of funds, a harsh winter environment, and insufficient preventive maintenance has taken their toll on many structures. Maintaining the park's historic structures in good condition supports the National Historic Preservation Act and the cultural resource integrity of the national park system. "Good condition" means structures and their significant features need only routine repairs or cyclic maintenance.

This goal will be measured by identifying the number of FY1999-listed LCS structures in good condition at the end of each fiscal year.

Ia6-YELL *Museum Collections* - By September 30, 2005, 189 (35%) of 536 preservation and protection standards for Yellowstone National Park are met.

This goal increases the number of applicable checklist standards met for the preservation and protection of park museum collections, as identified in the "NPS Checklist for Preservation and Protection of Museum Collections." Yellowstone is unable to meet 100 percent of this goal because it does not have a collection storage facility.

Most of Yellowstone's archives, library, and museum collections are housed in the basement of the Albright Visitor Center in Mammoth Hot Springs, which lacks adequate space, security, fire protection, and climate controls. The facility fails to meet the standards of the NPS or National Archives and Records Administration, as befits an affiliate of the National Archives. After assessing the feasibility of adapting existing park facilities for this purpose, it is now clear that correcting this situation will require the construction of a new 30,000-square-foot building specially designed for collection storage, visitor exhibits, and wet- and dry-laboratory facilities for staff and researcher use.

We have made a commitment to seek $8-$10 million for a Yellowstone Heritage and Research Center complex to maintain quality programs of natural and cultural history research. Public scoping begun in 1999 will continue in 2000; Value Analysis exercises will be held for overall site development and building design; a final site plan and 30 percent schematic designs will be completed; and the Environmental Assessment will go out for review.

The museum collection consists of nearly 200,000 cultural objects and natural science specimens including: paintings by Thomas Moran and photographs by William H. Jackson; historic hotel furnishings, touring cars, and stagecoaches; American Indian artifacts; prepared birds, insects, mammals, and fish; fossils and geological specimens; and one of the most complete herbarium collections for high-altitude environments in the region.

While the overall condition of the collection is considered fair to good, museum objects have not all been preserved, cataloged, and made available for appropriate use according to NPS standards.

A full-time curator is responsible for both the museum and photo archives and will spend about 25 percent of her time in increasing the number of applicable checklist standards met for the preservation and protection of park museum collections as identified in the checklist. Once the park archives are added to the checklist report, the number of deficiencies will go up considerably.

This goal is measured by comparing the total number of applicable collection standards met to the number of applicable collection standards.

Ia8-YELL *Archeological Sites* - By September 30, 2005, 102 (20%) of 508 Yellowstone National Park archeological sites listed on the FY1999 National Park Service Archeological Sites Management Information System (ASMIS), with condition assessments, are in good condition.

Less than 1 percent of the park has been surveyed for archeologic resources and that mostly associated with road improvements and other construction projects. Little expertise and information have been provided to park staff and the public about archeologic resources. Publications and exhibits have been proposed but are dependent on funding.

A site in "good condition" is stable and not deteriorating due to natural processes, such as erosion, or due to human impacts, such as vandalism. This goal maintains the number of recorded archeological sites listed in the 1999 Archeological Sites Management Information System in good condition at 102. The goal is measured by comparing the total number of archaeological sites identified in good condition in the Archeological Sites Management Information System (ASMIS) to the number of sites recorded having good condition information.

<u>Mission Goal Ib:</u> The National Park Service at Yellowstone National Park contributes to knowledge about natural and cultural resources and their associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.

Yellowstone National Park has fundamental information needs for making decisions about managing natural and cultural resources within the park ecosystem. Yellowstone also contributes to scholarly and scientific research. To meet this goal, Yellowstone 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 Yellowstone's effort to understand the natural and cultural resources within the Greater Yellowstone Area.

<u>Yellowstone National Park Long-term Goals Addressing Mission Goal Ib</u>

<u>Long-term goals:</u>

Ib2A-YELL *Archeological Baseline* - By September 30, 2005, the number of Yellowstone National Park archeological sites inventoried, evaluated, and listed on the National Park Service Archeological Sites Management Information System (ASMIS) is increased from 914 in FY1999 to1,014.

About 84 percent of the recorded archeological sites in Yellowstone are of Native American origin and include burial sites, campsites, rock shelters, tipi rings, and wickiups. The Obsidian Cliff quarry site, a major source of obsidian that was used and traded

across much of the West by Native Americans for thousand of years, was designated a National Historic Landmark by the Secretary of the Interior in 1996. Euro American sites date from the late 1800s to the mid-1940s and are associated with early park development under the U.S. Army and the NPS as well as with the development of concessions within the park.

An archeologist from the NPS Rocky Mountain Support Office, who relocated to Yellowstone in October 1995, has initiated an archeological inventory and evaluation project in the Black Canyon of the Yellowstone River. Park staff are being trained in cultural resource awareness, site identification, and how to prevent and detect resource violations. About 20 park rangers have been trained in Archeological Resources Protection Act (ARPA) procedures and will help the archeologist identify sites that require monitoring to prevent ARPA violations.

Knowledge about archeological sites and their conditions is crucial to managing them well. This goal is about inventorying and evaluating archeological sites not previously inventoried and evaluated and is measured by the number of sites added to ASMIS after FY1999.

Ib2B-YELL *Cultural Landscape Baseline* - By September 30, 2005, the number of Yellowstone National Park cultural landscapes entered on the National Park Service Cultural Landscapes Inventory is increased from zero in fiscal year 1999 to one.

Management of the park's cultural landscapes, done jointly by staff from the Yellowstone Center for Resources and the park's Maintenance Division, is hampered by the lack of surveys of the park landscape and smaller component landscapes that contribute to Yellowstone's historic character. Research and evaluation of the landscapes' defining features and their integrity are a prelude to development of a strategy to maintain or restore these cultural resources. Since 1995, an NPS historian (on short details to the park) has been working on an Historic Resource Study of the park's administration, which will help provide information and context with which to evaluate the park's landscapes.

No staff are specially trained in or assigned to this program, and little funding has been available to preserve cultural landscapes even in primary visitor use areas such as the Old Faithful and Fort Yellowstone historic districts. According to the six-year regional CLI project priority list, Yellowstone is scheduled to have a Level II CLI completed (and entered into the computer database) for the Lake Fish Hatchery Historic District beginning in FY2004. Some CLI work for the Stephen's Creek areas has been done but is not scheduled to have a Level II CLI completed within the next six years.

The goal is measured by the number of landscapes formally inventoried and evaluated at Level II in the Cultural Landscapes Inventory (CLI).

Ib2C- YELL *Historic Structures Baseline* - By September 30, 2005, all 907 (100%) Yellowstone National Park historic structures on the FY1999 List of Classified Structures (LCS) have updated information in their LCS records.

Within Yellowstone there are hundreds of stone, log, and wood-framed structures that date from the 1890s through the 1950s and have historical and architectural significance. In addition to five buildings that have been designated as National Historic Landmarks, there are ranger stations, a network of backcountry cabins and fire towers, Civilian Conservation Corps-built residences, barns, fire caches, hotels and lodges, stores, service stations, roads, and bridges.

Capital improvement funds from adaptive concession use of facilities have provided major restoration at Old Faithful Inn, Lake Hotel, Roosevelt Lodge, and other historic structures; future improvements are needed in other areas.

This goal measures all efforts to update inventory information for structures listed on the LCS in FY1999.

Ib2D-YELL *Cataloging Museum Objects* - By September 30, 2005, the number of Yellowstone National Park museum objects cataloged into the National Park Service Automated National Catalog System (ANCS+) and submitted to the National Catalog is increased from 111,582 in FY1999 to 121,652.

Since 1996, more than 20,000 artifacts and specimens have been added to Yellowstone's collection, including photographs, souvenirs, archeological materials, insects, and birds, most of which were donations to the park or were specimens collected as part of a research permit. Although special funding has helped catalog 3,000 to 6,000 historic objects each year, and Federal Lands Highway Program funding was used to catalog and store a collection of botanical fossils generated during a road construction project, the park continues to acquire items more quickly than they can be cataloged. A backlog of about 75,000 items still needs to be addressed.

Most of Yellowstone's archives, library, and museum collections are housed in the basement of the Albright Visitor Center in Mammoth Hot Springs, which lacks adequate space, security, fire protection, and climate controls. The facility fails to meet the standards of the NPS or National Archives and Records Administration, as befits an affiliate of the National Archives

The library and archives are staffed by a full-time archivist, two part-time librarians who together work up to 30 hours a week, and occasional seasonal employees and volunteers. A full-time curator is responsible for both the museum and photo archives. There are no full-time technicians to handle the workload associated with maintaining the collection and making it accessible to visiting researchers.

The number of new museum catalog records added to the Automated National Catalog System (ANCS+), measures this goal.

Ib2E- YELL *Ethnographic Resources Baseline* - By September 30, 2005, the number of Yellowstone National Park ethnographic resources inventoried, evaluated, and entered on the National Park Service Ethnographic Resources Inventory (ERI) is increased from zero in FY1999 to 130.

Ethnographic resources are tangible or intangible aspects of a cultural system, past or present, that have been identified as significant to a recognized ethnic group. They include both natural resources, such as wildlife and plants, and cultural resources, such as obsidian and other minerals, which have traditional uses.

As mandated by the American Indian Religious Freedom Act of 1978, the Native American Indian Graves Protection and Repatriation Act, and NPS policy, the park is required to manage all of Yellowstone's resources in a manner that expresses knowledge of and respect for American Indians. However, park employees lack sufficient knowledge about the traditional uses of the park and their meaning to contemporary groups to ensure the protection of culturally significant places, objects, and resources. An independent consultant was hired to interview members of affiliated American Indian groups and conduct the research necessary to identify ethnographic resources and areas requiring further study. This work was completed in March 1998, with a final report expected during FY2000. Funds are not available to document the location, condition, and significance of sites, natural features, events, and objects that have subsistence or religious value to American Indian groups associated with the park. Once information is gathered, plans to monitor and protect these sites can be developed.

The goal will be measured by the number of ethnographic resources inventoried and entered on the Ethnographic Resources Inventory with complete Level 1 data.

Ib2F-YELL *Historical Research Baseline* - By September 30, 2005, Yellowstone National Park's Historic Resource Studies (HRS) and Administrative History are not completed to professional standards, current (approved since 1980), and entered in CRBIB.

Yellowstone National Park has completed one Historic Resource Study: "The History of the Construction of the Road System in Yellowstone National Park, 1872-1966." The park has two other HRSs in process: The History of Concessions is complete except for printing; and the History of Administration (this is not the same as an Administrative History) is in peer review.

Funds are not available to print the documents once they are completed. There are many other themes for which HRS should be completed, including administrative history, architecture, New Deal programs, Mission 66, all of which will not be undertaken because of lack of funding and staff.

Ib3-YELL *Vital Signs* - By September 30, 2005, Yellowstone National Park has identified its vital signs for natural resource monitoring.

Vital signs indicate key ecological processes that collectively show ecosystem health. They include keystone species, keystone habitats, or key processes such as nutrient cycling or hydrologic regimes.

Identifying vital signs of Yellowstone ecosystems and the well being of other resources of special concern allows tracking the status and trends of Yellowstone natural resources. On this basis Yellowstone can define "healthy" conditions of park resources, identify recommended treatments, and propose remedial and mitigating actions.

Goal Category II: Provide for The Public Use and Enjoyment and Visitor Experience of Yellowstone National Park

Category II Goals reflect the NPS Organic Act "To provide for the enjoyment of the [Resources] in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." In 1999, over 287 million visitors enjoyed the National Parks.

All Yellowstone National Park goals for visitor satisfaction and understanding are included here.

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

Every visitor should enjoy Yellowstone National Park and its resources. Such enjoyment and safety are affected by the quality of park programs, facilities, and services, whether provided by the NPS, a concessioner, or a contractor. Availability of park facilities, services, and recreational opportunities refers to locations and scheduling that meet the visitors' needs. These also play an important role in the overall satisfaction of visitors.

Diversity of facilities and services refers to a range of appropriate accommodations and recreational opportunities (at various prices and levels of expertise and interest) for park visitors. The following long-term goals relate directly to the visitors' park experience and represent Yellowstone National Park's effort to provide for the enjoyment of the park resources.

Yellowstone National Park Long-term Goals Addressing Mission Goal IIa

Long-term goals:

IIa0-YELL-01 *Visitor Satisfaction with Visitor Centers, Restrooms, Campgrounds and/or Picnic Areas, Exhibits, and Walkways, Trails, and Roads* - By September 30, 2005, 80 percent of Yellowstone National Park visitors are satisfied with appropriate combined park facilities.

The nine major visitor contact facilities, which range in age from 30 to nearly 100 years old, are shabby and too small to even provide adequate restrooms for the more than two million people who pass through them each year. The tiny lobby at Old Faithful has no space for exhibits and is often so jammed with visitors that most give up before receiving the information they want.

Many of the park's wastewater treatment plants are failing. Yellowstone operates water and/or wastewater systems in 23 different areas. Day-to-day operations are occurring, but preventive and cyclic maintenance is minimal to nonexistent due to lack of funding. Some systems have fairly new treatment facilities but may be served by old, failing collection systems. Other treatment and collection systems are totally outdated or overloaded to the point where failure has occurred or is imminent. Park employees completed an assessment of all the park's water and sewage systems and have submitted requests for funding from various sources. The assessment evaluates the danger of future sewage spills or other failures. If the risks cannot be mitigated, the park may have to shut down one or more systems, inevitably forcing the closures of campgrounds, hotels, and stores that depend on them. Obviously such closures will significantly affect visitor satisfaction ratings. Although wastewater treatment plants are a top priority, the park has a wide variety of other deficiencies such as roads, trails, buildings, and other utility needs. Any number of these will significantly affect visitor satisfaction ratings.

In the past decade, several park road segments have been rebuilt or repaved, but much is left to repair; visitor complaints about road conditions remain high. (The visitor satisfaction rating in FY1999 related to walkways, trails, and roads was only 54 percent.)

Park facilities are defined as human-made structures or improved sites designed and accessible for visitor use.

IIa0-YELL-02 ***Visitor Satisfaction with Assistance from Park Employees, Ranger Programs, Park Map or Brochure, and Commercial Services in the Park*** **- By September 30, 2005, 85 percent of Yellowstone National Park visitors are satisfied with appropriate combined visitor services.**

From late May through early October, visitors can receive basic information about the park's features, regulations, and activities and obtain permits for fishing, boating, and backcountry camping at the five major visitor centers (Mammoth, Canyon Village, Fishing Bridge, Grant Village, and Old Faithful), at four ranger stations (Lake, Bridge Bay, Tower Junction, and the South Entrance), and at three smaller contact stations (Norris Geyser Basin, Madison Junction, and West Thumb). Insufficient staff and space at information desks make it impossible to serve more than a few visitors at a time, causing long lines to form and frustration to flare as people wait 20 minutes or more for assistance.

During 1998, in addition to the 189,900 visitors who participated in guided walks, talks, and programs, an estimated 271,530 were contacted informally on boardwalks, at overlooks, and at wildlife viewing areas. However, declining budgets have resulted in an increasing focus on those activities that serve the greatest number of people--staffing visitor centers and the most popular attractions, such as the canyon rims and geyser basins, during peak periods of visitor use.

Yellowstone has four primary contracts with concessioners for food and lodging, merchandise sales, service stations, and medical care. More than 100 other businesses have permits to offer activities such as outfitted backcountry trips, guided fishing expeditions, guided snowmobile and snowcoach tours, guided photo safaris, cross-country ski trips, and research expeditions with paying participants. All operators pay an annual permit fee to the park. The services these businesses provide and the rates they charge are subject to evaluation to ensure that visitors receive quality services with minimal effect on park resources and other visitors. A typical visitor is likely to have more encounters with concession employees than uniformed NPS staff, and these contacts may significantly influence the traveler’s experience. The park and its commercial service providers will continue their efforts to train staff and keep them informed about issues and happenings that spark visitors’ curiosity.

Visitor services are defined as services and conveniences provided to enable visitor use and enjoyment of park units.

IIa0-YELL-03 *Visitor Satisfaction with Learning About Nature, History, or Culture, Sightseeing, and Outdoor Recreation* - By September 30, 2005, 95 percent of Yellowstone National Park visitors are satisfied with appropriate combined recreational opportunities.

For visitors surveyed in the summer of 1989, the most common activities while in the park included viewing wildlife (93 percent) and thermal features (85 percent), photography (83 percent) and walking for pleasure (75 percent), going to a visitor center or museum (73 percent), and shopping (67 percent). They also picnicked (41 percent), went to an interpretive program (15 percent), and took a backcountry hike (9 percent). Of these visitors, 48 percent spent one day or less in the park; about 30 percent spent more than two days; 21 percent spent at least one night in a developed campground and less than 1 percent used a backcountry campsite.

Recreational opportunities are defined as recreational activities offered to visitors or made possible by visiting Yellowstone National Park.

IIa1-YELL *Visitor Satisfaction* - By September 30, 2005, 95 percent of Yellowstone National Park visitors are satisfied with appropriate park facilities, services, and recreational opportunities.

This goal improves visitor satisfaction. While many factors affect visitor use and enjoyment, this goal focuses on the facilities, services, and recreational opportunities that Yellowstone National Park provides for the visitor's use, comfort, and enjoyment. Baseline and performance information will be derived from the Servicewide Visitor Services Project annual surveys. The term "satisfied" will be defined as those facilities, services, and recreational opportunities identified by visitors as "good" and "very good."

Yellowstone's total annual recreational visitation in FY2000 is expected to remain above three million. Seventy percent of the park's visitors come during the three months of summer. During the peak season (early July through mid-August), facilities such as campgrounds, lodging, visitor centers, restaurants, service stations, and shops are used at or beyond their capacity.

Much of the recent increase in park visitation has come during the non-peak season—fall, winter, and spring—which has grown 43 percent since 1976. With the increasing popularity of snowmobiling, winter visitation (December through March) doubled during this period. For example, the average daily visitation each day in February is 1,500 to 1,800 visitors.

Frequent visitor activities include viewing wildlife and thermal features, photography, walking for pleasure, going to a visitor center or museum, and shopping. Visitors also picnic, attend interpretive programs, take backcountry hikes, and fish. All park employees and volunteers contribute to visitor satisfaction either through direct visitor contact and services (park rangers, fee collectors, maintenance workers, and campground hosts) or behind the scenes (biologists, craftspeople, utility systems operators, radio dispatchers, supervisors, and administrative support staff).

Almost 3000 people from around the globe visit Yellowstone National Park each day during July and almost 2000 daily in February. Visitors enjoy wildlife viewing and thermal features, fishing, hiking, going to a visitor center or museum, and photographing America's first national park.

Baseline and performance information to measure visitor satisfaction is derived from the Visitor Services Project (VSP). The first such survey for Yellowstone was conducted during July 1998. The survey for 1999 was conducted in July; of the 400 survey cards passed out during the month, the park received only 65 responses. For consistent evaluation, visitors rating the quality of the facilities, services, and recreational opportunities as "good" and "very good" will be defined as "satisfied." The survey is also used to report on the more specific park goals IIa-YELL-01, IIa-YELL-02, and IIa-YELL-03.

IIa2-YELL *Visitor Safety* - By September 30, 2005, the number of Yellowstone National Park visitor accidents/incidents is no higher than the FY1992-FY1996 five-year annual average of 353.

The protection of human life in Yellowstone National Park takes precedence over all other management actions. Park staff share responsibility for protecting visitors from harm while they are in the park. The safety and protection of visitors will be achieved through:

- enforcement of applicable laws and park regulations,
- reduction of hazards and maintenance of trails, campgrounds, and other facilities used by visitors,
- visitor education about how they can help protect the park and themselves, and
- providing search, rescue, and emergency medical assistance when needed.

During the summer, Yellowstone has a maximum nighttime population of 25,000 and an average daytime population of 40,000. Our present rescue and suppression capabilities fall short of providing adequate protection for this number of visitors and employees. Without increases in budget and professional staff, the park cannot provide a reasonable level of life safety for those in occupied buildings, nor can we adequately protect our structures.

Traffic patterns, combined with natural distractions and deteriorating road conditions, makes for hazardous traveling for the unwary driver. It is anticipated that continued gas tax revenues will provide badly needed monies to rebuild roads. Protecting Yellowstone visitors and staff on park roads is one of the park's greatest challenges, based on these and other circumstances.

A park sanitarian and the concessioners' risk management staff will monitor buildings and services for compliance with health and safety standards. Emergency medical services will be provided by medical doctors, nurses, and highly trained rangers, as appropriate.

Park radio systems are being upgraded; cell phones provide new access for ranger stations previously isolated from park headquarters and other stations. Special alarm systems protect museums, fee-collection stations, and utility systems have special safety requirements.

Staff will opportunistically manage and interpret human/wildlife interactions, addressing site-specific human safety and property damage concerns as well as wildlife displacement or behavioral changes. Interpreters and resource specialists will provide programs and printed information on wildlife and their behavior. Management of bear/human conflicts, including human foods and other attractants and associated bear transplants and removals, has declined significantly, resulting in less risk to humans and bears. Millions of people enjoy seeing wild bison and learning about their important role in the Yellowstone ecosystem, but their strength and speed surprise some incautious visitors who are injured when they approach too closely.

Continued enhanced outreach programs, new safety messages, and targeted law enforcement should significantly reduce visitor injuries and visitor accidents over the next five years.

The baseline number for measuring this goal is the visitor accident/incidents per 100,000 visitor days for the five years FY1992 through FY1996. Due to changes in statistical accounting procedures, the FY1992 number was removed from the baseline calculation and the FY1993 number was used twice to provide for a more consistent, realistic number.

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

Visitor understanding reflects quality experiences, from enjoying the park and its resources to understanding why the park exists and recognizing the significance of its resources. Showing the value of Yellowstone National Park to today's visitors helps ensure that parks and their resources will be available for the enjoyment of future generations.

Support for Yellowstone National Park also comes through its recognition by international designations such as World Heritage Site and Biosphere Reserve. Yellowstone National Park's formal educational programs provide better understanding and appreciation of Yellowstone and its resources.

Yellowstone National Park Long-term Goals Addressing Mission Goal IIb

Long-term goals:

IIb0-YELL-01 *Educational Programs* - By September 30, 2005, 95 percent of students participating in park formal educational programs understand Yellowstone's cultural and natural heritage as preserved by Yellowstone National Park and its programs.

Curriculum-based programs link park themes to national standards and state curriculums and involve educators in planning and development. They can help students of all ages better understand the importance of parks--what they tell and show of the park's heritage. The programs usually include pre-visit and post-visit materials, address different learning styles, include an evaluation mechanism, and provide learning experiences linked directly to clear objectives.

Park staff go to schools to present educational programs, develop park-related curricula for teachers, and organize special events such as Earth Day activities. Under a 1999 pilot program targeted at West Yellowstone, high school students had the opportunity to assist with the Junior Ranger Program while receiving on-the-job training. Over time, this program to strengthen the ties between the park and its neighbors may be extended to other gateway communities.

The Yellowstone Association's Field Institute will provide in-depth learning experiences about park resources and issues through one- to five-day courses, which will generally be held at the historic Buffalo Ranch facility in the Lamar Valley. *Expedition: Yellowstone!* is an environmental education program for fourth-, fifth-, and sixth-grade students and their teachers for the purpose of learning about park resources and environmental issues. It is a multi-day program conducted during the spring and autumn.

The goal will be measured by asking classroom teachers to rate their perception of student understanding. The information will be integrated into a comprehensive evaluation process looking at other results as well. A combination of teacher and parent surveys can be very accurate reflections of student understanding.

IIb1-YELLV*isitor Understanding* - By September 30, 2005, 95 percent of Yellowstone National Park visitors understand the significance of the park.

Educating visitors about Yellowstone's diverse natural and cultural features is an essential part of providing for visitors' enjoyment "in such manner and by such means as will leave them unimpaired for the enjoyment of future generations." Although all the NPS, Yellowstone Association, and concession employees who interact with visitors contribute to this learning process, Yellowstone's interpretive staff bears the primary responsibility for enhancing visitor experiences through education.

The interpreters' mission is to increase public understanding and appreciation of park values and resources by telling compelling stories and explaining issues in a variety of ways. Interpretation will be done on-site through personal contacts and through a variety of indoor and outdoor exhibits, publications, and audiovisual media.

About 13,000 children between the ages of 5 and 12 will learn about park resources and safety precautions by reading a specially designed newspaper, *Yellowstone's Nature.* Successful completion of a series of activities, reviewed by an uniformed park ranger, results in the child being awarded his or her "Junior Ranger" patch—accompanied by a ceremonial announcement in a park visitor center.

Baseline and performance information to measure visitor understanding is derived from the Visitor Services Project (VSP). The first such survey for Yellowstone was conducted in July 1998; the survey for 1999 was conducted in July.

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

Working with its partners, the National Park Service manages many preservation and recreation programs. These programs protect resources such as properties listed on the National Register of Historic Places, Wild and Scenic Rivers, National Trails, National Historic Landmarks, National Natural Landmarks, and Heritage and Recreation Areas.

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

This Mission Goal is an affirmation of NPS partnership responsibilities in preserving irreplaceable historic and natural resources. NPS and its formal governmental partners assist in the preservation of publicly and privately owned historic, archeological, and natural resources. NPS and partners address this goal through programs that designate (or inventory and evaluate) properties and programs that provide regulatory or financial assistance/incentives. Through technical assistance, training, and educational materials, NPS provides tools that on either a short-term or a long-term basis enhance the ability of others to preserve these irreplaceable resources.

While some of the long-term goals include National Park system properties as part of the outcome, with the exception of Goal IIIaX, parks generally do not report on these servicewide goals.

Yellowstone National Park Long-term Goal Addressing Mission Goal IIIa

Long-term goal:

IIIaX-YELL *Park Partnerships* - By September 30, 2005, the number of projects satisfactorily completed by Greater Yellowstone partners under formal agreements that assist partners in protecting their resources or serving their visitors is increased from one in FY1999 to six.

The Greater Yellowstone Area is comprised of two national parks, a parkway, parts of six national forests, two national wildlife refuges, and other federal, state, and private lands. Because most of the area lies within the public domain and includes some of the nation's most treasured natural resources, land-managing agencies have historically coordinated their planning and management. Those past efforts now offer insight into building

more successful programs. The issues that drew various forest and park mangers together thirty years ago are, for the most part, the same issues that exist today, but are more pressing and more demanding than ever. Realizing issues in the Greater Yellowstone Area required holistic approaches and, responding to congressional hearings, the managers formalized the Greater Yellowstone Coordinating Committee (GYCC) in 1986. The GYCC acknowledges the differences in mission between the National Park Service and Forest Service, but strives to define common issues requiring concerted action.

While there are many productive examples of coordinated operations between the forests and parks, it is essential to expand coordination to adjacent communities, county and state agencies, and other federal agencies who have responsibilities for lands in the Greater Yellowstone Area. The position of Executive Coordinator for the GYCC serves as the primary liaison for the GYCC Board Members and the adjacent communities, county and state agencies, and other federal agencies who have responsibilities for lands in the Greater Yellowstone Area. This goal measures partners' success by the number of projects under formal agreements completed outside of Yellowstone National Park. For projects completed inside the park, refer to Goal IVbX-YELL.

Goal Category IV: Ensure Organizational Effectiveness of Yellowstone National Park

To be a successful organization, the National Park Service must be effective and efficient by managing its financial and human resources and by garnering additional resources. The NPS must have systems and programs that support its employees, volunteers, and partners. It must find ways to increase its financial and human resources. Category IV Goals support the NPS Mission by improving its organizational effectiveness. These goals measure workplace standards, such as diversity and competency levels, as well as program execution efficiencies, such as the accuracy of construction cost estimates.

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

To become more responsive, efficient, and accountable, the National Park Service and Yellowstone National Park will integrate its planning, management, accounting, reporting, and other information systems to provide better communication among the park units, central offices, and program centers.

The NPS and Yellowstone National Park will improve its environmental leadership, workforce diversity, employee safety, employee housing, and employee performance standards.

Yellowstone National Park Long-term Goals Addressing Mission Goal IVa

Long-term goals:

IVa3A-YELL *Workforce Development and Performance* - By September 30, 2005, 100 percent of Yellowstone National Park permanent and TERM employee performance agreements are linked to appropriate strategic and annual performance goals and position competencies.

This goal directly connects individual performance to organizational outcomes by linking performance agreements with annual performance goals. Performance agreements and standards are tied to the essential competencies required for individual employees to meet the goals effectively and efficiently.

IVa4A-YELL *Workforce Diversity-Permanent Women and Minorities* - By September 30, 2005, the number of Yellowstone National Park permanent positions in targeted occupational series filled by employees from underrepresented groups is increased from 125 at end of FY1999 to 131.

For Goals IVa4A, IVa4B, IVa4C, and IVa4D, Yellowstone National Park will recruit, hire, develop, promote, and retain a qualified, highly-skilled, and dedicated workforce that reflects rich diversity of our national parks and nation. Such diversity ensures that employees in all occupations and grade levels are valued and provides the opportunity for everyone to work at their full potential, whether they are permanent, temporary/seasonal, or disabled employees.

IVa4B-YELL *Workforce Diversity-Temporary/Seasonal Women and Minorities* - By September 30, 2005, the total number of Yellowstone National Park temporary/seasonal positions annually filled by women and minorities is increased from 179 in FY1999 to 188.

IVa4C-YELL *Workforce Diversity-Permanent Employees with Disabilities* - By September 30, 2005, the number of Yellowstone National Park permanent positions filled by employees with disabilities is increased from six in FY1999 to seven.

IVa4D-YELL *Workforce Diversity-Temporary/Seasonal Employees with Disabilities* - By September 30, 2005, the total number of Yellowstone National Park temporary/seasonal positions annually filled by employees with disabilities is increased from three in FY1999 to four.

IVa5-YELL *Employee Housing* - By September 30, 2005, the number of Yellowstone National Park employee housing units listed in poor or fair condition is reduced from 343 in FY1997 to 177.

Continued increases in park visitation and staff create a higher demand for park housing, which is limited, often poorly maintained, and energy inefficient; the cyclic maintenance backlog far exceeds the park's available budget and staff. Having employees reside in the park better protects park resources and visitors.

As a result of a congressionally mandated review of servicewide housing policies, construction of new employee quarters is on hold pending an independent contractor's assessment of housing needs and alternative means of providing for them. The conundrum is that in order to improve the standard of visitor facilities and services that Yellowstone offers the public, the park will need more staff, which increases the demand for available housing, both inside and outside park boundaries.

This goal will be measured by counting the number of employee housing units classified in poor or fair condition that have been replaced or upgraded.

IVa6A-YELL *Employee Safety - Lost-time Injuries* - By September 30, 2005, the number of Yellowstone National Park employee-lost-time injuries is reduced from the FY1992-FY1996 five-year annual average of 19 to 14.

A formal partnership established with the Occupational Health and Safety Administration was signed on May 17, 1998. It established a proactive program that instills a sense of safety in the workplace culture of the park, facilitates the formal documented safety programs, and improves the delivery of training to park personnel.

The Superintendent's vision for Yellowstone National Park is for the park and its personnel to be recognized as the model for safety excellence throughout the National Park Service. To do that, we will demonstrate strong safety leadership and management performance. The vision is nothing less than an incident- and injury-free environment in our workplace, our homes, and this park.

To achieve this goal, we must manage safety like we manage other key aspects of our operations – by giving it the highest priority and using good management techniques. In addition, every manager, supervisor, employee, cooperator, and visitor must be committed to working and visiting in a safe manner and to identify potential hazards so they can be corrected before an accident occurs.

This goal has two performance indicators with each having its own goal identification code (IVa6A and IVa6B). Dollars and FTE will not be kept separate for each indicator. The goals will be measured for lost-time injury rates (which measure the rate of injuries resulting in employee lost time due to on-the-job injuries/illnesses) and Continuation of Pay hours (which measure the hours of Continuation of Pay for injuries suffered on-the-job).

IVa6B-YELL *Employee Safety - Continuation of Pay* - By September 30, 2005, the Yellowstone National Park total number of hours of Continuation of Pay (COP) is reduced from the FY1992-FY1996 five-year annual average of 1,379 to 1,213.

IVa7-YELL *Line-Item Construction* - By September 30, 2005, 100 percent of Yellowstone National Park line-item projects funded by September 30, 1998, and each successive fiscal year, meet 90 percent of cost, schedule, and construction parameters.

The NPS line-item construction program covers historic preservation, rehabilitation, and new construction projects approved by Congress. This goal measures the percent of line-item construction projects that are completed within allocated funds, project schedule, and specific project parameters based on project agreements or comparable documents and measures the degree of achievement on stated project goals. Congress approved a Line-Item Construction Project for Yellowstone National Park to "Replace Failing Wastewater Facilities, Old Faithful" for FY2000.

The proposed 5-Year Line-Item Construction Program for Yellowstone National Park includes: Restore/Rehabilitate Park Headquarters Bldg. 36, FY2001; Build Collection Storage and Visitor Use Facility, FY2001; Replace Norris Water and Waste Water Facilities, FY2001; Replace Madison Waste Water Facilities, FY2002; Restoration of Old House at Old Faithful Inn, FY2003; Mammoth Hot Springs Hotel, FY2004; and Build Emergency Services Building at Tower, FY2005.

<u>Mission Goal IVb:</u> The National Park Service at Yellowstone National Park increases its managerial capabilities through initiatives and support from other agencies, organizations, and individuals.

The National Park Service and Yellowstone National Park will pursue maximum public benefit through contracts, cooperative agreements, contributions, and other alternative approaches to support park operations and partnership programs. Partners include non-government organizations such as Friends Groups, foundations, cooperating associations, and concessioners, as well as federal, state, and local government organizations.

<u>Yellowstone National Park Long-term Goals Addressing Mission Goal IVb</u>

<u>Long-term goals:</u>

IVbX-YELL *Park Partnerships* - By September 30, 2005, the number of projects successfully completed by Greater Yellowstone partners under formal agreements that protect the resources and serve the visitors of Yellowstone National Park is increased from one in FY1999 to ten.

The Greater Yellowstone Area is comprised of two national parks, a parkway, parts of six national forests, two national wildlife refuges, and other federal, state, and private lands. Because most of the area lies within the public domain and includes some of the nation's most treasured natural resources, land-managing agencies have historically coordinated their planning and management. Those past efforts now offer insight into building more successful programs. The issues that drew various forest and park mangers together thirty years ago are, for the most part, the same issues that exist today, but are more pressing and more demanding than ever. Realizing issues in the Greater Yellowstone Area required holistic approaches and, responding to congressional hearings, the managers formalized the Greater Yellowstone Coordinating Committee (GYCC) in 1986. The GYCC acknowledges the differences in mission between the National Park Service and Forest Service, but strives to define common issues requiring concerted action.

While there are many productive examples of coordinated operations between the forests and parks, it is essential to expand coordination to adjacent communities, county and state agencies, and other federal agencies who have responsibilities for lands in the Greater Yellowstone Area. The position of Executive Coordinator for

the GYCC serves as the primary liaison for the GYCC Board Members and the adjacent communities, county and state agencies, and other federal agencies who have responsibilities for lands in the Greater Yellowstone Area. This goal measures partners' success by the number of projects under formal agreements, completed inside of Yellowstone National Park. For projects completed outside the park, refer to Goal IIIaX-YELL.

IVb1-YELL *Volunteer Hours* - By September 30, 2005, the number of Yellowstone National Park volunteer hours is increased from 43,243 hours in FY1997 to 85,000 hours.

Yellowstone's VIP Program continues to diminish with regard to the number of volunteers utilized each year, even though the number of hours increased in FY1999. For the past three years, fewer than 400 individuals volunteered their services.

More than 2,000 applicants were turned away, primarily because of lack of housing and staff to direct projects. Campground hosts that have their own travel trailer, dependents of employees, and individuals in surrounding communities receive priority placement because they do not require housing. The bulk of volunteer applicants are for summer months when government housing is needed for summer seasonal employees.

The goal is measured by using data from the VIP Report.

IVb2A-YELL *Cash Donations and Grants* - By September 30, 2005, cash donations to Yellowstone National Park increase from $77,868 in FY1998 to $300,000.

Yellowstone is grateful for the tangible support received from many individuals, from the small out-of-pocket contribution added to a donation box to the six-figure check offered by a generous benefactor. The amount of cash donations will not increase significantly due to the use of the Yellowstone Foundation and the use of reimbursable accounts instead of donations.

This goal only measures and reports on actual cash donations, which are tracked and reported through the finance system.

IVb2B-YELL *Cash Value of In-kind Donations from Friends Groups* - By September 30, 2005, the cash value of in-kind donations, grants, and services to Yellowstone National Park by the Yellowstone Foundation and other organizations is increased from $208,843 in FY1997 to $1,932,000.

The primary partner contributing to this goal is the flourishing relationship with the Yellowstone Foundation. The Foundation is a non-profit organization dedicated exclusively to raising money for projects and programs that protect, preserve, and enhance Yellowstone National Park. Their goal is to alleviate the environmental and financial pressures that Yellowstone faces by raising money for projects that are beyond the financial capacity of the National Park Service.

Yellowstone has many partners (corporations or other for-profit organizations) that contribute in-kind donations directly to the park or expend funds on the park's behalf. Some examples include boardwalk materials from Lever Brothers and sewer pipe from Pacific States Cast Iron. Other corporations or for-profit organizations contribute to the Yellowstone Foundation, which in turn passes the in-kind donation to the park.

This goal is measured by tracking the value of in-kind donations from non-profit organizations (other than cooperating associations), and for-profit organizations and corporations.

IVb2C-YELL *Cash Value of In-kind Donations from the Yellowstone Association* - By September 30, 2005, the cash value of in-kind donations, grants and services to Yellowstone National Park from the Yellowstone Association is increased from $490,648 in FY1997 to $539,713.

As the Park's primary partner in providing education to park visitors, the Yellowstone Association operates educational sales areas in park visitor centers, providing an educational outreach program to its 10,000 members, while offering a wide range of high-quality classes to over 1,000 participants a year through the Yellowstone Association Institute. Additionally, the Association provides cash and in-kind donations to Yellowstone National Park supporting numerous educational and scientific programs and projects.

Over the next five years, the Yellowstone Association will continue to provide financial support for educational and scientific programs and projects in Yellowstone National Park, while it also addresses many of its own infrastructure needs. For instance, the Yellowstone Association will complete a new film for the Old Faithful Visitor Center focusing on the park's geothermal features. This is the first of many collaborative efforts between the Division of Interpretation and the Association including implementing Yellowstone's Long-Range Interpretive Plan. In addition, the Association will be expanding its membership program and significantly upgrading many of its educational sales areas, as well as developing additional educational opportunities for park visitors. The Association's internal needs for employee housing and adequate office, warehouse, and educational facilities space go hand in hand with providing increased donations.

This goal is measured by tracking the value of in-kind donations from the park's cooperating association.

HOW GOALS WILL BE ACCOMPLISHED

Yellowstone National Park's long-term goals will be accomplished in five annual increments detailed each year in an Annual Performance Plan. The Annual Performance Plan will contain annual goal increments of the long-term goals. It will also refer to the park's business plan detail sheets, which lay out the activities and products, along with their personnel and fiscal costs that will be carried out to achieve the park's goals.

Human and fiscal resources available to achieve the park's goals and carry out its mission include an annual base operating budget of approximately $24.6 million (in FY2000 dollars), a permanent work force of 382 permanent and TERM positions, and 400-500 seasonal positions. This work force will be supplemented by approximately 55,000 hours of service from Volunteers-in-Parks, 22 Student Conservation Assistants (8 assistants are funded by SCA at $17,600), 30 Youth Conservation Corps employees (program is funded by the Loyal Order of Moose at a cost of $135,000), and 250–300 authorized research projects.

The park's annual base operating budget (ONPS) of approximately $24,6 million generally nets out at $23,7 million after assessments and GYCC pass-through. Assessments generally include a one percent contingency fund for the Intermountain Regional Office of $246,500 (FY2000 dollars), employee uniform costs of approximately $200,000, employee assistance costs of $7,000, aviation surcharge of $6,000, and about $140,000 for non-fee demo parks' cost of collection. The assessments are included as part of the indirect costs in the Performance Management Data System and Annual Performance Plans.

The ONPS budget is supplemented each year by approximately $300,000 of donated funds, equipment, or in-kind services, $1.2 million in income from park housing, $5 million in fee demo funds from park entrance fees, $54,000 for Expedition Yellowstone, $650,000 from park fishing permits, $30,000 from filming permits, $25,000 from advanced backcountry reservation permits, and $120,000 from other special use permits. Each year we anticipate receiving approximately $1.8 million in repair and rehabilitation funds, $560,000 cyclic maintenance funds, $101,000 in cultural resources funds, $175,000 NRPP, and $5,500 for GIS. The ONPS budget is primarily used to support day-to-day park operations and maintain the park's goals. All other funding sources will be used to attain or improve performance targets.

Additional specific assistance in achieving the park's goals will be provided by the National Park Service's Intermountain Support Offices in Denver and Santa Fe, the Western Archeological and Conservation Center, the Harper's Ferry Center, and the Denver Service Center. The Cooperative Park Study Units at the University of Wyoming, Montana State University, and other study units will provide additional vital assistance through

cooperative agreement services. Other assistance includes agreements with the Montana Bureau of Mines and Geology and the U.S. Geological Survey to describe the geohydrology of Soda Butte Creek and with the World Foundation for Environment and Development for assisting the park in writing and implementing park CRADAs.

The Yellowstone Association, the park's nonprofit cooperating association, will continue to provide interpretive and educational materials to the public through the operation of seven sales outlets predominately in visitor centers throughout the park.

The Yellowstone Park Foundation, the park's nonprofit "friends group," has committed to raise an additional $8,925,000 toward the $18,000,000 Old Faithful Visitor Education Center. This is the single largest funding initiative in the Foundation's history

The park is managed by a Superintendent (Mike Finley) and an Assistant Superintendent (Marv Jensen). The staff is organized into seven operating divisions: Concessions, Interpretation, Visitor Protection, Maintenance, Administration, Planning, and the Yellowstone Center for Resources (YCR). Permanent and TERM staff expertise and specialties include (approximately) 3 public affairs specialists, 2 safety services personnel, 8 concessions specialists, 20 park interpretive rangers, 57 park rangers, 14 fire protection specialists and technicians, 5 engineers, 7 landscape architects, 16 utility systems operators, numerous journeyman craftspeople, numerous equipment operators, numerous automotive mechanics, other maintenance and support personnel, 5 planners, various technicians and specialists, and administrative support services. YCR permanent staff expertise and specialists include (approximately) 23 biologists and resource managers, 6 technicians, 1 archivist, 1 museum curator, and various support personnel.

We anticipate hiring 453 seasonal (temporary) employees each year including, 58 park rangers in interpretation and 71 in visitor protection, 40 fee collectors, 6 forestry technicians, 50 maintenance workers, 50 motor vehicle operators, 95 laborers, 15 equipment operators, 20 biological technicians and aids, and 48 other seasonal trade and support personnel. This recurring staff will be supplemented and/or supported using special project funds, contracts, and/or the assistance or expertise of various NPS and other organizations, as available.

Yellowstone National Park contains 2.2 million acres of land area situated in the northwestern corner of Wyoming and includes lands in Montana and Idaho. In 1999 more than three million people visited the park. Visitors enter the park through one of five entrances. During the winter season, the only park entrance open year-round to wheeled vehicles is the North Entrance. The interior of the park is accessible by snowcoach or snowmobile, and lodges at Mammoth Hot Springs and Old Faithful are open during the winter. With visitation increasing in the shoulder seasons (September to December and March to June) and winter season (December to March) during the past decades, Yellowstone National Park has become a year-round park.

Several communities in the park serve visitors, protect park resources, and accommodate staff. It is approximately 15 to 50 miles between park communities. The larger developed areas include Mammoth Hot Springs (park headquarters location), Old Faithful, Canyon Village, Lake, and Grant Village. Smaller areas include Bechler, Norris Junction, Lamar, Tower/Roosevelt, East Entrance, Madison Junction, Northeast Entrance, South Entrance, and West Entrance. Visitors can obtain basic information about the park’s features, regulations, and activities and can secure permits for fishing, boating, and backcountry camping at five visitor centers (located at Mammoth, Canyon Village, Fishing Bridge, Grant Village, and Old Faithful), at four ranger stations (located at Lake, Bridge Bay, Tower Junction, and the South Entrance), and at Norris Geyser Basin, Madison Junction, and West Thumb. During the winter season, only the Mammoth and Old Faithful visitor centers are open. Interpretive staff are also stationed at four warming huts, strategically located to provide oversnow travelers a brief respite from the weather.

There are more than 1,800 permanent buildings in the park that are used by the public and employees. Many of these buildings are operated by AmFac Parks and Resorts and by other concessioners. Hundreds of stone, log, and wood frame buildings, dating from the 1890s to the 1950s, are still in use by Yellowstone National Park, including 222 that provide space for park administration, 97 for employee housing, and 17 for visitor facilities. Five buildings have been designated as National Historic Landmarks: the Old Faithful Inn; the Northeast Entrance Station; and the Norris, Madison, and Fishing Bridge museums. Other buildings are used as

maintenance facilities, storage and warehouses, offices, archives, curatorial storage, laboratories, etc. The park has 439 housing units, including 180 non-shared units, 158 shared units, and 101 trailers. Park employees also use twenty-four trailer pads. These housing units allow park staff the ability to provide onsite protection and management of park resources. Protection of park buildings requires fire-fighting equipment and crews at the separate locations.

Yellowstone National Park has 466 miles of road, including 310 miles of paved primary roads, most open to the public at least six months of the year. An additional 156 miles are secondary paved or gravel roads. About 184 miles of roads are groomed for oversnow use during the winter. Park roads are gradually cleared of snow to allow visitor access between mid-April and late May.

Maintenance workers use heavy equipment for snow removal, road building, and other construction, and light equipment such as lawnmowers, snow blowers, and electronic carts for more localized tasks. The "rolling stock" consists of approximately 750 vehicles or other motorized equipment owned by the park. On a seasonal basis, approximately 40 vehicles leased from the General Services Administration or local car dealerships augment this fleet. Rangers, resource specialists, and trail crews use motorized and non-motorized boats and mules and horses. In winter, the primary mode of transportation for all employees living in the interior of Yellowstone shifts to oversnow vehicles. The park fleet includes 103 snowmobiles. Helicopter support for fire, rescue, and other operations is provided seasonally. More than 225,000 gallons of gasoline and 145,000 gallons of diesel fuel will be purchased annually to keep these vehicles running.

There are 50 miles of front country trails, including 15 miles of boardwalks in the most popular geyser basins that are designed to protect both the visitor and the park's thermal features. The park has at least 950 miles of backcountry trails.

The park has 11 campgrounds and one RV park (4 campgrounds and the RV park are managed by AmFac Parks and Resorts), 52 picnic areas, and 287 designated backcountry campsites. The Mammoth Campground is the only campground open year-round—the others operate from about May 1 until November 1. There are 132 vault toilets in picnic areas, campgrounds, and roadside pullouts that require pumper truck maintenance once a week, depending on the location. Another 185 comfort stations need daily cleaning in public use areas.

Yellowstone contains extensive electrical (aerial and underground) lines and radio, telephone, and alarm systems. Montana Power Company provides electricity to most of the park. The park generates its own power at four locations and provides emergency standby power to smaller areas and to sewage lift stations. There are 170 alarm systems in park buildings, including the communications center, the Albright Visitor Center, water and sewage plants and lift stations, and fee collection stations, as well as in park concession facilities with cash registers. There are 7 radio repeaters, 58 base stations, more than 300 mobile radio units, and approximately 800 hand-held units. The park owns a private branch exchange (PBX) telephone switching system (more than 500 lines) that provides NPS-owned telephone service to the Mammoth, Tower, Norris, and Madison areas of the park. US West maintains the telephone system within the park interior and the Park Service installs and maintains all telecommunications wiring systems located within the interiors of all park-managed buildings. Cellular telephone service is also available, with sites located on Mount Washburn, Bunsen Peak, and at locations near Mammoth, Grant Village, and Old Faithful.

Water treatment systems include underground and aboveground storage tanks. Water is piped through 605,000 feet of buried waterlines for treatment in four chemical coagulation/filtration plants located inside the park. Three hundred million gallons of water are treated each year.

The park's 26 wastewater treatment systems include septic tanks, trickling filters, aerated lagoons, and activated sludge systems that handle 270 million gallons annually through 250,000 feet of buried pipe. The park's 855,000 feet of water and sewer lines are subject to infiltration or exfiltration because pipes—built in the 1930s and 1950s—have not been replaced as needed.

Yellowstone National Park's concessioners contribute significantly to achieving our public service goals as well as rehabilitating and maintaining historic structures. The park has four primary contracts with concessioners for food and lodging, merchandise sales, service stations, and medical care. AmFac Parks and Resorts, the park's

major concessioner, manages 2,188 guest lodging units, restaurants, and hotel gift shops, as well as four campgrounds, an RV park, three horse corrals, a marina, summer bus tours, and winter transportation. Hamilton Stores, Incorporated, owns and manages 14 stores; Yellowstone Park Service Stations operates 7 gas and service stations in the park. There are medical clinics at Mammoth and Old Faithful and a small hospital at Lake.

Check out our WEB PAGE for information about YOUR Park— http://www.nps.gov/yell

Yellowstone National Park's natural and cultural resources, government and concessions buildings, infrastructure, Memorandums of Understanding, and interagency agreements require the park to provide on-site emergency response to protect park resources and property and to ensure the health and safety of visitors and employees. Protection is afforded by providing structural and wildland fire suppression, law enforcement, emergency medical services, emergency utility repair, and emergency road repair and maintenance.

Achieving and/or exceeding the long-term goal performance targets is critically dependent on special project funds, donations, assistance, and partnerships. Yellowstone faces challenges associated with resource preservation, visitation, operations, and budgets. Many of these challenges, addressed at length in this Strategic Plan, could significantly affect the achievement of the goals in the Strategic Plan and in the Annual Performance Plans.

KEY EXTERNAL FACTORS

While park management and staff can plan, manage, and largely control much of what occurs in the park, other things they can only influence, especially things external to park boundaries. Some things, such as natural events, they have no control over whatsoever. In developing Yellowstone National Park's Strategic Plan and its long-term goals, it was important to take into consideration key external factors that could negatively or positively affect goal outcomes. A few of the most important or most likely are identified briefly below. This is by no means an exhaustive list but simply those that are most likely to influence outcomes as viewed at the time of writing the plan.

Bison

Management of bison continues to be a critical protection issue at Yellowstone National Park. In 1990, the National Park Service, the State of Montana, the U.S. Department of Agriculture Forest Service (USFS) and cooperating agency U.S. Department of Agriculture Animal and Plant Health Inspection Service (APHIS) entered into an agreement to develop a long-term management plan and Environmental Impact Statement (EIS) for managing bison. Interim plans and accompanying Environmental Assessments were developed and implemented from 1990 to the 1999-2000 winter while work on the final EIS continued. In 1995, the state of Montana sued the NPS and APHIS regarding bison management and alleged threats to Montana's brucellosis class-free status.

A settlement agreement to the lawsuit resulted in production of an Environmental Assessment on an interim bison management plan that called for construction of capture facilities inside and outside the park, capture and shipment to slaughter of all bison exiting the park boundary at Reese Creek, and capture and serological testing of all bison exiting the west boundary. Bison testing positive from the west boundary, as well as all pregnant females, were to be shipped to slaughter; negative testing, non-pregnant bison were to be allowed to roam freely on designated public lands in the west boundary area. During the severe winter of 1996-97, the interim plan resulted in approximately 1,100 bison being killed and reduced the largest wild, free-ranging bison population by over 30 percent to about 2,000 animals.

In June 1998, federal and state agencies released a draft long-term bison plan/EIS for public review and comment. The draft plan contained nine significant objectives, with particular emphasis on maintaining Yellowstone's wild and free-ranging bison herd and Montana's brucellosis class-free status. To achieve these objectives, the draft plan/EIS presented seven different management alternatives. The comment period ended in November 1998, and over 67,000 comments were received from across the United States and 60 countries around the world.

Based on public comments, continuing dialogue among the joint-lead and cooperating agencies, and additional information from research on the viability of *Brucella abortus* bacteria, the federal agencies (NPS, USFS, APHIS) formulated a modified preferred alternative for the final EIS that achieves the dual objectives of maintaining a wild, free-ranging population of bison and protecting the economic interest and viability of the livestock industry in the state of Montana. The modified preferred alternative satisfies all nine principal objectives established in the draft long-term bison plan/EIS. Further, the modified preferred alternative minimizes the risk of transmission of brucellosis from bison to cattle, works towards the eradication of brucellosis from the bison herd, and decreases the unnecessary killing of bison.

Development and approval of a final long-term plan is expected in mid-2000. However, given the continued strong resistance by the livestock industry to tolerate bison beyond park boundaries, the status of bison still remains in jeopardy. The Greater Yellowstone Interagency Brucellosis Committee, comprised of several state and federal agencies, is continuing to work on various issues regarding brucellosis in wildlife notably bison and elk—and potential threats to the livestock industry in the Greater Yellowstone Area.

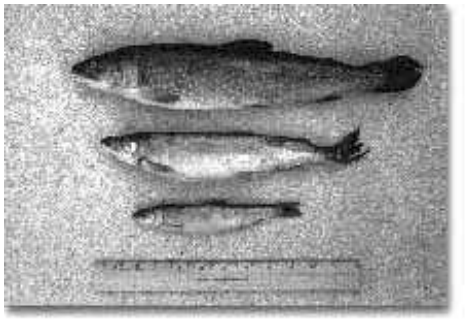
On August 31, 1999, a final agreement was reached on the purchase and easement of approximately 7,800 acres of winter wildlife habitat just north of the park boundary. The area contains critical wildlife migration and winter range habitat for a multitude of species, including bison, elk, mule deer, pronghorn, bighorn sheep; and pronghorn antelope.

The United States Government worked to secure funding to support this acquisition and consequently Congress appropriated money for the purchase. After the expiration of a current grazing lease on the property, some of these critical winter range lands might be available to bison.

Grizzly Bears

Although recent population monitoring clearly indicates an improving trend in numbers of grizzly bears in the Greater Yellowstone Area--from a low of approximately 230 animals in 1975 to a current estimated population of 600--the population remains threatened. Even if the trend of increasing numbers continues over the next few decades, it cannot be assured at this time that the Yellowstone grizzly bears' status is secure. It is possible that the current numbers are at a temporary peak, and the numbers could possibly drop at any time. Grizzly bear habitat within the boundaries of Yellowstone National Park alone is not sufficient to maintain a viable population. It is critical that the Greater Yellowstone Ecosystem remains in good environmental health for the continued viability of the great bear. The Greater Yellowstone Ecosystem is continually being affected by timber harvest, oil and gas development, road building, mining, home building, and other development, plus

hunting and off-road vehicle travel. Increasing numbers of visitors, not only to Yellowstone but the surrounding region, continue to adversely affect grizzly bear habitat.



Three age classes of lake trout captured at various times in Yellowstone Lake in 1994, indicating ongoing reproduction in the introduced lake trout popuilation. U.S. Fish and Wildlife Service photo.

Threats to Cutthroat Trout

Yellowstone native cutthroat trout are threatened by the invasion of non-native lake trout into the waters of Yellowstone Lake. The presence of lake trout was discovered in 1994, and it is believed the non-native fish was illegally introduced 10-30 years ago. The seriousness of this threat was defined in a preliminary 1995 report to the Director of the National Park Service entitled *The Yellowstone Lake Crisis: Confronting a Lake Trout Invasion.* This report confirmed the dire predictions made by earlier observers regarding the continued viability of the Yellowstone Lake cutthroat trout population, perhaps declining to 10-20 percent of present abundance in as few as three decades. A cutthroat trout decline could cause severe disruption in the food supply for the threatened grizzly bear and the bald eagle--with adverse effects on an additional 40 mammalian and avian species that also use cutthroat trout as a food source. Clearly, this illegal introduction has ecosystem-level consequences.

In February 1995, Yellowstone convened a team of fishery scientists and managers from throughout North America to help characterize the threat that lake trout pose to the Yellowstone cutthroat trout and to identify and judge the potential effectiveness of management actions to reduce that threat. The team concluded that there is only a slight chance that lake trout can be eliminated from Yellowstone Lake. They recommended an aggressive resources program be started to monitor the native cutthroat trout, locate areas where lake trout spawn, and remove lake trout through intensive gill-netting; the park initiated a program in 1995. Intensive gill netting and liberal angling regulations have been the primary method for catching lake trout. More than 15,000 of these predatory fish have been removed from the lake since 1995--an especially impressive number when one considers that a single large lake trout is capable of consuming 90 cutthroat trout each year. This coming summer season (FY2000), control efforts will be stepped up even further with the purchase of a second gill-netting boat.

Progress is being made in the initial response to this problem, but it will require a long-term commitment to mitigate the most severe effects. The current model suggests that even though the netting program is effective for very large adults, the lake trout will become even more numerous as juvenile fish mature. Therefore, intensive gill-netting will continue to be a necessary management tool in the future. Early data shows that gill-netting is helping: In the past three to four years, the gill-netting program has increased the mortality rate of large adult lake trout to 85 percent--up from 55 percent in 1998 (natural mortality is around 10 percent). In the next four to five years, and with the use of a second boat, it is anticipated the mortality rate for large adult lake trout can be increased to 80-90 percent. Additionally, removal of large adults through gill-netting reduces the recruitment from adult spawners into the population. With continued intensive management, it is anticipated that the threat of lake trout to the cutthroat population can be mitigated in five to ten years. However, it is unclear what effect whirling disease will have on cutthroat trout.

In the fall of 1998, park biologists found whirling disease in native cutthroat trout taken from Yellowstone Lake near the mouth of Clear Creek, on the east side of the lake. In three separate independent test procedures, 11 out of 41 of the fish sampled tested positive to the disease. Although whirling disease has been widely identified in streams in neighboring areas and is a major concern of regional fisheries managers and anglers, previous routine samplings for the disease in streams and rivers throughout the park were all confirmed as negative.

Further testing in 1999 suggested the disease is spreading to other areas in the lake. Cutthroat trout taken from Bridge Creek (which flows into Yellowstone Lake at Bridge Bay) test positive for the parasite that causes whirling disease. It is unclear what effect whirling disease will have on the native cutthroat trout population in

the lake, which is already affected by the non-native lake trout. Yellowstone fish are not yet visibly crippled by the parasite. The fish that have tested positive are adults that seem to have survived the onset of the disease without serious harm. It could be that predators consume crippled fish, but there have been no declines in the numbers of cutthroats in spawning tributaries of Yellowstone Lake. Possibly some Yellowstone cutthroat are resistant to or tolerant of whirling disease, or the disease is present in Yellowstone at very low levels. Park biologists will continue to gather data to determine an appropriate course of action for this newest discovery.

Geothermal Development

The geothermal features within Yellowstone comprise one of 12 major geothermal areas in the world. Of the 12, only Yellowstone's thermal features and a geothermal area in eastern Russia remain unaltered by development. Within Yellowstone there are more than 10,000 geothermal features. Park visitors from this country and around the world travel to Yellowstone to marvel at these remarkable features. Protecting Yellowstone's geothermal features for their intrinsic values is principal to the primary mission of the National Park Service.

Geothermal features contain heat-resistant organisms called thermophiles that contain "environmentally friendly" enzymes that remain stable under high temperatures and can be used in place of more dangerous chemicals that have been concocted by modern industry. Relatively recent scientific exploration has made huge advances in pharmaceuticals, forensics, and other technologies that provide great benefit to modern society. Importantly, the scientific advances from these organisms have provided park scientists with technologies to address wolf recovery questions and bison/brucellosis disease issues--to name a few. With less than one percent of these thermophiles being scientifically described, protection of this valuable resource is paramount. The threat of geothermal drilling remains a concern, although perhaps slightly reduced by the recent Royal Teton Ranch (RTR) land purchase/exchange (which includes conveyance of subsurface geothermal rights on all RTR lands) and state of Montana legislation that prohibits geothermal drilling.

Water and Wastewater Backlog Failing Infrastructure

The park's aging and inadequately maintained water and wastewater infrastructure has become an increasing burden in both dollars and the risk posed to public health and park resources. While progress has been made in improving the park's energy efficiency and reducing its solid waste flow, its water and sewage systems will require major upgrades in the near future in order to prevent a major calamity. An assessment of the park's water and sewage treatment facilities that was completed in 1999 found many items of "high risk," meaning they could cause serious environmental damage if not corrected. A total of $600 - $700 million dollars is necessary to bring the entire infrastructure up to a maintainable condition.

The park operates water and sewage systems in 23 areas of the park, with many of them in various stages of deterioration. Preventive and cyclic maintenance is minimal to non-existent, and most systems are not repaired until they break or fail. Some systems are totally outdated or overloaded to the point where failure has occurred or is imminent. The park continues to attempt to address the threats posed to water quality due to contamination from leaking wastes and sewage. All of the park's regulated fuel tanks have been replaced with double-walled tanks, and contaminated soils have been removed.

The park has not been as successful in addressing ongoing sewage problems arising from several aging sewage treatment facilities. Many of the systems are worn out and have failed numerous times, posing a great risk to

public health and park resources. Since 1988, the park has experienced an average of one major spill per year; four major incidents occurred in 1998 and four more in 1999.

Lift stations have been replaced at Old Faithful and Lake and will be totally operational by the 2000 summer season. Construction of a new sewage treatment plant is scheduled to begin at Old Faithful in 2000, and design work has started on the Norris water and sewer systems with construction scheduled for 2001. Replacement of the Madison sewage treatment plant has tentatively been scheduled for 2002. Many other smaller treatment facilities need replacement or updating and are being addressed in the park's current five-year maintenance program. If funding and administration policies stay the same, the remaining water quality problems should be addressed in the park's next five-year maintenance program.

Roads

Yellowstone has an integrated, methodical, long-term program to improve the condition of the park's roads. There are 466 miles of road in the park: 310 miles are paved and considered primary roads, with most open to public use at least six months out of the year; another 156 miles are secondary paved or gravel roads. Yellowstone's roads were never designed for the volume, size, and weight of vehicles that travel through the park today. In 1999, over 35 percent of paved roads were in fair to very poor condition, resulting in unsafe driving conditions and resource damage. Deteriorated roads contribute significantly to adverse effects on park visitor experiences and adversely effect resources through erosion and silt due to poor drainage, etc.

A funding commitment of $40-$50 million has been established that will allow a progression of road improvement projects through 2004, with an ongoing program--dependent upon appropriate funding--to upgrade the remaining roads in the park. Construction of the Mammoth-to-Norris road (scheduled to begin in 2008) will vastly improve adverse resource and visitor impacts.

Visitor Use

The ever-increasing visitor pressures on the natural and cultural resources of the park, as well as quality visitor experiences, have been of concern to managers for many years. Yellowstone in conjunction with Grand Teton National Park, the states of Montana, Idaho, and Wyoming, the U.S. Forest Service, and several county governments within the Greater Yellowstone Area are working together to deal with the problem, starting with winter use. Since the completion of the Winter Use Plan in 1990, winter use numbers have increased significantly beyond what the plan projected. In response to this increase, NPS and USFS staff began work on a coordinated interagency report on Winter Visitor Use Management in 1994. The interagency staff produced a final report, *Winter Visitor Use Management; A Multi Agency Assessment (1999)*, which identified a number of concerns and issues regarding winter use in the Greater Yellowstone Area.

In spring 1997, the Fund for Animals and other organizations and individuals filed a lawsuit against the NPS; the litigation was settled in November of 1997. Under the terms of the agreement, the NPS agreed to prepare a new winter use plan and corresponding EIS by September 2000. Draft Winter Use Plans and a Draft Environmental Impact Statement for Yellowstone and Grand Teton National Parks were on public review through December 15, 1999, with more than 23,000 comments received. An analysis of the comments is underway, and a final winter use plan that will address winter visitor use will be completed by October 1, 2000, with a Record of Decision by November 2000. At that point, the park will begin to implement the necessary actions to achieve the management goals contained in the approved Winter Use Plan.

Yellowstone has begun to address summer visitation, primarily through transportation and energy studies. Understanding traffic patterns, vehicle sizes, and possible alternative modes of transportation has been the focus

of two studies. One study looked at alternative modes of transportation on a number of road segments, including park-wide transit options. The other study concentrated on Yellowstone's highest elevation (and lesser used) road segment over Dunraven Pass. The park is working with the Western Transportation Institute at Montana State University to study and implement pilot projects in a rural "intelligent transportation system" program in the Greater Yellowstone Area.

The park is also participating in the Greater Yellowstone-Teton Clean Cities Coalition, which is looking at energy for transportation and buildings in the parks and communities around the parks, to help the area achieve Energy Policy Act and Clean Air Act requirements. The Clean Cities concept is to integrate the energy systems so that fleet managers and the public can have consistent and reliable alternative fuels available throughout the region. As part of the Clean Cities effort, Yellowstone is cooperating with the Idaho National Engineering and Environmental Laboratory to look at integrated solutions to transportation and energy for Gateway Communities and National Parks in the Western United States.

Solutions to the summer visitation issue will not be easily determined and will not be entirely the purview of the National Park Service. Solutions will require extensive cooperation with a variety of private and public organizations throughout the Greater Yellowstone Area. We expect the current implementation planning and pilot projects to be completed over the next two to three years.

Bioprospecting

Applying governance and regulatory measures to all human activities in national parks is a statutory mandate that dates back to the 1872 Yellowstone Organic Act. The relatively new activity (< 30 years) that has come to be known as bioprospecting is one of the few new park uses that, to date, has been unregulated in the parks, and largely unregulated in the United States. Yellowstone National Park is not alone in hosting these high-tech bioprospectors, as at least ten other parks are already faced with this management dilemma and perhaps 50 may be involved in future years. Former Director Roger Kennedy gave Yellowstone the lead in sorting out the scope of the activity and pioneering governance principles. This charge has resulted in a prototype public-corporate benefits-sharing agreement (currently being challenged in federal court) and Yellowstone taking the lead in an NPS servicewide Environmental Impact Statement (EIS) on the subject due to begin in early 2000. Because of the novel and complicated subject matter, plus substantial public and agency misunderstanding, the Service hopes to use the EIS vehicle to educate both the citizens and NPS personnel on bioprospecting options and solutions available to them.

Nuclear Waste Burning in Idaho

The Idaho National Engineering and Environmental Laboratory (INEEL) in Idaho Falls, Idaho, has responsibilities for a wide variety of defense engineering and environmental process design and mitigation programs. INEEL, an agency of the Department of Energy (DOE), has one of the largest stockpiles of transuranic (plutonium-contaminated) waste in the world, much of it since the 1970s. The state of Idaho expressed concern that the waste would contaminate the Snake River Plain Aquifer, a vital watershed; DOE assured the state that the waste would eventually be removed. In 1995, this promise became formalized in a court settlement that required DOE to remove all transuranic waste from Idaho by 2018. Since much of the waste requires treatment to meet Environmental Protection Agency (EPA) standards before it can be safely shipped and stored in a permanent disposal facility, DOE proposed the construction of a waste treatment facility at the INEEL.

The facility would retrieve, sort, characterize, and treat approximately 65,000 cubic meters of transuranic waste, alpha-contaminated low-level mixed waste. DOE prepared an EIS on this project in 1998 and provided opportunity for public review and comment. The EIS for the treatment facility was completed and issued by the DOE in January 1999.

A non-profit organization in Jackson, Wyoming, opposed to the facility filed a lawsuit in federal court to halt construction. The group, "Keep Yellowstone Nuclear Free," is concerned about possible pollutants that could be released into the airshed, adversely affecting air quality of areas downwind from the facility (including

Yellowstone National Park, Grand Teton National Park, and the town of Jackson). They also feel DOE did not provide adequate notification or time during the EIS comment period, and they want that opportunity. On March 27, 2000, the DOE agreed to scrap plans for the nuclear waste incinerator until it explores other options.

The National Park Service evaluated the EIS and commented only that the proposed action would not adversely affect Craters of the Moon National Monument, the nearest Class I NPS unit to the proposed facility. The comments did not address potential affects to Yellowstone or Grand Teton National Parks, since these park units are an additional 70 miles farther away from the site than Craters of the Moon and are downwind. Yellowstone National Park management requested a second review in August 1999, and the results of that review were the same. Yellowstone National Park and Grand Teton National Park are gathering data and studying the issue to determine possible impacts to the parks in the event DOE again proposes the construction of a nuclear waste incinerator.

Wilderness

More than 95 percent of Yellowstone National Park's 2.2 million acres is considered backcountry and managed as wilderness. In compliance with the 1964 Wilderness Act, a study completed for Yellowstone in 1972 recommended that more than two million acres be designated as wilderness. Although Congress has not acted on these recommendations, the land is managed so as not to preclude wilderness designation, in accordance with NPS *Management Policies* (1988) and Yellowstone's *Master Plan* (1973). Yellowstone's backcountry has not been developed, with the exception of a relatively sparse trail system, a network of designated campsites, and 43 patrol cabins and lookouts, most of which are defined historic properties.

Seven designated wilderness areas administered by the U.S. Forest Service adjoin Yellowstone National Park. Approximately 52 percent of the National Forest and National Park lands in the Greater Yellowstone Area, totaling over six million acres, are wilderness or have been recommended to Congress for wilderness designation.

The park's backcountry management goal is to accommodate wilderness use in ways that provide the highest possible value to the visitor with the minimum possible impact on the park's natural features and cultural sites. Presently Yellowstone National Park has 90 trailheads, more than 900 miles of trails, and 302 designated backcountry campsites (with a total capacity for 316 individual parties). More than 45,000 visitor-use nights were recorded in 1999, the majority occurring between June and the end of September.

Partnerships

Yellowstone National Park is involved in several crosscutting initiatives (partnering) with other bureaus in the Department of the Interior and other federal and state agencies to achieve the goals and fulfill the mission of the park. Some of these initiatives are included below.

On May 17, 1998, the park signed a partnership agreement with the Occupational Safety and Health Administration (OSHA); as a result, the number of OSHA-conducted workshops and training sessions increased dramatically. Fall protection training, forestry practices, and an ergonomic overview of park operations were undertaken jointly by OSHA and the park. The June 1999 Ergonomic Survey identified numerous conditions for corrective action.

The park expanded its relationship with the Department of Energy at the Idaho National Engineering and Environmental Laboratory (INEEL) to include training/evaluation of "Systems Engineering," bioprospecting, and safety consultation. Yellowstone and the Environmental Protection Agency continued efforts in the fields of recycling, sustainable energy, less hazardous cleaning materials, and other greening technologies. A member of the Denver, Colorado, Environmental Protection Agency (EPA) staff was detailed to Yellowstone to facilitate this relationship.

Relationships with the Department of Interior and the U.S. Geologic Survey broadened to develop a greater Yellowstone science initiative to address landscape-scale natural resource issues.

The park increased its partnership with the Western Transportation Institute. This group of federal and state agencies and universities have partnered to promote safety and more efficient transportation. Yellowstone Park has received funding to install an automated vehicle identification system that will allow entrance to the park without waiting in line, thereby reducing fuel and air quality concerns. These new gates will be installed at the north and northeast entrances.

Yellowstone National Park is a member of the Greater Yellowstone Coordinating Committee, which consists of the Forest Supervisors from the six adjacent national forests, Superintendents of Yellowstone and Grand Teton National Parks, and the Manager of the National Elk Refuge. The leadership provided by this group led to the establishment of project funding and a permanent staff position to facilitate greater cooperation between the land management agencies in the Greater Yellowstone Area.

Park County, Montana, and Yellowstone National Park completed a redesign of an area adjacent to the North Entrance of the park. This joint effort will provide the public with new picnicking, interpretive, and restroom facilities on county land adjacent to the park. Gallatin County, Montana, and the park received funding for and will begin construction of a composting facility at West Yellowstone, Montana. The facility will reduce the cost of solid waste disposal, extend the life of nearby landfills, provide greater recycling of materials, and provide compost material for landscaping use.

Budget

As the world's first national park, Yellowstone National Park has universal value to mankind. But that value is being threatened by decreasing budgets, increasing visitation, rising operating costs, and a $600-$700 million capital backlog the park faces in infrastructure and resource projects--a backlog that exists due to the cumulative effects of new mandates and chronic under-funding of park operations and maintenance.

Yellowstone receives most of its funding from the annual appropriation of tax dollars that the U.S. Congress allocates to the National Park Service. Although it appears there has been a slight monetary increase each year since 1980 ($9,615,000 in 1980 to $22,421,000 in 1998), Yellowstone's real, inflation-adjusted operating budget has decreased by one percent; during that same time period, visitation has grown by 50 percent. In FY2000 and FY2001 Yellowstone will only receive base budget increases for annual legislated pay increases. Although Yellowstone has submitted 15 budget requests totaling $17 million for base funding needs, the park does not expect to make the FY2002 NPS Budget Request (Greenbook).

Much of the park's budget is allocated to fixed and mandated costs (salaries/benefits, higher utility costs and increased water and sewage testing, employee background investigations, increasing visitation, year-round visitor use) that are beyond the park's control. After meeting those expenses, minimal funding remains to provide for adequate resource protection, visitor services, and park infrastructure. Park managers have been forced to make some very difficult decisions, such as; lapse permanent positions, work seasonal staff for shorter seasons, reduce interpretive programs, postpone cyclic maintenance, not replace unsafe vehicles, and, in one instance, close a campground and two museums for a season. Yellowstone currently estimates that it needs an additional $15-$20 million a year for operations and maintenance. This figure will be verified and updated during the FY2000 business planning process.

A program created by the U.S. Congress in 1996 is helping the park address some of its $700 million infrastructure backlog. The Recreational Fee Demonstration Program now allows the park to retain 80 percent of all fee demonstration revenues collected, as revised in fiscal year FY1998 legislation. During FY1997, the first year of the program, Yellowstone received $2.2 million for use in fee demonstration projects (1996 legislation mandated a FY1994 obligation); in FY1998, $5.4 million was realized. The program will run through FY2001, and funds collected during the project will remain available to the park until 2004.

A recently released report, The State of the Park, gives a candid appraisal of the state of Yellowstone's natural and cultural resources and the ability of the NPS to properly manage and protect them. In the introduction, Superintendent Finley notes that the park is at risk but will only remain so "…if the American public ceases to care, if budgetary needs are not met, or if the many county, state and federal jurisdictions whose decisions affect

Yellowstone National Park do not recognize and act upon our collective interest in safeguarding essential resources beyond the park's boundary - resources without which the park itself will be tragically diminished." Without appropriate funding the Park Service cannot and is not meeting its responsibilities to protect the resources and values for the enjoyment and benefit of present and, certainly, future generations. Nor are visitors being provided quality services.

PROGRAM EVALUATION METHODOLOGY AND SCHEDULE FOR FUTURE EVALUATIONS

The National Park Service began reviewing and revising its 1997 Strategic Plan by holding four workshops beginning in January 1999. The NPS then used meetings of its NPS GPRA Taskforce and Deputy Regional Directors to refine the goals further. The NPS National Leadership Council approved the servicewide goals in September 1999. Once the servicewide goals were approved, field areas were instructed to review their specific strategic plans and revise their plans and goals as necessary.

As Yellowstone's second strategic plan in compliance with the Government Performance and Results Act (GPRA) of 1993, this Strategic Plan reflects the growing understanding of measurable outcomes of the results park staff produce for the American people. However, because GPRA is predicated on "flat budgets" for the next five years, it is distinctly not about discussing budget shortfalls or requesting or justifying additional funding. Without appropriate funding, Yellowstone National Park cannot and is not meeting its responsibilities to protect the resources and values for the enjoyment and benefit of present and, certainly, future generations. Nor are visitors being provided quality services. For many years, Congress has been asking the National Park Service for a comprehensive accounting of exactly what is done with the money appropriated to the parks. Taking their concern to heart, park staff have undertaken an extensive business planning effort that addresses issues and concerns beyond that addressed in this Strategic Plan.

The business plan will both guide the strategic planning (GPRA) process for the park and serve as a medium of communication between park management and the park's many stakeholders.

Park staff first began the business planning process in 1997 by compiling part one of the business plan, a "State of the Park" report. The intent was to mark Yellowstone's 125th anniversary in 1997, but park staff soon realized that the challenge of summing up the state of the park was much larger than they expected. They worked on the document for more than two years and released the "State of the Park" report February 28, 2000. The State of the Park report is intended to be a candid appraisal of the state of Yellowstone's natural and cultural resources and the ability of the National Park Service to properly manage and protect them. The report was written and reviewed by park staff and volunteers. It was discussed with OMB, some members of Congress, DOI officials, and different levels of NPS management. The executive summary and the State of the Park report are also available on the Internet at www.nps.gov/yell/stateofthepark.htm.

Later in FY2000, a companion document (part two), the park's Business Plan for Yellowstone's Future, will present standards for the park's major programs. It will also outline the specific human resources and financial support needed to achieve those standards for program success and the long-term protection and management of Yellowstone National Park. The Strategic Plan, the State of the Park report, and the Business Plan are supported by databases, appendices, and other documentation maintained in the park. One of the most important pieces of this documentation is the set of detail sheets. This set summarizes and describes thoroughly the nature of the business at the park. It gives detailed information about the status of park funding for current activities and programs. Much like the State of the Park document, it presents information about financial need, but includes greater detail of where dollars are spent including such things as personnel needs, training, and transportation.

The detail sheets are the foundation and backbone of the entire business planning process. They provide the substantive data for describing current resource allocation and financial needs by breaking out larger sums of money into more informative program and sub-program areas.

This is done so that constituents, members of Congress, and others can easily understand where funds are used at the park. The set of detail sheets addresses approximately 400 sub-programs and can be reviewed at park headquarters in Mammoth.

All three of the documents and the detail sheets will be reviewed annually and adjustments or revisions made where necessary. The Strategic Plan will certainly be reviewed and revised at least every three years as required by GPRA.

CONSULTATION

GPRA requires that Congress, OMB, and other interested and affected parties be consulted in the development of Strategic Plans. Congress and OMB, as well as the Department of the Interior, were extensively consulted in the development of the NPS servicewide plan. In the development of Yellowstone's local (1977) Strategic Plan, the following individuals and/or organizations were consulted at various stages of development as indicated: Yellowstone employees; staff from Amfac Parks and Resorts, Inc., the Yellowstone Park Foundation, the Yellowstone Association, and the Greater Yellowstone Coordinating Committee; Representative Barbara Cubin, Senator Mike Enzi, and Senator Craig Thomas. Since this Strategic Plan is a revision of the 1977 plan, consultation was not required; however, there was public and congressional consultation on the new and revised servicewide goals at the national level.

STRATEGIC PLAN CONTRIBUTORS

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APPENDIX A

NATIONAL PARK SERVICE
SERVICEWIDE GOALS

GOAL CATEGORY I: PRESERVE PARK RESOURCES

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

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

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

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

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

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

Ia4. Water Quality: 85% of Park units have unimpaired water quality.

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

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

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

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

Ia9: Geological Resources: Ia9A — Paleontological Resources: 20% of known paleontological localities in parks are in good condition; and Ia9B — Cave Floors: 72,500 square feet of cave floors in parks are restored.

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

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

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

Ib2. Cultural Resource Baselines: Ib2A — Archeological sites inventoried and evaluated are increased by 30% (from FY99 baseline of 48,188 sites to 62,644); Ib2B — Cultural landscapes inventoried and evaluated at Level II are increased by 136.4% (from FY99 baseline of 110 to 260); Ib2C — 100% of the historic structures have updated information (24,225 of FY99 baseline of 24,225); Ib2D — Museum objects cataloged are increased by 35.9% (from FY99 baseline 37.3 million to 50.7 million); Ib2E — Ethnographic resources inventory is increased by 634.5% (from FY99 baseline 400 to 2,938); and Ib2F — 31% of parks have historical research that is current and completed to professional standards (117 of 379 parks).

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

significant historical and archeological properties are either inventoried and evaluated, or officially designated by States, Tribes, and Certified Local Governments (4,701,000 to 5,626,000 contributing properties);and IIIa1E — National Natural Landmarks Designated: The number of National Natural Landmarks is increased by 10% (59) from the 1998 level (587 to 646).

IIIa2. Properties Protected: IIIa2A – National Historic Landmark Protection: 90% of National Historic Landmarks (2,184 of 2,427 designated landmarks) are in good condition; IIIa2B – Federal Protection: 1% of federally recognized historical and archeological properties (19,700 of 2,202,000 contributing properties) are protected through NPS administered programs or assistance; IIIa2C — State/Tribal/Local Protection: 3% of significant historical and archeological properties (140,000 of 4,681,000 contributing properties) recognized by States, Tribes, or certified local governments are protected through their administered programs or assistance; and IIIa2D — National Natural Landmarks Protection: The number of damaged or threatened National Natural Landmarks is reduced by 7% based on the level of reduction achieved in 1998.

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

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

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

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

IIIb1. Conservation Assistance: An additional 4,200 miles of trails, an additional 6,600 miles of protected river corridor, and an additional 223,200 acres of park and open space, over the 1997 totals, are conserved with NPS partnership assistance.

IIIb2. Community Satisfaction: 85% of communities served are satisfied with NPS partnership assistance in providing recreation and conservation benefits on lands and waters.

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

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

IIIc1. Recreational Properties: 100% of the 34,602 recreational properties assisted by the Land and Water Conservation Fund, the Urban Park and Recreation Recovery Program, and the Federal Lands to Parks Program are protected and remain available for public recreation.

GOAL CATEGORY IV: ENSURE ORGANIZATIONAL EFFECTIVENESS

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

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

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

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

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

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

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

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

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

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

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

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

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

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

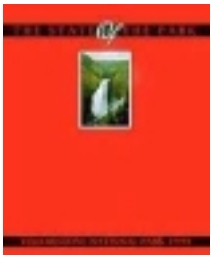
IVb2. Donations and Grants: IVb2A — Cash donations are increased by 3.6% [from $14,476,000 in 1998 to $15,000,000]; IVb2B — Value of donations, grants, and services from Friends Groups and other organizations is increased to $50,000,000; and IVb2C — Value of donations, grants, and services from Cooperating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

lVb3. Concession Returns: Returns from park concession contracts are 10% of gross concessioner revenue.

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

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

REFERENCE PAGE



State of the Park http://www.nps.gov/yell/stateofthepark.htm

Summer Fun http://www.nps.gov/yell/Interpretation/YellSpr.pdf

Information about Yellowstone National Park
http://www.nps.gov/yell/publications/yellfact.htm

National Park Service http://www.nps.gov/

Yellowstone Visitor Centers http://www.nps.gov/yell/planvisit/todo/vc/index.htm

Information http://www.nps.gov/yell/planvisit/access/index.htm

Need a map? http://www.nps.gov/yell/planvisit/orientation/mapslist.htm

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