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# Lewis & Clark State Park Master Plan

Prepared by:

NORTH  
**Dakota**  
Be Legendary.™

| Parks & Recreation



**//** The good for ourselves is precarious and uncertain - until it is secured for all of us and incorporated into common life."

– Jane Addams, *Nobel Peace Prize Recipient*

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## ABBREVIATIONS

ABBREVIATION	PROPER NAME
ABA	Architectural Barriers Act of 1968
ACOE	Army Corps of Engineers
ADA	Americans with Disabilities Act of 1990
ATV/OHV	All-Terrain Vehicle / Off-Highway Vehicle
Co.	County
CVB	Convention & Visitors Bureau
the Department	North Dakota Parks & Recreation Department
ESRI	Environmental Systems Research Institute
FTE(s)	Full-Time Employee(s)
LCSP	Lewis & Clark State Park
MCDA	Multi-Criteria Decision Analysis
MPI	Market Potential Index
MSA	Micropolitan Statistical Area
ND	North Dakota
NDAC	North Dakota Administrative Code
NDCC	North Dakota Century Code
NDPRD	North Dakota Parks & Recreation Department
NDSU	North Dakota State University
NPS	National Park Service
PIO	Public Information Officer
PPS	Project for Public Spaces (a non-profit organization)
PSQI	Public Space Quality Index
RFP	Request for Proposal
RV(s)	Recreation Vehicle(s)
SCORP	Statewide Comprehensive Outdoor Recreation Plan
SOAR (S.O.A.R.)	Strengths, Opportunities, Aspirations & Results
SPI	Spending Potential Index
SWOT (S.W.O.T.)	Strengths, Weaknesses, Opportunities & Threats
U.S.	United States
VAC	Volunteer Advisory Committee
WiFi	Wireless Internet/Telecommunications

## Parks & Recreation Department Approval

The State of North Dakota Century Code, Chapter 55 §08-01 requires that the North Dakota Parks & Recreation Department "shall plan and coordinate government programs encouraging the full development and preservation of existing and future parks, outdoor recreation areas and nature preserves." The policy of the Parks & Recreation Department is to master plan each "destination" park property in order to set their long-term strategic vision and guide their future development, financial, use and programmatic decisions.

As part of the master planning process, the North Dakota Parks & Recreation Department worked in partnership with North Dakota citizens, stakeholders and an interdisciplinary project advisory committee to develop the master plan for Lewis & Clark State Park. After extensive research, community surveys, public outreach and steering committee meetings, the 2020 Lewis & Clark State Park Master Plan has been completed. Approval of this master plan accepts the plan in its entirety, including the process, goals, recommendations and the contents contained within it.

The intended lifespan of the 2020 Lewis & Clark State Park Master Plan is ten (10) years, at which point, a new master plan should be developed. Since future recreation and leisure needs and trends can rapidly change, adaptive modifications to this master plan may occur by incorporating new information as it is made known or available (e.g. new best management practices). Master plans provide strategic guidance based on the information available at the time of the planning process. Such changes may require additional public comment and Director approval prior to being incorporated into the master plan as addenda.

The master plan is hereby approved by:



Andrea Travnicsek, Ph.D.  
*Director*  
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07/29/2021

Date

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## Acknowledgments

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# CHAPTER ONE: Introduction





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## Introduction

This 2020 Lewis & Clark State Park Master Plan (Master Plan) will set the course for the next 10 years of park development, improvements and advancements. This plan represents the public's vision for the park and is a declaration of their priorities and needs. It identifies target areas to focus resources, updates priorities, identifies needed areas for improvement, and assesses both current and future trends. This plan helps to ensure that Lewis & Clark State Park (LCSP) fulfills its vision of **"uniting a diverse region through outdoor experiences, while cultivating a youthful and rejuvenated community."**

To accomplish this Master Plan, the North Dakota State Parks Department (NDPRD) staff and a volunteer advisory committee (VAC):

- Studied current needs and determined the ability of current resources to meet those needs;
- Reviewed anticipated growth areas and demand for future services, programs and needs;
- Analyzed socioeconomic trends and changes in recreation preferences and options; and
- Recommended strategies and tactics that shift the current reality towards the preferred future vision.

This Master Plan was driven by an extensive public engagement process that included meetings with the VAC and outreach to North Dakota citizens and park visitors through two (2) public surveys, focus group interviews, a virtual public open house, and a live questions and answer session. NDPRD conducted the first public survey from September through October 2020 to determine how well the park currently meets public needs and vision. This survey received responses from more than six hundred (600) citizens and visitors. Focus group interviews were concurrently conducted with agencies and

individuals that are closely partnered with NDPRD.

The data from the first survey and the focus groups were used by the planning team to begin developing goals, and, once developed, a second public survey was released to identify how well the goals align with public expectations and priorities. This survey accounted for an additional fifty (50) responses from citizens and visitors. All this input was a key building block of the Master Plan, helping to inform and guide plan recommendations and strategies.

The Master Plan was also informed by site visits and internal analyses to assess infrastructure condition, quality and needed improvements. The analysis compared how well the park met expectations and industry best practices in terms of quality, condition and accessibility. To identify regional and national demographic and park trends, the planning team used U.S. Census data, population forecasts and analyses from the North American Camping Report (2019 & 2020), the Outdoor Participation Report (2019) and other sources. Taken together, this input, professional observation and analyses provides the foundation for the goals and strategies to improve how well Lewis & Clark State Park serves North Dakota citizens and park visitors.

At the establishment of the Garrison Dam Project in 1954, the property known today as Lewis & Clark State Park was selected by the U.S. Army Corps of Engineers for intensive recreational development because it offered excellent lake access, a sheltered bay and suitable topography. The original vision for the property (the 1982 Master Plan) was to provide year-round activities, offering over 150 campsites and facilities for day-use, extended stays, cross country skiing, snowshoeing, snowmobiling and many other winter activities.

Since the original 1982 master plan, the Park has a number of strengths to build upon. Nearly all the initially proposed park improvements have been fully implemented, such as camping facilities, trails and the marina. Although, the implementation was less robust than what was initially envisioned. The planning region and distance that visitors travel

to get to the park have grown substantially to a 360-mile radius from the park. Recreation trends have remained somewhat steady, with water recreation and access continuing to be a priority of park visitors. While Lewis & Clark State Park has fulfilled much of its previous master plan, much has changed in the nearly forty (40) years, including substantial increases in park visitation, campground occupancy, RV ownership, the sizes of recreation equipment and recreation needs and trends.

This 2020 Master Plan couples this contextual information with the survey results and public input to prioritize resource demands at the park. The facilities and infrastructure most favored by the public, among other things, include: improved and increased RV campsites, a visitor center, additional comfort station, full-service cabins, telecommunications, improved roadway geometry, wayfinding, additional water access and inclusive trails. The programs and amenities in demand included: those that increase convenience upon arrival (e.g. prepared meals); create a four-season destination; improve physical, mental and emotional well-being; and emphasize on creating experiences. Cleanliness, maintenance, safety and the consistency and quality of facilities were also recognized as important to a high-quality, safe visitor experience at the park.

The Department also needs to consider various avenues to leverage cost recovery for certain improvements and programs to make budget allocations more efficient. This will require an approach to program delivery that focuses on better communication, community outreach and stronger partnerships.

Improving the operations and maintenance standards of the park and facilities was another key need identified through the planning process. This is not about just increasing staffing, lengthening their hours, or buying more equipment. Rather, it is about identifying the service gaps between the current available resources, public needs and

industry best practices. Staff can use this information to better develop the appropriate service levels for each service line. This supports a shift to a proactive approach that recognizes there are limitations to available resources - both human and fiscal. The goal is to "right-size" and "right-staff" the park.

NDPRD plays an important role in the environmental health of Lewis & Clark State Park. The Department is charged with managing the natural resources of the park that includes open shoreline, relatively undisturbed prairie areas and natural coulees. Many of the plants at the park, especially within the campground area, were planted in the early days of the park and contain several introduced species. As these vegetative species age, their risk increases due to pest and/or structural integrity issues, requiring on-going monitoring, maintenance, removal and replacement. The public identified that while they desire increased levels of development, the Department should continue to prioritize preservation of the natural areas and corridors that provide wildlife habitat and native species.

Overall, this Master Plan provides the vision and strategic direction for the continued growth, innovation and effectiveness of Lewis & Clark State Park. Moving forward with the goals and recommendations in the plan will require further exploration of developmental, functional, organizational, operational and fiscal resource strategies, as well as a need to collaborate and cooperate with other agencies and partners – both public and private. These efforts will help the park continue building its capacity towards achieving the preferred future vision, and the energy created will ultimately put the park in a better position to effectively serve existing and future visitors.



At the establishment of the Garrison Dam Project in 1954, the property known today as Lewis & Clark State Park was selected for intensive recreational development by the U.S. Army Corps of Engineers because it offered good lake access, a sheltered bay and suitable topography. The original vision (1982 Master Plan) for the property was to provide year-round activities, offering over 150 campsites and facilities for day-use, extended stays, cross country skiing, snowshoeing, snowmobiling and many other winter activities.

*Image: "1982 LCSP Master Plan Cover"*





## Master Planning Framework

As part of its 2018-2022 Strategic Plan, the North Dakota Parks and Recreation Department (NDPRD) aligned its planning strategy to that of the U.S. National Park Service (NPS). This planning strategy is called “Portfolio Planning” (Figure 1).

Park master plans, such as this document, are the core, foundation document that establishes the basis for all future planning efforts. Master plans identify the vision, values, needs, trends, strategic opportunities and goals for each park. They help answer critical questions such as: what is the park’s purpose, what makes it significant, and what are the fundamental values?

The planning portfolio extends from the foundational master plan document to specific management plans, which creates a logical, trackable guide for park management actions. Through the portfolio planning concept, park planning needs are met by the totality of planning documents, which includes: the master plan and park-specific business, cultural and natural resources, infrastructure, operations and maintenance and visitor services management plans.

Use of the portfolio structure for delivering planning products introduces greater flexibility for park managers. It supports formal planning efforts for some issues, while acknowledging that existing plans and guidance may be adequate for other issues, and it allows for plans to be completed as resources become available. In the past, these management-level plans would be found in a single guiding document; however, the benefit of portfolio planning is that each management plan, while referencing the other plans, can be updated as standalone documents without the need to revise the entire body of work.

Figure 1: NDPRD Master Planning Framework

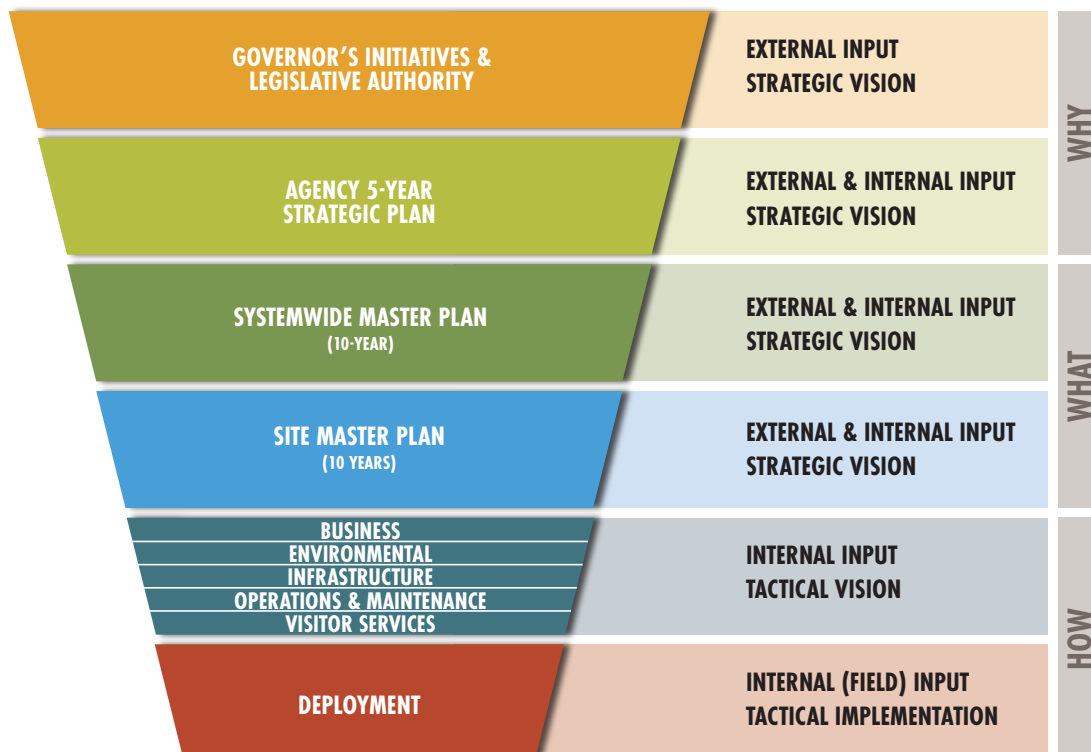
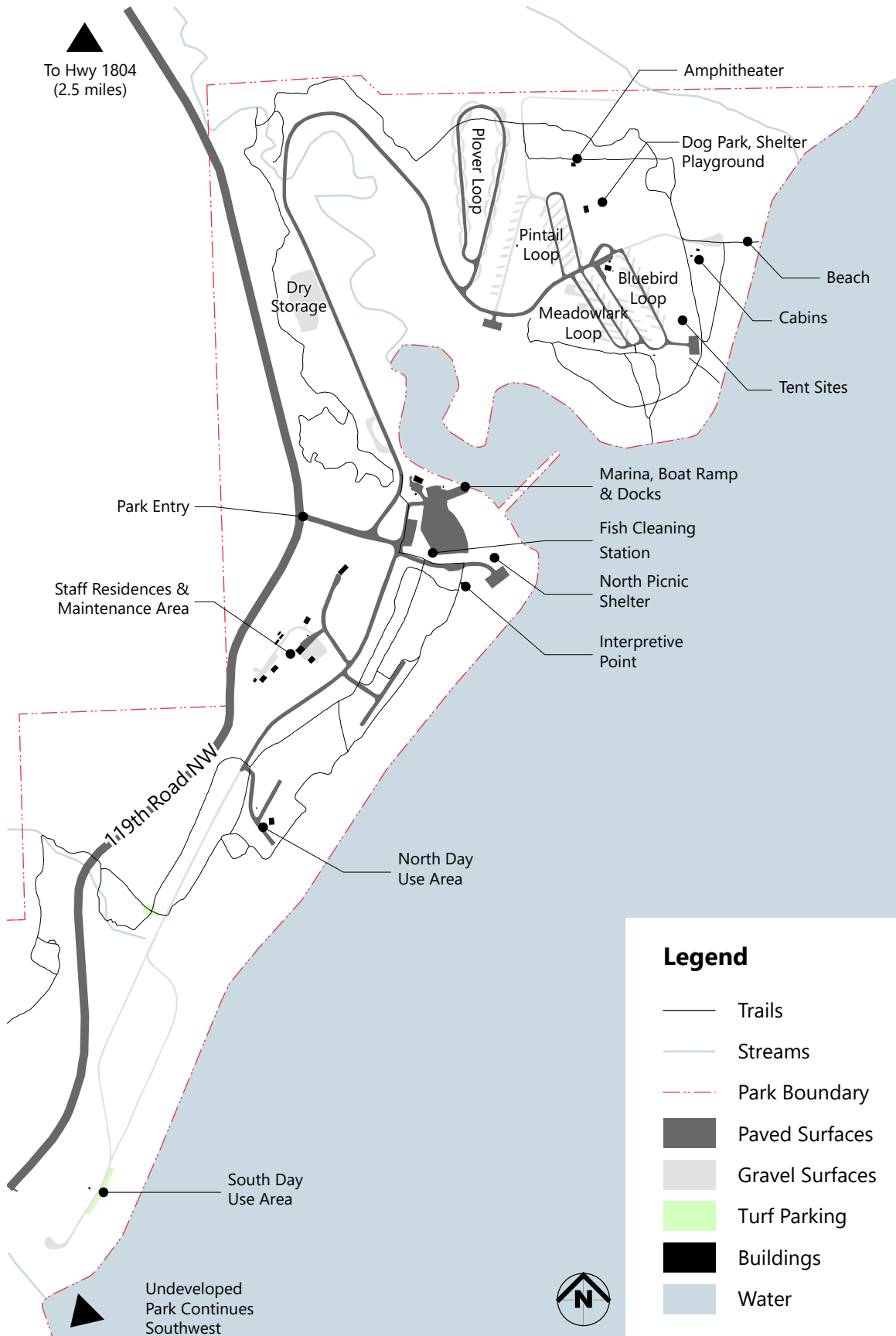


Figure 2: Lewis & Clark State Park Area Map





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## CHAPTER TWO: Vision & Goals



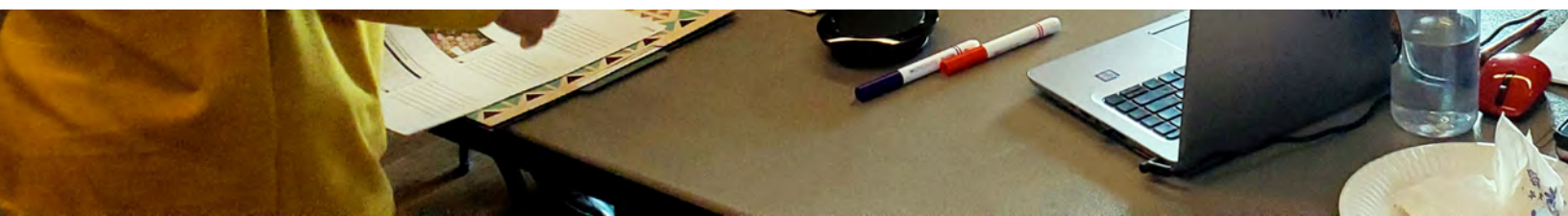
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## Lewis & Clark State Park Vision

Uniting a diverse region through outdoor experiences while cultivating a youthful and rejuvenated community.



## Introduction

There is strong public support to not only increase and enhance the recreational opportunities at Lewis & Clark State Park, but to also be cognizant of the human, fiscal and environmental resources necessary to successfully reach the desired park vision. The goals outlined in this section are the culmination of the findings from the public outreach, research and analyses that identified the regional trends and visitor needs.

These strategic goals are intended to help shift Lewis & Clark State Park towards the preferred future vision by empowering the full capacity of the park, capitalizing on the opportunities identified in the research and analysis process, and setting the foundation for the development of a high quality visitor experience. This section identifies those goals, their guiding principles, action items and priorities.

The following pages identify many objectives to begin implementing. It is important to understand that while all the objectives will help advance the park's vision, they must be implemented within the context of available resources.

## GOAL 1: WATER EXPERIENCES



Diversify experiences that are associated with water access.



### Guiding Principles

With limited other options within the immediate vicinity, Lewis & Clark State Park serves as a primary access point for residents and visitors on the western shoreline of Lake Sakakawea. Water recreation is recognized as having a high participation rate by park visitors for boating and fishing, while the beach was noted as a highly desirable and used amenity. The guiding principles are:

- **Increased Water Access Opportunities:** This involves adding new infrastructure (e.g. boat ramp and dock space) and expanding (or enhancing) existing infrastructure to provide additional capacity and access points to the lake for boating, fishing and paddlesports recreation.
- **Diversification of Water Recreation Experiences:** Providing high-quality, unique experiences and entertainment options (e.g. hydro-bikes) that meet the needs of a diverse population. There is high interest in more, diverse and unique water-based experiences beyond fishing and boating. These experiences not only keep visitors coming back, but also attracts new visitors. A high-quality experience relies on positive visitor interactions (hospitality) and facilities. Staffing is required to support the maintenance and programming

of diverse water-based experiences, while structures and amenities, such as shower facilities or concessions, support and enhance these experiences.

### Objectives

- Install a new gangway system to better respond to lake level fluctuations.
- Improve boat ramp & boat ramp access to accommodate more boat launches.
- Evaluate average high, normal and low lake levels and build facilities to meet each.
- Construct a "sandbox" to improve beach experience by providing quality beach sand and by mitigating negative effects from flooding (artist's rendering below).
- Dredge marina to appropriate depth for boat access and increased boating facilities.
- Designate a buoyed swim area.
- Install piers and boardwalks in day-use area to increase access to the water.
- Prepare feasibility study for the acquisition of new water-recreation rentals, such as hydro-bikes.
- Assess staffing and volunteer needs to support increased water-based activities, including:
  - A water-based law enforcement officer, and
  - Seasonal lifeguards for public health, safety & welfare services.



## GOAL 2: WAYFINDING

Improve visitor orientation through wayfinding.

### Guiding Principles

"Wayfinding refers to information systems that guide people through a physical environment and enhance their understanding and experience of the space" (SEGD, 2020). Effective wayfinding contributes to the overall sense of well-being, safety and security by providing easy-to-understand and intuitive cues to navigate a space. Public outreach, advisory committee workshops and industry best practices helps set the context for understanding this goal.

- **Wayfinding Clarity:** A wayfinding plan is the long-term solution to address visitor orientation using a combination of signage, maps, branding and various digital platforms. Wayfinding plans effectively address orientation from both the motorized and non-motorized perspectives. They also approach orientation with an understanding of both on-site and pre-arrival needs. While on-site wayfinding is straight-forward, "pre-arrival" wayfinding is what helps visitors gain familiarity with the park before leaving their homes, in transit and upon arrival. One such example is providing 3D photography on reservation systems.

Roadway geometry is a function of clear wayfinding. Improvements, including reimagining the function and redesigning the layout of roadways, helps provide visual cues that make navigation more intuitive to motorized and non-motorized traffic. These visual cues, in turn, helps to improve safety by increasing comfort and decreasing confusion.



### Objectives

- Develop a park-specific wayfinding plan that addresses motorized & non-motorized transportation.
- Prioritize funding to hire a consultant to conduct a traffic flow analysis of the park.
- Redesign roadway and parking to help improve navigability and ensure roadways meet best industry standards for roadway geometry.



**GOAL 3: QUALITY**

Provide additional comfort-type accommodations such as cabins, yurts, etc.



Lewis & Clark State Park in the off-season by providing amenities to those who may lack other options or equipment.

- **Convenience:** The reality is that increasingly more visitors' essential items list contains things such as a real mattress, running water or an actual toilet. Comfort camping options allow for easy getaways with little effort and preparation. Comfort options help bridge the gap between camping and the comforts of home.

### Guiding Principles

Across the industry, "camping has emerged from low-cost tourism to a mainstream, versatile recreation experience" (Booker & Joppe, 2013). How people camp and the amenities offered to them have rapidly changed over the past five-to-ten years. Most recently, trends have morphed into campgrounds that offer exciting and unique camping experiences, such as tree houses. These have begun to replace the negative perceptions of camping with homelike accommodations and makes camping more accessible to novice individuals at a relatively low risk (Booker & Jopper, 2013). This goal can be broken down into three (3) categories:

- **Public Need:** Comfort-camping was identified through public outreach as a high need and is supported with visitation statistics at the park. Comfort accommodations provide visitors with unique experiences, and they directly cater to the increasingly more diverse population in the surrounding region by providing an entry-level, low risk option to those with less experience and/or equipment.
- **Year-Round Experience:** The addition of comfort camping opens winter recreation to a new base of patrons who want to enjoy

### Objectives

- Assess staff capacity and capabilities to undertake the operation and maintenance requirements associated with more infrastructure.
- Prioritize funding for full-service cabins that can be open year-round:
  - Convert the existing basketball court area to provide comfort accommodations that capitalize on the views of the lake and marina. Relocate basketball court closer to Friend's Shelter Playground.
  - Install full-service cabins adjacent to the Lewis & Clark cabins.



## GOAL 4: NATURAL RESOURCES

Balance the quantity of natural open space with the quantity of maintained open park space.



### Guiding Principles

There is a juxtaposition between a desire for more development and added experiences with the desire to preserve the natural environment. Visitors and staff are keenly aware of the need to maintain and preserve the natural resources that help create the experience. The manner in which natural resources are managed is where researchers suggest a gap exists between managers' and visitors' values and expectations (Farrell, Hall & White, 2001). The basis of this goal is a shared recognition between managers and visitors that the natural resources should be preserved, and the following guiding principles serve as the framework for moving this goal forward:

- **Understanding Perceptions:** Gaining a greater understanding of the relationships between visitors' values and preservation best practices helps to identify points of convergence and divergence between managers and visitors in management expectations. With this understanding, the Department can better pinpoint the issues that have the greatest effect on camping experience.
- **Education:** What does mitigating only the factors that affect experience mean for natural resource management? The public plays a critical role in shaping management practice. Understanding their expectations and values helps park staff better manage the park and its natural resources. Likewise, "perhaps, with greater knowledge, users might come to see [preservation] as managers do" (Farrell, Hall & White, 2001) and provide an increased interest in preservation and conservation measures.



### Objectives

- Incorporate natural beauty into the park's architecture using sustainable and resilient design practices (when able), such as vegetated rooftops.
- Assess the viability of green infrastructure for all new facilities.
- Survey citizens and park visitors to define what "natural" means and to assess their expectations for natural resource preservation, conservation and restoration.
- Provide a natural resources management program/education to citizens and the public to increase awareness of how the park's resources are managed.
- Expand and increase development offerings in locations that require minimal natural resource disturbances and infrastructural additions.

## GOAL 5: INFRASTRUCTURE



Improve park infrastructure & assets to maximize their effectiveness, improve comfort and condition, meet visitors' needs and support modern offerings and industry best practices.



flexibility of an asset or facility to respond to future needs.

### Objectives

- Develop an asset lifecycle replacement database to complete the Department's understanding of the total cost of park ownership and develop a lifecycle replacement database, implement a replacement schedule with a focus on eliminating deferred maintenance.
- Plan for and identify resources necessary for a new visitor center at the park that consolidates all park operations into one location.
- Invest in low-maintenance construction materials and design for new park improvements.
- Prioritize funding for:
  - Construct new facilities that provide multiuse, flexible spaces (e.g. concessions facility with potential for meeting spaces).
  - Construct a second comfort station to meet visitor needs and industry best practices.
  - Conduct a park infrastructure condition assessment to better understand the life expectancy and conditions of the park's infrastructure.
  - Construct facilities that have a cost-recovery potential.
  - Construct staff residences that meet industry best practices and attracts and retains quality individuals.

### Guiding Principles

Much of Lewis & Clark State Park's infrastructure is aging. The addition of rapidly changing needs and trends provides great opportunity to better respond through improvements to the park's infrastructure. The guiding principles of this goal seek to balance resources and needs with the practicalities of implementation. They also acknowledge that a high-quality, safe visitor experience is correlated to the perceptions of condition, comfort and effectiveness.

- **Invest in existing buildings and support facilities to extend their useful lifespan:** This addresses improvements from a more temporary, cosmetic and relatively low-cost perspective rather than permanent solutions in order to improve more immediate condition, comfort and effectiveness needs.
- **Remove and replace outdated buildings and infrastructure to support modern park offerings and industry best practices:** This recognizes that only so much "fixing" can be done until replacement is required. Removing and/or replacing buildings and infrastructure provides the park an opportunity to respond to the needs of the modern park through the application of best industry practices, as well as critically assessing the function and

## GOAL 6: PARTNERSHIPS

Optimize partnerships to expand non-state fiscal/people resources and programs.



### Guiding Principles

Strong partnerships provide park systems across the country the ability to do much more than what their resources might normally allow. Establishing and optimizing strong Public-Private Partnerships (PPP) with existing (and new) partners is a strong solution to optimize park staff and fiscal resources. These unique relationships have been demonstrated across the country. Many states have successfully relied on partners to assist with food, retail, lodging, recreational activities and other services. The primary guiding principles in addressing this goal are:

- **Programmatic Partnerships:** This recognizes the movement away from the park being the principle provider of programs and services. It ultimately reduces financial obligations of the park, places service delivery in the hands of the organizations with expertise and gives the community an active role in their recreation.
  - **Equity Partnerships:** This partnership type is one where the partner not only has a willingness to be part of the development and operation, but also assists with delivery or implementation and has the ability to help fund capital development.
- Promote win-win partnerships by selling the benefits of partnering, while keeping the park's vision at the forefront of partnership development.
  - Plan for and identify resources required for volunteer/partnership coordination.
  - Review existing programs and services that park partners can support or take over.
  - Identify opportunities for "equity-type" partners for facility development, resource sharing and programs.
    - Develop policies and procedures for joint ventures and/or partnerships.

### Objectives

- Identify partners that can help expand the park's programmatic offerings and rental services and provide professional expertise, personnel and fiscal resources to supplement NDPRD efforts.
- Develop a business plan and formal written agreement for the park that formalizes partnerships by clearly articulating expectations and roles in an effort to promote the effective use of resources.



**GOAL 7: YEAR-ROUND ACTIVITY**

Create a four-season destination by increasing winter program offerings and activities.

**Guiding Principles**

Although some opportunities for recreation exist at Lewis & Clark State Park on a year-round basis, access to recreation in the winter months typically declines. This typical “bell curve” trendline is exhibited in the visitation and campground occupancy statistics. The park’s current recreation focus is generally based around the warmer months of the year when visitation grows with the annual influx of in-state and out-of-state visitors. Extending the recreation season through the winter months not only increases off-season tourism, but also appeals to the region’s full-time residents. During the long, cold and somewhat isolated North Dakota winters, access to recreation could have a positive effect on mental health. The possibilities to create a four-season destination are many and varied, but they are largely dependent upon weather, recreation programming and available infrastructure.

- **Infrastructure:** Infrastructural improvements will be necessary to further support the visitor experience, whether it be providing indoor activities, warming huts or full-service cabins. Providing new and/or enhancing existing facilities to have multiple functions and spatial flexibility affords the park with dynamic spaces that better serve visitors’ needs.

- **Programs & Activities:** The presence of ice and snow makes activities such as ice skating, ice fishing (an existing activity), snowshoeing and skiing possible. Implementing programming, such as snow-based and non-snow-based events, “learn-to” events or rental offering expansion, easily enhance these activities into high-quality visitor experiences.

**Objectives**

- Assess the feasibility of an internship program to better accommodate year-round activities.
- Identify the cost-recovery potential for proposed services, programs and facilities that can help support other service lines.
- Purchase “backyard game” site furnishings, such as concrete bag toss boards, concrete game tables, concrete ping pong tables and more, to provide a variety of passive leisure options at the park.
- Partner with local and regional service providers (those with the expertise, resources and knowledge) to deliver year-round programs and services, such as rental options or guided programs.
- Prioritize funding to construct warming huts along the park’s trail system and new facilities or redevelop existing facilities that can provide year-round spaces and high spatial flexibility.
- Provide indoor-based events and activities.
- Invest in a synthetic ice surface for year-round recreation that does not rely on weather.
- Increase winter events and activities at the park, such as a “polar plunge” event.
- Assess staffing and volunteer requirements necessary to properly operate and maintain the park on a year-round basis with increased activity.



## GOAL 8: MARKETING

Increase direct marketing to the Williston/Williams County residents to increase awareness of the park.



### Guiding Principles

There are two (2) primary factors that drive the need for this goal: 1) northwest North Dakota is increasingly becoming more diverse with an influx of new residents to the region, and 2) both occupancy statistics and visitor priorities indicate room for improvement. These factors are further intensified by an expectation for increased recreation opportunities and an awareness that outdoor recreation is a discretionary use of a visitor's time and money. These factors make it critical for a strong marketing effort to promote the facilities, programs and services that are offered by the park. Increasing marketing and communication efforts are intended to enhance the regional knowledge of Lewis & Clark State Park and its facilities, programs, natural areas and events. The guiding principles of this goal are:

- **Changing Demographics:** There must be a recognition that demographic markets are changing and becoming more diverse. The needs of minority ethnic groups, new residents, youth, seniors and womens populations in the region should be specifically addressed.
- **Communication Channels:** Public outreach indicates that visitors to the park still use traditional media channels (e.g. radio and print); although, the majority (74%) say they rely on digital and social media platforms to learn about the park. Today, visitors to Lewis & Clark State Park feel well-informed about the existing facilities, events, programs and recreation opportunities.

### Objectives

- Biennially survey park visitors to determine overall satisfaction levels, future needs and expectations.
- Conduct biennial focus groups for residents who do not use the park to determine what can be done to attract these individuals.



- Prioritize building partnerships in the local communities to increase awareness of the park.
- Assess the suitability of the park's current brand, identify what the brand should be and coalesce "branding" of programs, promotional materials, signage and other materials to improve brand recognition within the region.
- Develop a comprehensive marketing plan for Lewis & Clark State Park to identify the marketing strategy and serve as a guide for specific marketing efforts.
- Formally evaluate existing and new marketing activities on a regular basis to determine their effectiveness, assess the park's direct marketing efforts and resources and coordinate all marketing efforts with the Department's Public Information Officer (PIO).
- Coordinate with existing park partners and develop new partnerships to help market the park within the region (e.g. they can help find speaking opportunities for park staff).
- When 2020 U.S. Census data becomes available, update the market and socioeconomic analyses.
- Utilize the results from the NDPRD's Visitor Survey to inform marketing strategies.

**GOAL 9: WELL-BEING**

Provide programs focused on physical, mental and emotional well-being.

**Objectives**

- Seek grants that are specific to community health and wellness to fund programs, services and facilities.
- Partner with the county health department (regional health providers) to provide a “park prescription” program.
- Partner with regional health and wellness experts to deliver programs and events.
- Identify opportunities to collaborate with the Department of Health to fund and provide community health and wellness services, programs and/or facilities.
- Coordinate with local law enforcement on human health, safety and welfare issues and concerns.
- Use the regional health impacts assessment report to identify health and wellness opportunities that the park can fulfill.

**Guiding Principles**

Across the country, the healthcare industry and our leaders are recognizing the benefits of natural outdoor spaces and their ability to help individuals fight against physical and mental health issues like depression, stress, anxiety, obesity, diabetes or other serious health concerns (Gies, 2006 & Cohen et al., 2014). This awareness is affirmed through public outreach with over ninety percent (90%) of individuals agreeing that Lewis & Clark State Park is good for their physical and mental health. This goal capitalizes on the need and interest to strengthen programs that foster outdoor recreation as an option to help improve health and quality of life. The following guiding principles help direct this goal:

- **Infrastructure & Programming:** While facilities (e.g. fitness or sensory trails) provide structured locations to recreate, programs (e.g. senior wellness or youth education) provide healthy, life-affirming companionship and fun.
- **Partnerships:** Parks have a significant role in community health and wellness. Community partnerships with local businesses, non-profits, school districts, individual citizens and healthcare professions can help provide and enhance health-promoting activities.

## GOAL 10: CONVENIENCE

Provide additional convenience items and services such as prepared food and drink offerings.



### Guiding Principles

The perception of convenience varies from person-to-person. Convenience is a robust topic that includes everything from food services to easy access or availability. Enhancing either area will directly improve the visitor experience, and it is clear through public outreach that convenience offerings play an important role in visitors' overall satisfaction and expectations of Lewis & Clark State Park.

- Hospitality & Food Service:** The park provides basic hospitality items, such as camping supplies and toiletry items, but results from public outreach revealed a high need and interest in providing prepared food and drink offerings at the park. Many individuals indicated the distance from Lewis & Clark State Park to the nearby City of Williston, coupled with the lack of meal services, is a limiting factor to families or individuals who are interested in visiting or recreating. Many voiced a desire for the ability to pick up and go without having to worry about preparing meals.
- Access & Availability:** Other convenience improvements at the park include improvements to the access to and availability of various amenities. In short, this guiding principle refers to physically locating amenities to the locations where visitors are using or may require them. For example, the distance between the visitor center and the main campground was cited as not being very convenient for people to easily access.



required to provide increased convenience services.

- Assess the feasibility of contracting a concessionaire to operate the park's convenience and concessions services.
- Conduct a feasibility study to determine the specific needs and costs for convenience/concessions services, service delivery methods and expected returns.
- Implement and locate facilities to the locations that visitors need them (e.g. convenience stand in the campground or by the beach).
- Develop formal contracts/agreements with service providers and vendors.

### Objectives

- Develop business rules that sets goals and expectations for the convenience offerings provided at the park.
- Identify whether a secondary facility is



**GOAL 11: INCLUSIVITY**

Promote inclusivity for all through optimizing barrier-free facilities, amenities, programs & activities.



resting points (restrooms/benches) along trails for older individuals or installing platforms at campsites for accessibility.

**Objectives**

- Expand program offerings that accommodate individuals of all ages, abilities and skills.
- Invest in facilities, such as buildings and shelters, that provide room for large family gatherings.
- Designate barrier-free campsites and invest in improvements that assist individuals with mobility or vision impairments.
- Partner with a local organization to shuttle visitors to the park.
- Develop a community coalition with regional recreation service providers to support the development, implementation, evaluation and sustainability of inclusivity initiatives.
- Seek local equity partners to sponsor programs that provide children and/or low-income families to experience the park and outdoor recreation.
- Increase marketing towards social service groups that assist with disadvantaged populations.
- Provide programming during “after work” hours during the week.
- Invest in staff continuing education and training.
- Evaluate options to provide low-income families the ability to recreate at the park.
- Provide benches (or resting locations) along the trail system for senior-aged individuals, those with young children or people with mobility impairments.
- Update park’s website and reservation website to provide multilingual options for visitors.
- Seek best practices that allow staff to efficiently manage the time required for service delivery.

**Guiding Principles**

Although parks are required to comply with requirements found in the Architectural Barriers Act of 1968 (ABA) and Americans with Disabilities Act of 1990 (ADA), there is much more that can be done to foster inclusion. This goal is intended to ensure that everyone has access to the benefits of Lewis & Clark State Park regardless of age, ability, socioeconomic position, comfort level and experience. It represents a paradigm shift that moves beyond accessibility toward inclusivity. Inclusivity means removing barriers, both tangible and intangible, that can prevent individuals the opportunity to enjoy the benefits of the park (NRPA, 2018).

- **Intangible Constraints:** Eliminating theoretical barriers refers to addressing or removing the intangible constructs that may prevent individuals from participating or visiting the park, such as offering alternative language programming/services, providing a “free day” at the park or providing programs during “after work hours.”
- **Physical Constraints:** Addressing physical barriers refers to facility and infrastructural improvements/enhancements that can be made. Examples include providing level and stable walking paths to connect people to amenities throughout the park, installing

## Implementation Priorities

The following pages identify the specific priority objectives to begin implementing. It is important to understand that all the objectives identified in the previous sections help advance the park's vision, but they must be implemented within the context of the current reality and resources. The objectives listed as priorities are a starting point that provide guidance in a sustainable, context-sensitive and achievable manner. Additional objectives may be added in the future as the park grows and circumstances change. While deferred maintenance is a Departmental priority, the following are park-specific implementation priorities as the park grows and resources become available.

Short-Term (0-3 years)	Roles/Responsibility
<ul style="list-style-type: none"> <li>Hire a consultant to develop a park-specific wayfinding plan that addresses motorized and non-motorized transportation.</li> </ul>	NDPRD Planning Division
<ul style="list-style-type: none"> <li>Expand and increase development offerings in locations that require minimal disturbance and infrastructural additions.</li> </ul>	NDPRD Planning Division
<ul style="list-style-type: none"> <li>Develop a business plan and formal written agreement(s) to formalize partnerships by clearly articulating expectations and roles in an effort to promote the effective use of park resources.</li> </ul>	Park Staff & Department
<ul style="list-style-type: none"> <li>Identify and actively pursue "equity-type" partners for facility development, resource sharing and programs.</li> </ul>	Park Staff
<ul style="list-style-type: none"> <li>Prioritize funding to procure consultant services to conduct a park infrastructure condition assessment to better understand the life expectancy and conditions of the park's assets.</li> </ul>	NDPRD Planning Division
<ul style="list-style-type: none"> <li>Develop an asset lifecycle replacement database to complete the Department's understanding of the total cost of park ownership.</li> </ul>	NDPRD Planning Division
<ul style="list-style-type: none"> <li>Using the lifecycle replacement database, implement a replacement schedule with a focus on eliminating deferred maintenance.</li> </ul>	NDPRD Planning Division
<ul style="list-style-type: none"> <li>Seek best practices that allow staff to efficiently manage the time required to deliver services.</li> </ul>	Park Staff & Department
<ul style="list-style-type: none"> <li>Formally evaluate existing and new marketing activities on a regular basis to determine their effectiveness.</li> </ul>	Park Staff & Department

Mid-Term (4-6 years)	Roles/Responsibility
<ul style="list-style-type: none"> <li>Prioritize funding to construct a “sandbox” to improve beach access, contain quality beach sand and mitigate negative effects from flooding.</li> </ul>	NDPRD Planning Division
<ul style="list-style-type: none"> <li>Identify partners that can help expand the park’s interpretive offerings and rental services and offset staff resources.</li> </ul>	Park Staff & Existing Partners
<ul style="list-style-type: none"> <li>Assess staffing &amp; volunteer requirements necessary to operate and maintain the park on a year-round basis with expanding offerings.</li> </ul>	Park Department
<ul style="list-style-type: none"> <li>Use the regional health impact assessment report to identify health and wellness opportunities that the park can fulfill.</li> </ul>	Partners
<ul style="list-style-type: none"> <li>Partner with local organizations to shuttle visitors to the park.</li> </ul>	Park Staff & Partners
<ul style="list-style-type: none"> <li>Develop a community coalition with regional recreation service providers to support the development, implementation, evaluation and sustainability of inclusivity initiatives.</li> </ul>	Partners
<ul style="list-style-type: none"> <li>Seek local equity partners to sponsor programs that provide children and/or low-income families experiences at the park and outdoor recreation.</li> </ul>	Park Staff & Partners
<ul style="list-style-type: none"> <li>Assess the suitability of the park’s current brand, identify what the brand should be and coalesce the “branding” of programs, promotional materials, signage and other materials to improve brand recognition within the region.</li> </ul>	Park Department

Long-Term (7-10 years)	Roles/Responsibility
<ul style="list-style-type: none"> <li>Prioritize funding to redesign roadway and parking to help improve navigability and ensure roadways meet best industry standards for roadway geometry.</li> </ul>	NDPRD Planning Division
<ul style="list-style-type: none"> <li>Incorporate natural beauty into the park's architecture using "green" solutions/sustainable practices, when practical.</li> </ul>	NDPRD Planning Division
<ul style="list-style-type: none"> <li>Assess the viability of green infrastructure for all new facilities.</li> </ul>	NDPRD Planning Division
<ul style="list-style-type: none"> <li>Plan for and identify the resources necessary for a new visitor center at the park that consolidates all park operations into one location.</li> </ul>	NDPRD Planning Division & Park Staff
<ul style="list-style-type: none"> <li>Invest in low-maintenance construction materials and design for all new park improvements.</li> </ul>	NDPRD Planning Division
<ul style="list-style-type: none"> <li>Prioritize funding to construct a second comfort station to meet visitor needs and industry best practices.</li> </ul>	NDPRD Planning Division & Park Staff
<ul style="list-style-type: none"> <li>Expand the long-term seasonal staff or develop an internship program to better accommodate year-round activities.</li> </ul>	Park Department
<ul style="list-style-type: none"> <li>Prioritize funding to construct warming huts along the park's trail system.</li> </ul>	NDPRD Planning Division & Park Staff
<ul style="list-style-type: none"> <li>Prioritize funding to construct new facilities and/or redevelop existing facilities that can provide year-round spaces and high spatial flexibility.</li> </ul>	NDPRD Planning Division & Park Staff
<ul style="list-style-type: none"> <li>Invest in facilities, such as buildings and shelters, that provide space for large family gatherings.</li> </ul>	NDPRD Planning Division & Park Staff

## Capital Improvement Projects for Consideration

This section identifies several capital improvement projects (CIPs) to be considered for implementation at Lewis & Clark State Park. They were identified and selected using feedback received from public engagement and throughout the planning process. While each proposed project could help the park meet its preferred vision, not all the projects may come to fruition. The projects must be implemented within the constraints of available resources. In the future, as needs and trends rapidly change, some of these projects may need to be reconsidered.

Project	Estimate Range	
	Low	High
<b>Tent Area Camping Improvements (Road &amp; Parking)</b>	<b>\$200,000</b>	<b>\$300,000</b>
This project involves the conversion of an existing natural surface access road (approximately 750 linear-feet) to a twenty-two (22) foot wide asphalt-paved road. Each existing tent campsite will be provided with one (1) oversized parking stall (12-ft x 22-ft). The parking stall and road cross-section is anticipated to be a four (4) inch thickness of asphalt pavement over eight (8) inches of granular road base.		
<b>Park Signage &amp; Wayfinding Improvements</b>	<b>\$350,000</b>	<b>\$500,000</b>
Park signage and wayfinding was identified as an area of high importance. This project involves hiring a consultant to develop a park-specific wayfinding plan, constructing a new entry sign (including design services) and costs for materials and installation of park-wide wayfinding, interpretive and regulatory signage.		
<b>Telecommunication Improvements</b>	<b>\$416,000</b>	<b>\$620,000</b>
This project involves providing WIFI coverage / access to all of the campsites within the main campground area. The project is anticipated to involve removing and resetting four (4) existing utility poles, installing three (3) new utility poles, installing seven (7) pole-mounted WiFi access points, installing approximately one (1) mile of new fiber optic cable, installing various other networking components and information technology (IT) costs.		
<b>Park Trail Accessibility &amp; Inclusivity Improvements</b>	<b>\$510,000</b>	<b>\$770,000</b>
The purpose of this project is to increase accessibility and inclusivity on the park's trail system by converting all the park's trails (±5.9-miles) to a stable gravel surface. The trail cross-section of the trail is to be a six (6) foot wide trail with a compacted subgrade, a 3-inch lift of compacted base gravel and a 3-inch lift of crushed gravel with fines (watered and rolled smooth). To provide resting locations for elderly and mobility-impaired individuals, one (1) six (6) foot bench will be provided for every 1,000-linear feet of trail. Benches will be surface-mounted to a 4-inch thick concrete slab (2.5-ft x 6.5-ft). The estimate range includes costs for clearing/grubbing and re-seeding.		

## Capital Improvement Projects for Consideration

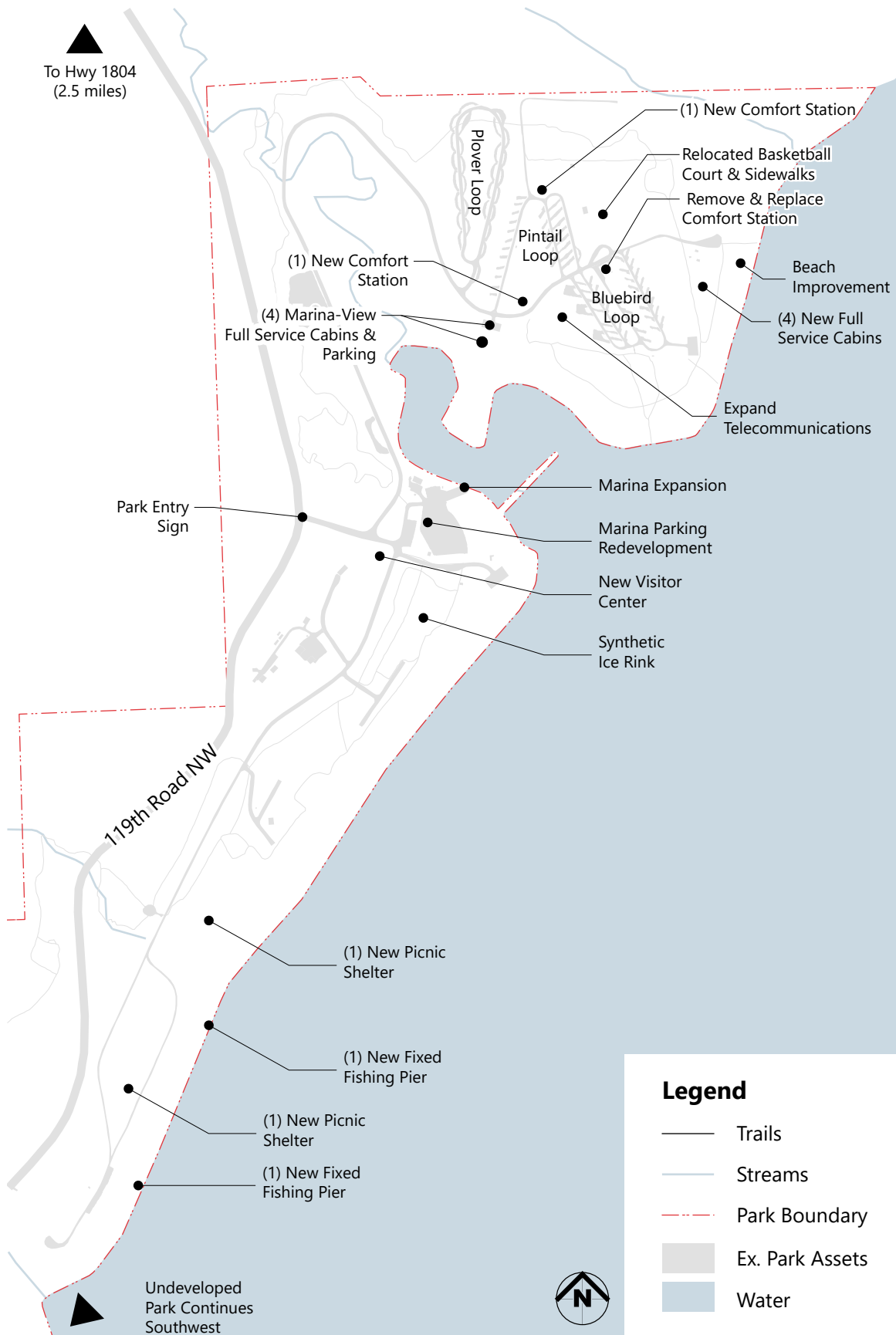
Project	Estimate Range	
	Low	High
<b>Beach Access Improvement</b>	<b>\$600,000</b>	<b>\$900,000</b>
<p>The construction of a beach “sandbox” (200-ft x 50-ft) allows the park to provide a quality beach area while mitigating the negative effects from flooding. The project includes the costs for clearing/grubbing, construction of a retaining wall (±3-ft height), drain rock, geotextile separation fabric, beach sand, two (2) pre-fabricated shade structures, fall protection guardrail (±300-ft), beach/lounge chairs, and grills. The project also includes formalizing the existing parking area by expanding it by approximately 4,200 square feet.</p>		
<b>Day-Use Water Access &amp; Gathering Improvements</b>	<b>\$758,000</b>	<b>\$1,140,000</b>
<p>This project involves constructing two (2) new fixed-anchor fishing piers to improve fishing access. Two (2) new large, pre-fabricated picnic shelters (80-ft x 40-ft) would be constructed to provide additional gathering space in the day-use area. Six (6) inch thick concrete slabs for the shelters and thirty (30) total picnic tables are anticipated for this project.</p>		
<b>Synthetic Ice Rink</b>	<b>\$1,050,000</b>	<b>\$1,580,000</b>
<p>The construction of a 120-ft x 60-ft synthetic ice surface provides a unique year-round experience for all visitors. The project cost range includes the materials, shipping, installation and striping of the synthetic surface, as well as an equivalent-sized concrete (4-inch thick over 6-inch base) slab.</p>		
<b>Marina-View Full Service Cabins &amp; Parking</b>	<b>\$1,330,000</b>	<b>\$2,000,000</b>
<p>This project is to construct four (4) new full-service cabins in the area nearby the existing basketball court. This will involve converting the existing basketball court into a parking area. The project includes removing the existing basketball hoops and improving the existing asphalt surface with an overlay (±150 square yards). Approximately 530-linear feet of six (6) foot wide concrete sidewalk (4-inches concrete pavement over 6-inches of base material) is anticipated to be required to provide access from the parking lot to the new cabins. This estimate range includes the costs for the necessary infrastructure, utilities and fixtures, furnishings and equipment (FF&amp;E).</p>		

## Capital Improvement Projects for Consideration

Project	Estimate Range	
	Low	High
<b>Beach Full Service Cabins &amp; Parking</b>	<b>\$1,430,000</b>	<b>\$2,150,000</b>
Four (4) new full-service cabins are to be constructed just south of the existing Lewis & Clark cabins. Each cabin will be provided with one (1) oversized parking stall (12-ft x 22-ft). Two (2) additional oversized parking stalls will be constructed for the two (2) existing cabins. The project anticipates 150-linear feet of six (6) foot wide concrete sidewalk to provide access from each parking stall to the cabins. The estimate range includes the costs for the necessary infrastructure, utilities and fixtures, furnishings and equipment (FF&E). The conversion of an existing natural surface access road (appx. 750 linear-feet) to a twenty-two (22) foot wide asphalt-paved road (4" surface/ 8" base) is included in the estimate as an add alternate.		
<b>Entrance Roads &amp; Marina Parking Lot Redevelopment</b>	<b>\$2,880,000</b>	<b>\$6,523,000</b>
The current layout of the park's entry sequence and marina parking area is not conducive for intuitive wayfinding or access. This project involves demolition of the existing parking lot, boat ramp maneuvering area ( $\pm 15,000$ square yards) and entry roads and constructing entry roadway, parking lot and maneuvering area ( $\pm 26,000$ square yards) that meets best-industry standards and improves navigation. This includes providing sufficient and properly-sized vehicle/boat trailer parking spaces, a tie-down lane, make-ready lane and a maneuvering spaces.		
<b>New Comfort Stations</b>	<b>\$3,362,000</b>	<b>\$5,040,000</b>
The existing comfort station is nearing the end of its useful lifespan with ever-increasing costs to maintain and operate. This project involves removing and replacing the existing comfort station in its entirety. Additionally, industry best practice is to ensure that no campsite is more than 500-feet away from a comfort station (NPS, 2020). Construction of two (2) additional comfort stations at the park will fulfill this best practice.		
<b>Visitor Center</b>	<b>\$5,280,000</b>	<b>\$7,920,000</b>
This project involves the construction of a new visitor center ( $\pm 10,000$ square feet) to allow the park to respond to public needs, industry best practices, and optimize spatial function and flexibility. The program is four (4) staff offices, staff conference room, break room, storage spaces, public & private restrooms, concessions area with small preparation kitchen, rental/sales (gift shop) space, exhibit space, a flexible event/gathering space for 25-40 people, and covered outdoor gathering area.		
<b>Marina Expansion &amp; Improvement</b>	<b>\$21,540,000</b>	<b>\$32,310,000</b>
To increase water and boat access, this project involves installing thirty (30) new marina slips, upgrading the existing gangways to self-adjusting systems, installing additional sidewalk/stairs to access the new slips and dredging approximately ten (10) acres of marina area. As the existing layout of the marina does not provide for easy navigation for large crafts, this project includes services to re-design the current marina layout.		



Recommended Capital Project Map



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A photograph of a wooden boardwalk with railings leading through a field of tall, dry grass towards a misty background with bare trees. The boardwalk is made of dark wood and has a railing on both sides. The grass is a golden-brown color, and the background is a soft, hazy landscape with some bare trees visible in the distance. The sky is a pale, overcast grey.

## CHAPTER THREE: Needs & Priorities Assessment

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A volunteer advisory committee helps to provide strategic guidance and direction for the master planning process through the lenses of their areas of expertise.

## Aspirations for the Future: Imagining the Ideal Volunteer Advisory Committee

A volunteer advisory committee (VAC) was convened for the purpose of providing strategic guidance and direction for the master planning process through the lenses of their areas of expertise. The committee membership was comprised of park staff and volunteers from the City of Williston and Williams County region. The primary areas of expertise represented on the advisory committee were planning, operations and maintenance, partnerships, special events, parks and recreation, marketing, tourism, and park infrastructure.

Through facilitated planning meetings, the committee convened to help develop the park vision, identify parks and recreation issues and trends, and formulate goals that consider existing conditions, citizen input, industry best practices and standards, and resource availability and needs. The committee participated in seven (7) meetings throughout the duration of the planning process. Each meeting focused on specific topics that included an introduction to the topic and a group discussion, or activity, that helped drive the outcomes that formulated this plan.

- **Meeting #1:** Introduction to Master Planning, Project Logistics, SOAR Activity and Park Visioning.
- **Meeting #2:** Market Profile, Demographics, Visitation, Relevant Document Review, Existing Infrastructure, Infrastructural Condition and Quality Evaluation, and Park Needs Development.
- **Meeting #3:** Business Management, Business Models, Core Lines of Service, Policy & Partnerships, and Total Cost of Ownership
- **Meeting #4:** Visitor Services, Marketing, Lifecycle of Programs, and Operations & Maintenance

- **Meeting #5:** Park Carrying Capacity, Peer Park Review, Public Input Results, and Goal Development
- **Meeting #6:** Goal Refinement, Prioritization, Interference Diagramming, and Master Plan Roll-Out.
- **Meeting #7:** VAC Wrap Up & Final Thoughts

### Appreciative Planning Strategy & SOAR

This planning process was facilitated using a proactive, strengths-based approach called “appreciative planning.” It is an approach used to diminish the effects of humans inherently wired “negativity bias,” or what researchers recognize as the tendency to recall and dwell on negative events easily and more readily. This bias is also the reason why it is so much easier to come up with all the things wrong versus what is working well. In any planning process, dwelling on negative experiences or events creates a vicious cycle of pessimism, overreaction and negative inclination.

The appreciative approach is less of a change in planning methods and processes but is a fundamental shift in the overall perspective taken throughout the entire process. It is a strategy searching for the best in people, organizations and a strengths-filled, opportunity-rich world (Stavros et al., 2015, p.97). Author, Robin Sharma, says it simply as: “what you focus on grows.” The focus was on prioritizing solutions over problems and seeking common ground in decision-making. This approach suits the master planning process particularly well because good plans require a strong vision, partnerships, collaboration and a recognition of the current reality to move forward.

The VAC participated in a facilitated activity using a tool called “SOAR” (Strengths, Opportunities, Aspirations and Results) to begin forming the long-

*“What you focus on grows, what you think about expands, and what you dwell upon determines your destiny.” – Robin Sharma (author)*

term vision for the park. The SOAR Analysis is like the more familiar SWOT (strengths, weaknesses, opportunities, threats) analysis, but it switches focus and attention to what is presently working well and going right. These become a springboard for future success. The Advisory Committee produced several items for each SOAR category (Figure 3). Several of these items were echoed often throughout the feedback received from the public survey and focus group interview sessions.

The advisory committee was challenged to think differently in another visioning activity. That is, switch it to drawing. Drawing to envision the desired future is a simple way to rewire the brain to perceive ideas – differently than by seeing the same thing perceived through speech. The VAC members were asked to discuss the results of the SOAR Analysis and the preferred vision of the park. They then drew what that looked like (see below).

Image: VAC Vision Drawing



Image: VAC Vision Drawing





Figure 3: Advisory Committee SOAR Analysis Results

Strengths	Opportunities
<ul style="list-style-type: none"> <li>• Staffing, Partners &amp; Volunteers</li> <li>• One-Stop Recreation</li> <li>• Open Space</li> <li>• Water Access</li> <li>• Clean</li> <li>• Programs/Activities</li> <li>• Fishing Tournaments</li> <li>• Proximity to Williston</li> <li>• Potential for Expansion</li> <li>• Community Relations</li> </ul>	<ul style="list-style-type: none"> <li>• Marina Expansion</li> <li>• Diversify accommodation types</li> <li>• Technology</li> <li>• Inclusivity</li> <li>• Winter Recreation</li> <li>• Public Awareness</li> <li>• Dog Park Improvement</li> <li>• Dry Storage Capacity Increased</li> <li>• Campsite Improvements</li> <li>• Strengthened Partnerships</li> </ul>
Aspirations	Results
<ul style="list-style-type: none"> <li>• Blend Technology &amp; Modern Design</li> <li>• Regional Destination</li> <li>• Corporate Retreat Destination</li> <li>• Family-Friendly</li> <li>• Telecommunications</li> <li>• Winter Recreation</li> <li>• Partnerships that “flow” well</li> <li>• Fully-staffed</li> </ul>	<ul style="list-style-type: none"> <li>• Appropriate Staffing</li> <li>• Customer Feedback &amp; Support</li> <li>• Visitation Quantity</li> <li>• Expanded Programs</li> <li>• On-the-Ground Improvements</li> <li>• Increased Partnerships/Volunteers</li> <li>• Expanded Market Footprint</li> <li>• Returning/Repeat Customers</li> </ul>

Collectively, the advisory committee came up with a unified preferred future vision for Lewis & Clark State Park, which is **“Uniting a diverse region through outdoor experiences while cultivating a youthful and rejuvenated community.”** This vision statement is used to guide decisions and recommendations within the master plan.

### Focus Group Sessions

Focus groups are groups of deliberately selected individuals who participate in a facilitated discussion to obtain perceptions about a topic or area of interest. Participants are selected based on a set of predetermined criteria. For this master plan, the Department selected a diverse group of individuals representing general park visitors, community stakeholders and agency partners.

Four (4) focus group sessions were held in early November 2020. Each group was asked the same questions about Lewis & Clark State Park. Their answers were recorded and analyzed to develop a key theme report. This report is a document that collates recurring perceptions or observations across the focus groups. The key themes are discussed in the following paragraphs.

#### Park Proximity

Participants most often cited proximity to the park as one of the primary reasons for visiting the park. The park is considered a place of respite to enjoy outdoor experiences that satisfy a sense of curiosity and increases a level of social connectedness. Participants who have not been to the park indicated that outdoor experiences were not a priority of their leisure time. Others heard of the park’s campsite availability and were unsure if they were willing to travel to the park without the assurance of getting a campsite.

### Convenience

Individuals noted that they are interested in convenience upon their arrival at the park. The need for access to prepared meals and service items, along with extended service hours, may indicate that their decision to get to the park to maximize their leisure time was the trade-off to preparing for the experience by packing food or other supplies.

### Cleanliness & Safety

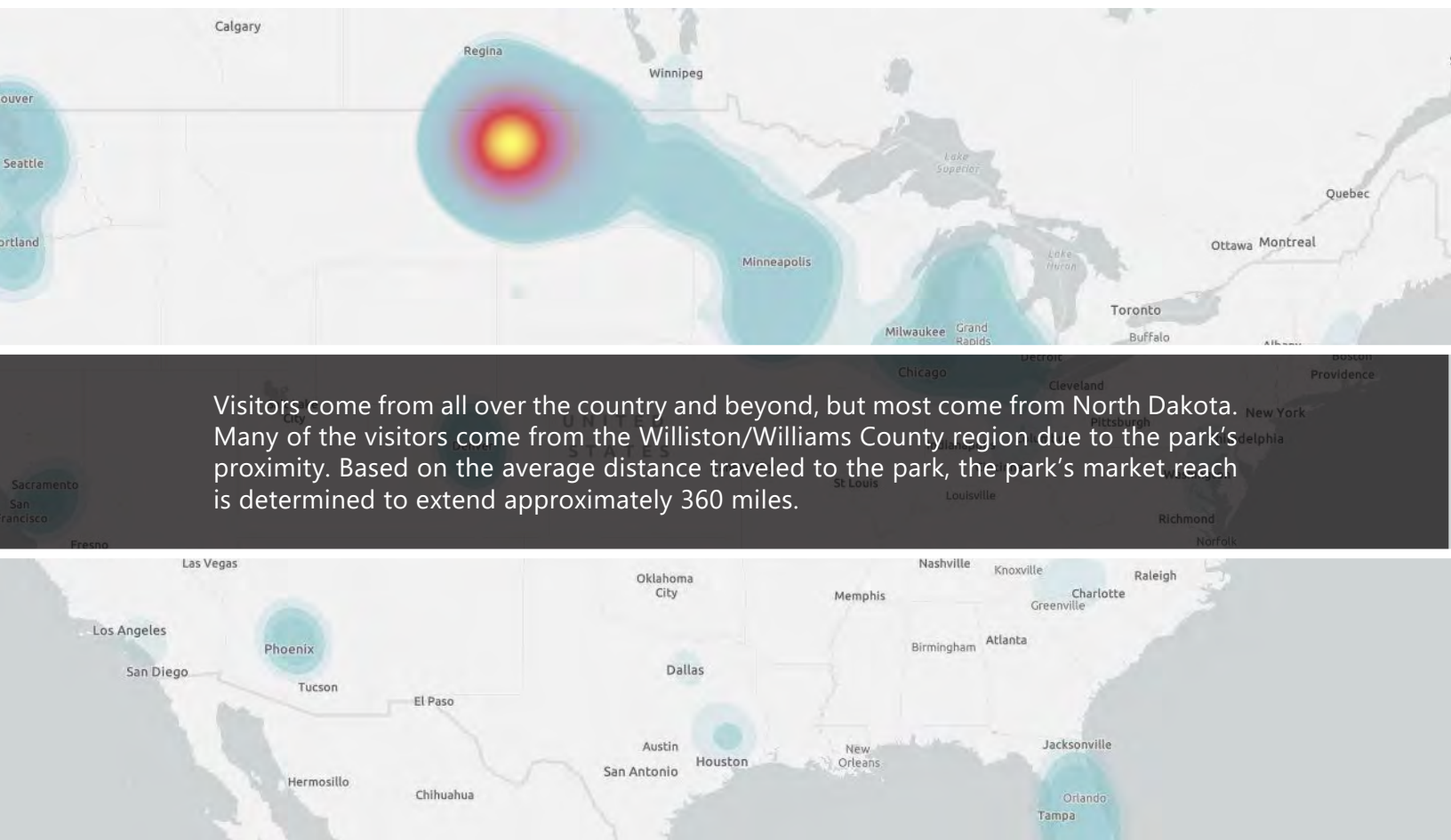
Cleanliness and safety were cited as core expectations to the visitor experience. Safety can be viewed from two viewpoints: 1) personal safety and protection from others, theft and weather, and 2) safety in terms of clean facilities that are in good repair. Cleanliness is not only a measure of the level of sanitation, but is also measured by visitors by the “kept” appearance of the landscape.

### Connectedness & Diversity

Once participants are at the park, they are seeking connectedness to their families supported by a diversity of entertainment (program) experiences. Programs may include scheduled presentations, self-guided activities or ancillary activities, such as sport courts. Water access and trails were indicated as key destinations within the park.

### Resource Availability

Maintenance, viewed from the visitor’s perspective, mostly involves vertical architectural infrastructure. What most visitors do not see is the level of maintenance involved in grounds or underground utilities that usually comprises the most work. Respondents were mindful that there is a need to balance offerings with available resources, while leveraging fiscal and partnership opportunities. Advice included producing a strong vision and being strategic in the path to achieve the vision.



### Wayfinding

Improved wayfinding was a theme that emerged throughout many participant responses. Most individuals referenced signage as the most common wayfinding instrument. However, they noted it is not the only tool to complete a wayfinding experience. Successful destination properties now focus on pre-arrival needs, the arrival sequence and on-site orientation.

### Water Access

Water access was the most frequently cited amenity used when individuals visited Lewis & Clark State Park. Access meant having a functional boat launch, a clean bay, reservable and courtesy marina slips and a swim beach. It is common that participants only provided insight on the amenities they used. One needs to also consider the ancillary facilities that support the main amenities.

### Inclusivity

People recognized the need to have facilities that are accommodating for people of all abilities. Inclusive, universal design not only addresses needs for people with physical impairments, but also serves a wide range of multi-generational life stage needs. With the increasingly diverse ethnic populations in the Bakken region, the Department should consider the incorporating cultural traditions and support services reflecting that change.

### Park Importance

Lewis and Clark State Park is a key attraction for the region, although it is not considered a primary tourism driver. Respondents indicated that the park has significant potential to elevate its importance in the region as a recreation destination. Several partnerships were identified to strengthen and formalize to build synergy in the region. The synergy will create benefits for other recreation or destination-based attractions. It was widely recognized that the outcome would be a win-win

for all.

### Experiences

Participants emphasized the need to focus on the experience at Lewis and Clark State Park. While water access is cited as most frequently used amenity, many understand that the reservoir fluctuations require another attraction to the park. Individuals cited the need to try new things, be innovative and be flexible with an emphasis to focus on the experience at the park.

### Public Survey

Identifying the public needs and trends is among the primary purposes of a master plan. This information sets the framework for the vision and needs for the park. The Department opened a public online survey in September 2020 and held it open for one (1) month. Over 600 unique responses to the survey were received during this period. Results from the survey are organized into several categories: Visitation & Use, Overall Satisfaction, Civic Engagement, Vision and Investment Focus (Figure 4).

### Key Topics of Interest

The attention areas for investment from the survey aligned with what was expected based on the socioeconomic research and industry trends (refer to next section). Visitors are seeking experiences, entertainment and convenience when they visit Lewis & Clark State Park. Many of the visitors come for short weekend visits, perhaps leaving Friday after work, and they want to make the most of their stay. The addition of convenience services,

#### Survey Key Topics of Interest

- Experiences, Entertainment Options & Convenience Services
- Improved Water Access
- Balancing Built & Natural Resources

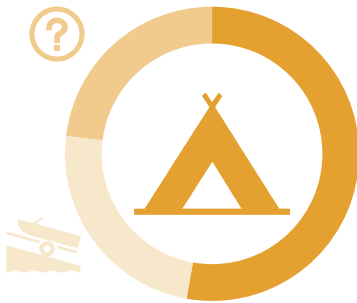
such as prepared meals, is highly desirable. Unique programs/services and onsite entertainment options compliment the convenience services and helps provide a holistic visitor ambiance that keeps them coming back often.

Results indicate that over half of respondents say that camping is their primary reason for visiting the park. Water recreation and water access are activities that visitors do while at the park. The beach was noted as a highly desirable amenity with a strong desire to see improvements. Increased water access is also a highly desirable amenity at the park. This is thought to be because there are limited water access opportunities within the larger region.

While visitors indicated relatively significant park improvements and additions, there is a juxtaposition between more development and added experiences with the desire to preserve the natural environment. Visitors are aware of the need to maintain and preserve the natural resources that draw them to the park and keep them coming back.

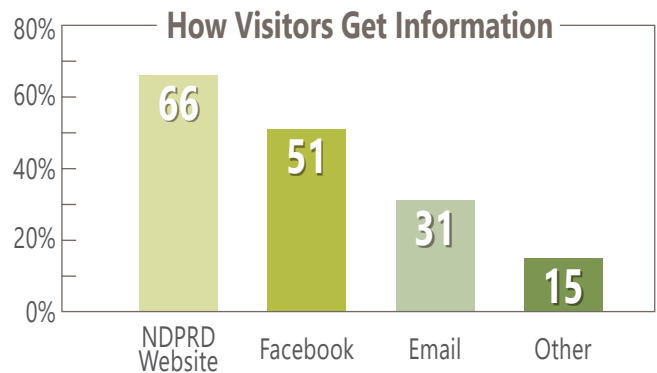
Figure 4: Public Survey Infographic





## Over Half

Say camping is the primary reason for visiting. Water recreation & water access are activities that they use while visiting.



## MASTER PLAN

# Survey Results

## LEWIS & CLARK STATE PARK



## Civic Engagement



## 8 in 10

Post on social media about the park or events happening at the park.

## 1 in 3

Have volunteered at the park or have joined a group that supports the park.



## Investment Focus



RV  
Campsites



Wifi



Visitor  
Center



Comfort  
Station



Full-Service  
Cabins



Additional  
Docks



Inclusive  
Trails

full hookups  
convenience store  
rentals  
more sites  
restaurant  
improved water access  
winter activities skiing  
visitors/conference center

Not currently offered that visitors would like to see or do...

## Discovering the Strategic Opportunities

### Park Trends

Understanding who our visitors are and what they like doing helps the Department begin identifying the various topics, amenities and areas to focus attention and resources. It also helps the Department better project future needs and demand at the park.

### Park Visitation

A review of the basic visitation statistics of Lewis & Clark State Park indicates a steady growth of five percent (5%) annually over the past ten (10) years. Visitors come from all over North America and beyond, but most come from North Dakota. Many of the visitors come from the northwest region (Divide, McKenzie, Mountrail and Williams Counties) due to the park's proximity. The average distance traveled to the park by visitors extends approximately 360 miles. This area includes the entirety of North Dakota and large population centers outside of the state, such as Billings, Montana, Regina, Saskatchewan, and Rapid City and Pierre, South Dakota. For the purposes of the master plan, this 360-mile radius is used to define the market footprint for further study.

### Campground Occupancy

Campground occupancy is another important metric. The park has many more campsites than cabins. However, when reviewing occupancy, the comfort camping option (cabins) are much less vacant than the more traditional tent and RV styles of camping (Figure 5). Each accommodation type is doing relatively well with great potential for improved occupancy rates. While one might assume that 100% occupancy is ideal, the target occupancy should be somewhere between 75-85%. This is because at 100%, there is nothing left

Figure 5: Campground Occupancy by Type (2019-June 2020)

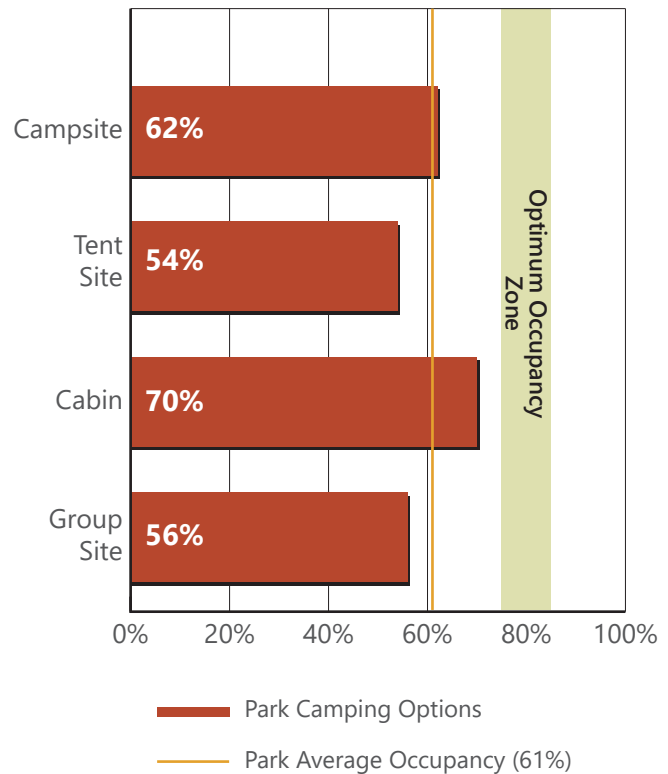
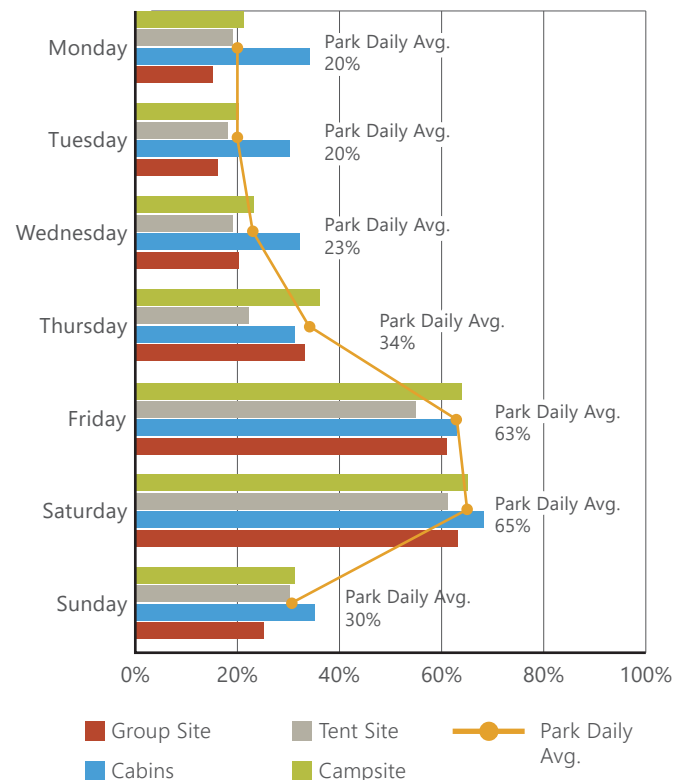


Figure 6: Campground Occupancy by Type & Day of Week (2019-June 2020)



### Park Trend Topics of Interest

- Visitation Growth & Changing Demographics
- Campground Occupancy Strategies



to provide, and on average, there should always be a bit of vacancy. Understanding the park's average occupancy helps the Department better gauge where the park is currently, identify where the gaps are and develop a marketing and business strategy to address those gaps.

### Key Topics of Interest

Lewis & Clark State Park draws visitors from a large footprint, well beyond North Dakota, and it continues demonstrating growth. With growth, comes an increased user base and changing demographic that has new trends and needs. This will result in the need to allocate resources towards meeting user needs and expectations.

The park is highly occupied during peak season periods and weekends and much less so in off-peak seasons and weekdays. One opportunity identified by the Advisory Committee, when reviewing daily occupancy rates (Figure 6), is a goal to increase the weekday and off-season occupancy. Strategies may include incentives to draw more visitors to the park in these other time periods, such as the use of a dynamic pricing strategy. This would help increase overall campground occupancy averages without necessarily needing to construct more campsites.

### Socioeconomic Trends

Using the determined market footprint (360-mile radius) as the study area, three socioeconomic resources were reviewed to determine common trends and interest topics for the population. These resources are the United States Census Bureau's Market Potential Index, Spending Potential Index, and a proprietary source called Tapestry Segmentation developed by ESRI (Figures 7-11).

The socioeconomics of an area are important to know in a park master plan because of the potential programs or offerings that an organization may offer. It provides insight into the best use of capital improvement funds for assets that visitors might use. Organizations who understand their customer profile can better target customer needs and be more adept at providing infrastructure or programs targeted for the best potential outcome.

Figure 7: Prairie Living (ESRI)



Figure 8: Bright Young Professionals (ESRI)



Figure 9: In Style (ESRI)



Figure 10: Old & Newcomers (ESRI)



### Market Potential & Spending Potential Indices

Both the market potential index (MPI) and the spending potential index (SPI) are reviewed because they provide great insight into the best use of resource allocations to meet populations' needs. The MPI measures the relative likelihood of individuals to participate in a particular activity compared to the national average. The SPI measures the spending per household for a product or service in a study area and compares the expenditures per household in the study area with the corresponding expenditures for the same product or services nationally. Both indices compare to a national average that is represented as one hundred (100). Results higher than one hundred (100) indicates higher potential compared to the national average and vice versa.

### Tapestry Segmentation

Tapestry segmentation provides a detailed description of America's neighborhoods, which are divided into sixty-seven (67) distinctive segments based on their socioeconomic and demographic composition. This tool is a resource that takes basic U.S. Census information and enriches it to develop a customer profile. Agencies that understand their customers' profiles can better target and meet those needs, and better market to or reach out to these individuals.

The tapestry segmentation for the Williston Micropolitan Statistical Area (MSA) was also reviewed for comparative purposes. The comparison between the larger study area and the Williston MSA found great overlap. They shared four (4) of their top five (5). These overlapping segments are "Prairie Living," "Bright Young Professionals," "In Style," "Old & Newcomers," and "Diners & Miners." Sixty-six percent (66%) of the total population within the market footprint area falls into one of the five top segments.

### Key Topics & Trends

Using these socioeconomic research tools, the primary trends (or topics of interest) of the population within the market footprint include ATV

Figure 11: Diners & Miners (ESRI)



### Top Demographic Recreation Interests

ATV riding, gardening, pet owners, fishing, hunting, boating, camping, yoga/Pilates, backpacking, running, volunteering, & beach going

riding, gardening, pet ownership, fishing, hunting, boating, camping, yoga/Pilates, backpacking, running, volunteering, and beach going. The agency should target the activities and facilities that provide the highest cost recovery potential first. The others may be pursued as well, but targeted marketing may be required to ensure success.

### Peer Park Analysis

A peer park analysis is a form of research used to compare and gauge the park to its peers within the region. This analysis provides NDPRD with valuable insight for unique opportunities and encourages continuous improvement. These types of reviews traditionally rely on data such as management structures, funding, operations and maintenance. It is recognized, however, that no one park or situation can be exactly compared with another even though they are similar in many respects (Barth, 2016).

For the purposes of this master plan, the focus was less on the quantitative data and more on the

amenities and characteristics that improve the quality of life for visitors and can help shift Lewis & Clark State Park to becoming a regional destination. The VAC selected peer parks that were similar to Lewis & Clark State Park with respect to size, natural setting, function and proximity to an urban area. The parks selected were:

- Sather Campground (Alexander, ND)
- Beaver Creek Campground (Zap, ND)
- White Earth Campground (White Earth, ND)
- Hell Creek State Park (Jordan, MT) and
- Rowan's Ravine Provincial Park (Strasbourg, SK)

This analysis reflects data from the Environmental Systems Research Institute (ESRI) as of October 2020. It is possible that updates to the data has changed or been updated; however, using data from the same time period ensures consistency in the analysis.

### General Comparison of Peers

Table 1 describes the ownership and management structures, staff resources, and visitation for each park. Other than Rowan's Ravine, all the properties are federally-owned lands that are leased and operated under management agreements. Rowan's Ravine is the largest property in size (668 acres); serves the largest regional population (136,067) due to its proximity to Regina, Saskatchewan; and provides the greatest number of campsites for visitors (320) which is nearly triple the next closest property. However, Rowan's Ravine ranks third in terms of average annual visitation (34,000).

Table 1: Peer Parks

	<b>Lewis &amp; Clark State Park</b>	<b>Sather Campground</b>	<b>Beaver Creek Campground</b>	<b>White Earth Campground</b>	<b>Hell Creek State Park</b>	<b>Rowan's Ravine Provincial Park</b>
Location	Epping, ND	Alexander, ND	Zap, ND	White Earth, ND	Jordan, MT	Strasbourg, SK
Agency Ownership	Army Corps of Engineers	U.S. Forest Service	Army Corps of Engineers	Army Corps of Engineers	Army Corps of Engineers	Saskatchewan
Management Model	State Operated	USFS Operated	Municipal Operated	County Operated	State Operated	Province Operated
Mgmt. Entity	NDPRD	USFS	Zap Park Board	Mountrail Park Board	MT Parks	SK Parks
Staffing (FTEs)	3	0	0	1	3.4	3
Outfitter/Concessionaire	No	No	No	Yes	Yes	Yes
Population Served (1-hr Drive)	35,508	50,293	15,793	21,646	506	136,067
Avg. Annual Visitation	82,000	Unknown	19,900	9,500	36,200	34,000
Trail (miles)	5.6	0	0	0	1.5	3.5
Group Facilities/Shelters	3	0	2	3	1	2
Total Acreage	525	200	30	40	337	668
Total Campsites/Cabins	103	18	25	25	71	320

The smallest and least visited property is White Earth Campground at forty (40) acres and 9,500 average annual visits respectively. Comparatively, Lewis & Clark State Park is over double the next closest property in terms of visitation. It is both the second largest property and has the second most developed campsites. In terms of staffing, Lewis & Clark State Park is comparable with its two (2) most similar peer-parks; however, both those properties utilize a concessionaire to help offset costs associated with service delivery.

### Service Offerings Comparison

Table 2 shows a comparison of the services offerings at the peer properties. The offerings compared are grouped into the following categories: Facilities & Amenities, Activities & Services and Access. Lewis & Clark State Park is most comparable to Hell Creek State Park and Rowan's Ravine with respect to the services and amenities offered. Although, Lewis & Clark State Park is the only of the six to offer an amphitheater, dog park, full-service RV sites and rectangular sports courts. The main differences found are in the "value-added" type of offerings, such as mini golf, an inflatable waterpark, biking/cycling, on-site laundry, and concessions/restaurant. While Lewis & Clark State Park does provide barrier-free restroom/shower facilities, only Rowan's Ravine has designated "barrier-free" campsites and signed inclusive access throughout the park.

### Summary of Findings

Rowan's Ravine and Hell Creek are the most similar with respect to ownership and management structures, staff resources, fee structure and size. Although, neither are abundantly comparable with regards to visitation, campsite quantity or campsite type. Rowan's Ravine offers nearly three (3) times as many RV campsites as Lewis & Clark State Park, while Hell Creek offers "hotel-type" lodging accommodations. Rowan's Ravine is the only property that had no stay limit, allowing for seasonal camping at their property with the proper permits. All other properties are federally-owned, which has a mandated fourteen (14) day maximum; although, seasonal camping is permitted under

the Army Corps of Engineers policies, potentially allowing for longer stays.

### Key Finding of Interest

The most visited parks are the one which provide a variety of entertainment options and unique experiences. Rowan's Ravine is a good example of effectively offering a wide variety of options. For example, they invested in an inflatable waterpark to increase visitation to the park. Combine the experiences with seasonal camping, and the park is a place that people can call home for the summer while commuting to Regina.

### Peer Park Analysis Key Takeaways

- Multiple options for activities and events
- Variety of unique entertainment options supports increased visitation
- Inclusivity & Accessibility are industry-wide needs



Table 2: Peer Park Service Offerings Comparison

	Lewis & Clark State Park	Sather Campground	Beaver Creek Campground	White Earth Campground	Hell Creek State Park	Rowan's Ravine Provincial Park
<b>Facilities &amp; Amenities</b>						
Amphitheater	●					
Beach	●		●		●	●
Dog Park	●					
Dry Storage	●				●	
Electric Sites	●			●	●	●
Entry Booth	●					
Fish Cleaning Station	●			●	●	●
Full Service / Comfort Lodging					●	
Full-Service Sites	●					
Interpretive Facilities	●				●	●
Marina	●				●	●
Picnicking / Picnic Facilities	●		●	●	●	●
Playground(s)	●				●	●
Showerhouse	●				●	●
Rectangular Sports Court	●					
RV Camping	●	●		●	●	●
RV Dump	●			●	●	●
Seasonal Employee Housing	●				●	
Tent Camping	●	●	●	●	●	●
Vault/Pit Restroom	●	●	●	●	●	●
<b>Activities &amp; Services</b>						
Boating/Lake Access	●	●	●	●	●	●
Children Activities	●					●
Prepared Meals/Restaurant				●		●
Day-Use	●	●	●	●	●	●
Fishing	●	●	●	●	●	●
Grocery/Supplies	●				●	●
Hiking	●				●	●
Horseback Riding		●				
Mini Golf						●
Mt. Biking/Cycling		●			●	●
Reservation System	●				●	●
On-Site Laundry						●
Paddlesports	●					●
Swimming/Beach	●	●	●	●	●	●
Inflatable Waterpark						●
Wi-Fi						
<b>Access</b>						
Barrier-Free Shower/Restrooms	●	●			●	●
Designated Barrier-Free Campsites		●				●
Inclusive Access Thru Park		●				●
Pet-Friendly	●				●	●



## Recreation Trend Analysis & Relevant Document Review

This master plan is the declaration of public needs, values and vision for Lewis & Clark State Park through the lens of parks and recreation, but it is recognized that it is not a standalone effort. This master plan must also be sensitive to the geographic and political contexts that it exists within. Additionally, how people camp and the amenities offered to them has rapidly changed over the past five-to-ten years. From the national to the local levels, "camping has emerged from low-cost tourism to a mainstream, versatile recreation experience, valued at different levels by different [market] segments" (Booker & Joppe, 2013) with an emphasis on unique experience and homelike accommodations.

Several internal and external documents were reviewed as part of the planning process to help align the park to state requirements, as well as agency-wide and region-wide initiatives. The review provides further insight that helps define regional recreation needs, interests, goals and outcomes. The documents and plans reviewed were:

- 1982 Lewis & Clark State Park Master Plan
- Williams Co. Zoning (2015)
- 2001 NDPRD System Plan Update
- 2019 & 2020 North American Camping Report
- 2018-22 SCORP & Trail Needs Plan
- 2019 Outdoor Foundation Participation Report
- 2018-22 NDPRD Strategic Plan
- 2017 Lake Sakakawea Garrison Dam Master Plan
- 1982 Lewis & Clark State Park Army Corps Lease
- 2017 Williston Williams Co. Comprehensive Plan
- ND Century Code & Administrative Code

### Key Trends & Topics for Consideration

Below is a brief summary of the key considerations that arose from the review of these documents.

- A recognition of increasing deferred maintenance across the whole park system,

### Relevant Documents Review Key Topics for Consideration

- Fluctuating Lake Levels
- Deferred Maintenance
- Park Carrying Capacity
- Participation Growth
- Evolving Leisure Trends
- Inclusivity
- Luxury/Comfort-Camping
- Increased RV Camping
- Demand Exceeds Supply

- Understanding that Parks have a carrying capacity,
- Demand for outdoor recreation facilities & activities far exceeds the regional supply,
- Youth, women and non-Caucasian populations make up the fastest-growing groups participating in outdoor recreation,
- Biking, hiking, camping, running & fishing are top non-organized sports,
- Interest and demand for unique, "luxury" camping experiences are outpacing all other forms,
- RV sales, in 2020, have skyrocketed, which is thought to be due to COVID and it is anticipated that the demand for RV sites will remain high,
- Recognition of the fluctuating reservoir water levels, which impact both access and use, and
- Expanded offerings to increase inclusivity is desired industry wide.

## Carrying Capacity Analysis

Considerable research illustrates the environmental effects resulting from activities around campgrounds including vegetation loss, soil degradation and wildlife disturbance. Many of these can be avoided and mitigated by understanding the suitability of the land. A multi-criteria decision analysis (MCDA) evaluates multiple criteria by dividing decisions into smaller, more understandable parts. Each part is individually analyzed, then they are all overlaid together to produce a meaningful solution in the form of a composite analysis.

ArcGIS is a software that was used to analyze each individual dataset and complete the overlay. Based on research (Cuirong et al., 2016; Ebrahimi et al., 2019; Geneletti, 2019; Kiker et al., 2005) and the metrics established in the 2000 Strategic Plan, slope, solar orientation, soils capability, hydrology, wildlife proximity and proximity to existing development were individually analyzed, then overlaid in ArcGIS to create the composite overlay (Figure 12).

### Key Findings

The analysis indicates that much of the “most suitable” areas for development are already developed. There are locations that have some potential in the southern “day-use” area. These locations vary between high and moderate potential mostly due to varying solar conditions that are favorable for campground development and distance from existing development. The carrying capacity of the park property has not yet been reached, as there are locations that are sufficient in size for further expansion activities south of the maintenance area. Moving west of the road, however, becomes much more problematic for anything greater than low-impact development, such as trails.

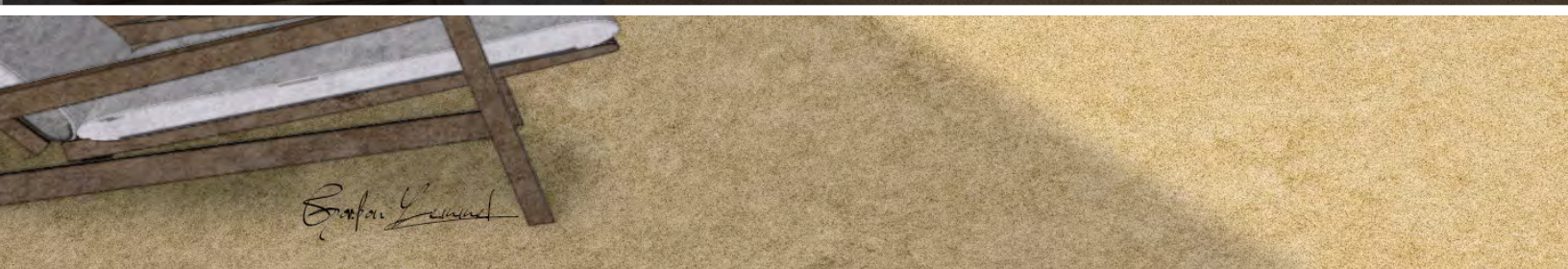




Figure 12: Carrying Capacity Composite Map

**Very High** - Minimal (if any) impacts/disturbances to nearby natural resources, existing park infrastructure can be used, and most favorable site conditions for development and future maintenance are present.

**High** - Low (if any) impacts/disturbances to nearby natural resources, park infrastructure can be used, and favorable site conditions for development and future maintenance are present (e.g. minimal slopes). Some conditions may be less favorable than others.

**Medium** - Likely impacts to nearby natural resources, new infrastructure may be required, and site alterations to meet preferred conditions for development and maintenance may be necessary.

**Low** - Likely impacts to natural resources, new infrastructure is required for development, and site alterations (e.g. retaining walls or engineered soils) may be required for implementation.

**Very Low** - Natural resource impacts are high, significant new infrastructure is required for development, and significant site alterations are necessary for development.

**Base Data:** Both raw and GIS-analyzed soils, aspect, slope, hydrology and infrastructure data from the following sources: *North Dakota Parks & Recreation Department. (2020)*, *North Dakota State Water Commission. (2016)* & *United States Department of Agriculture, NRCS. (2020)*.



## Confirming & Refining the Vision

### Design

In this phase of master planning, attention and action are directed toward answering three main questions: what are the goals & objectives, who are the supporters and how are they implemented? The results generated from the public outreach processes helped to define the visitor needs at Lewis & Clark State Park, while the findings from research and analysis provided awareness of the local and industry-wide trends that could require action from park staff and/or the Department. The synthesis of this information provides the foundation from which the goals are developed.

The advisory committee participated in a facilitated workshop to begin identifying and developing the goals that help shift the current reality towards the preferred future vision. The goals identified are based on the foundation set by the needs and trends identified through public outreach, and they are supported with the research and analysis data results. The VAC identified as many unique goals as they could, and they categorized the goals into six focal areas: Infrastructure, Business Management, Visitor Services, Operations & Maintenance, Programs and Marketing. Goals were assessed and the following overarching themes emerged:

- Diversify experiences that are associated with water access.
- Improve visitor orientation through wayfinding.
- Provide additional comfort-type accommodations such as cabins, yurts, etc.
- Balance the quantity of natural open space with the quantity of maintained open park space.
- Invest in existing buildings and support facilities to extend their useful lifespan, even if the investment is more than the removal or replacement.
- Remove and replace outdated buildings and infrastructure to support modern park offerings and industry best practices.

- Increase direct marketing to the Williston/Williams County residents to increase awareness of the park.
- Create a four-season destination by increasing winter program offerings and activities.
- Provide programs focused on physical, mental and emotional well-being.
- Promote inclusivity for all through optimizing barrier-free facilities, amenities, programs & activities.
- Optimize partnerships to expand non-state fiscal/people resources and programs.
- Provide additional convenience items and services such as prepared food and drink offerings.

### Confirming the Goals

During an interactive activity, the advisory committee was asked to prioritize the themes that emerged from the goal development activities. They were asked to select the goals that, in their opinion, are most important to implement in order to shift Lewis & Clark State Park's current reality toward the preferred future vision. In order to confirm and align the advisory committee's assessments with the public's needs, a second survey was launched in December 2020. This survey asked several questions about goal priorities, service offering

#### Public's Top Goals

*(results of public input)*

- Create four-season destination by increasing winter program offerings and activities,
- Remove and replace outdated buildings and infrastructure to support modern park offerings and industry best practices, and
- Provide additional comfort-type accommodations such as cabins, yurts, etc.



levels and pricing structure. This allowed the planning team to test their presumptions, provided additional insight as to what is truly important and gain awareness to level of comfort with regards to possible ideas.

The results from the survey aligned to the advisory committee's top priorities and confirmed that presumptions were accurate. The respondents also reaffirmed their preference to increase service offerings with additional staffing and/or funding (Figure 13). This goes back to the public's recognition that the park needs enough resources in order to be effective.

One idea to increase off-season and weekday park visitation was to incentivize by using a dynamic pricing strategy. Three (3) pricing strategies were presented to survey respondents in order to gauge their comfort level: a fixed structure (the price is the same regardless of day or season), a dynamic structure where the upper and lower prices are equally spaced from a middle fee, and a dynamic structure where the decrease from a middle fee was greater than the increase (i.e. does the benefit need to be greater than the impact?). The results indicated that about sixty percent (60%) of respondents were comfortable with the dynamic pricing strategy, with preference to the equal increase and decrease (Figure 14), displayed in Model B.

A van Westendorp Price Sensitivity Meter ("Price Sensitivity Meter") is strategy deployed in the second survey to further test the dynamic pricing model. It is a data-driven pricing analysis model that uses survey data to determine visitors' willingness to pay for a "product." Figure 15 shows the results from the survey. They indicate the range of acceptable prices for a campsite is between \$27.41 and \$37.50. While today's campsites are priced at \$30 per night, this information provides for insight to begin discussions of what a dynamic structure might look like.

## Refining the Vision

Goal refinement is the phase in the process that

Figure 13: Service Offering Preference (Dec. 2020)

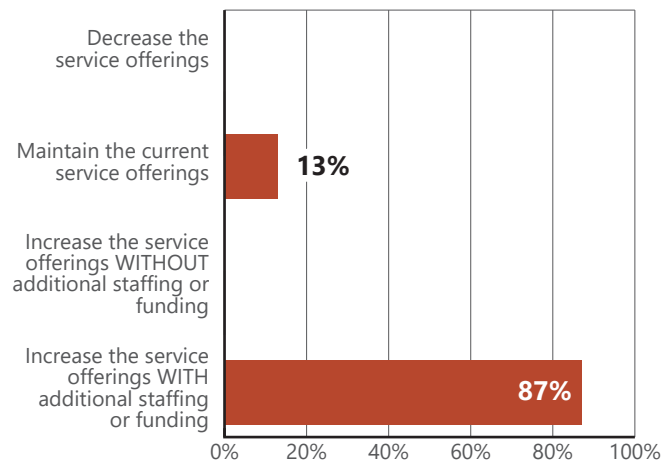
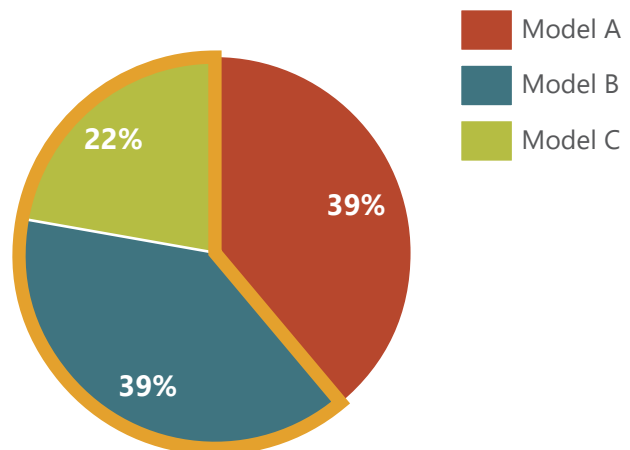


Figure 14: Pricing Structure Preference (Dec. 2020)

	Model A	Model B	Model C
Cabin Camping Fees during <b>Peak Periods &amp; Weekends</b>	\$60 per night	As high as \$69 per night	As high as \$72 per night
Cabin Camping Fees during <b>Off-Peak Periods &amp; Weekdays</b>	\$60 per night	As low as \$51 per night	As low as \$45 per night



links the strategic vision to planned actions. Without refining the goals and vision into purposeful actions, the plan is left as just a vision without clarity on how to specifically achieve it. The opposite is also true: a great tactical action plan is just thought without a path. (TechTello, 2020).

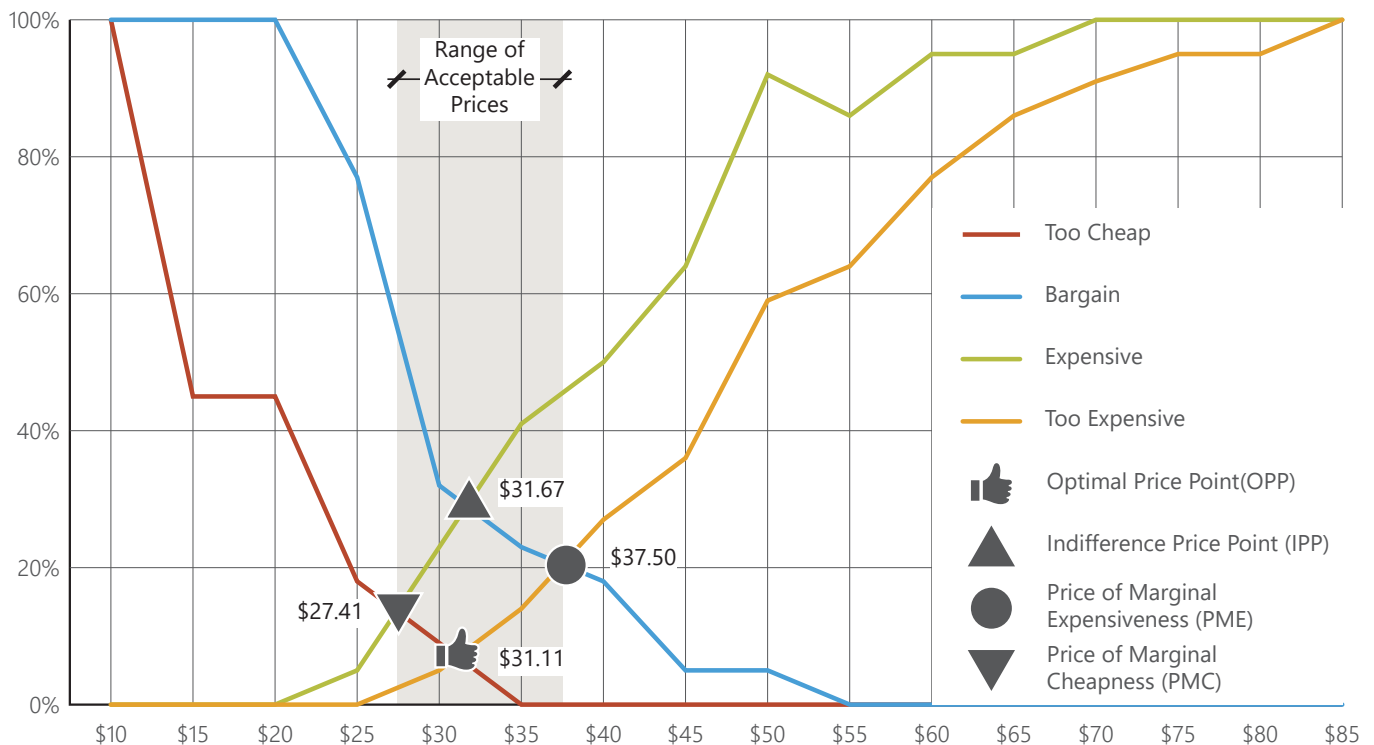
The advisory committee began this refinement process by defining the tactical objectives for the previously identified goals. These are the specific and actionable steps intended to direct attention, focus and resources towards attainment of the goals. An activity called "Interference Diagramming" was employed to help to help foster the committee's discussions for their top three (3) goals. The purpose of the activity was to:

- Define the "interferences," or obstacles, that will hinder achievement of the goal,
- Determine what needs to happen to address, overcome and/or eliminate the obstacles, and
- Identify which actions have the most positive effects.

The responses to this final part are what ultimately became the objectives.

As attention shifts towards refinement (the tactical phase), responsibility moves from the advisory committee to park staff. As the key implementors of the plan, their role is to define what successful implementation looks like and determine roles, responsibilities, resources and timing for each objective. The constructive feedback and input provided by staff yields buy-in and far more success.

Figure 15: Campsite Price Sensivity Meter (Dec. 2020)

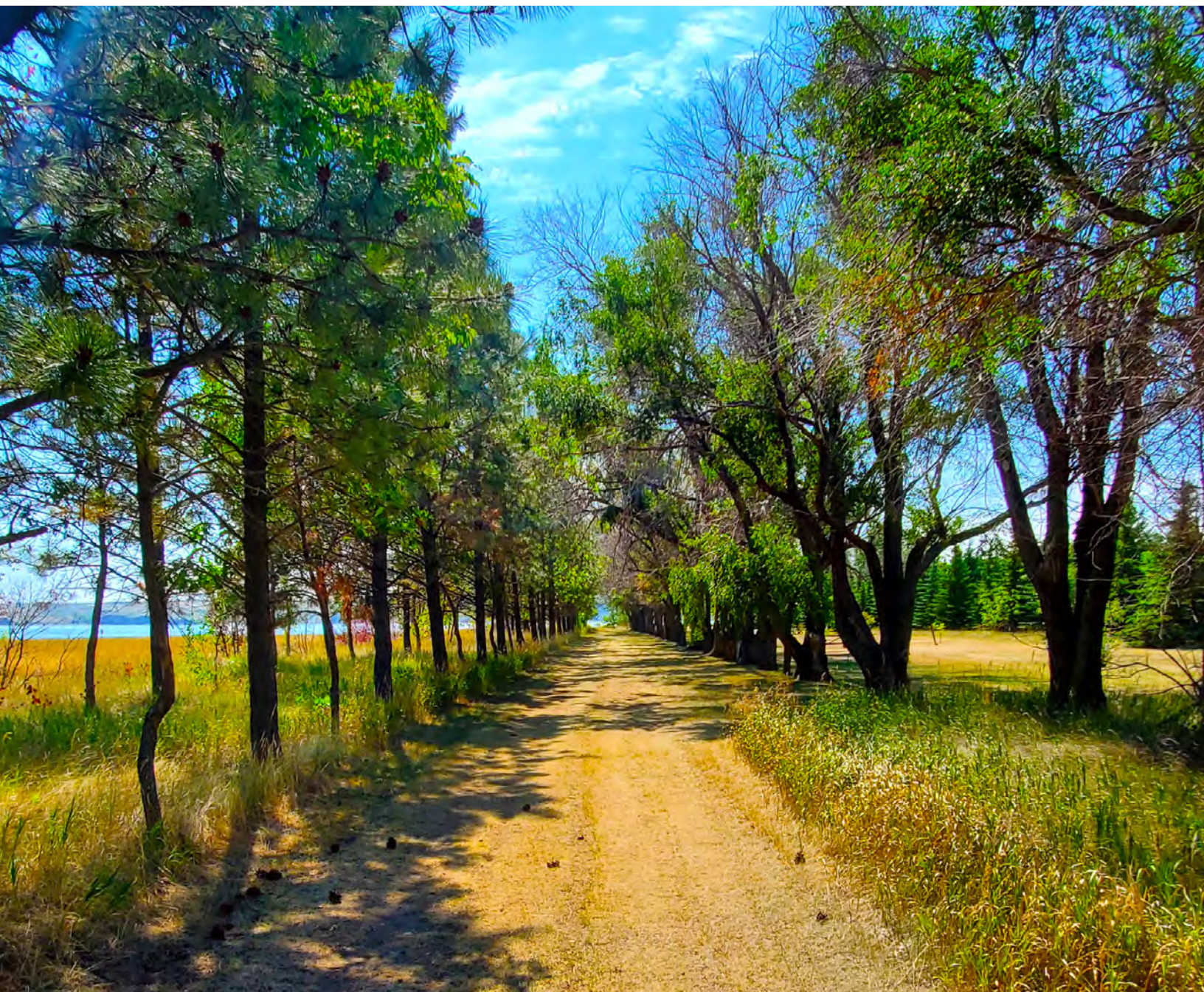


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## CHAPTER FOUR: Existing Conditions: The Best of "What Is"





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Comprehending and identifying demographic and socioeconomic trends helps provide insight into North Dakota State Park & Recreation's ability to meet public needs and project future demands.



## Demographics

### Introduction

An in-depth analysis of a community's profile helps North Dakota State Parks & Recreation understand the composition of the population and identify its current and future needs. Providing adequate recreation opportunities to the citizens of North Dakota, users of Lewis & Clark State Park and any future visitors requires a thorough understanding of the demographics. Comprehending and identifying demographic trends helps provide insight into North Dakota State Park & Recreation's ability to meet public need and project future demand based on anticipated population levels.

The study areas for the demographic and socioeconomic data are the Census-designated Williston Micropolitan Statistical Area (Williston MSA) and an area that is a 360-mile radius from Lewis and Clark State Park. The 360-mile radius is determined to be the park's market reach based on historical park visitation data.

### Population

According to the U.S. Census Bureau, over 1.8 Million individuals (770,000 households) identify their primary residence within the park's market area (Figure 16). This area encompasses all of North Dakota and stretches west to Billings, Montana, north to Saskatoon, Saskatchewan, and south to Pierre, South Dakota. While the Williston/Williams County region is the closest population to the park, the population only accounts for approximately two percent (2%) of the market footprint. Both population and total households are expected to increase by approximately 5% within the larger

market area, while the Williston MSA anticipates a much faster growth projection at approximately sixteen percent (16%) (Hodur & Bangsund, 2015).

The key population trend to watch is the growth of the Williston/Williams County region. A NDSU population study (2015) suggests that the city will have a population of over 50,000 by 2030. As population increases, so does the need and demand for recreation.

## Age Segmentation

The largest age cohort across all geographic scales is the 35-54 age group (23%). This is consistent with the corresponding State and U.S. data (Figure 16). The other cohorts are relatively evenly distributed. The cohort with the largest projected gain is the “Active Seniors” cohort (ages 65+). While projections suggest the overall population in the market footprint will be getting older, more local and regional studies anticipate a swell in the younger age cohorts due to the influx of population and new residents (Hodur & Bangsund, 2015).

The key trend of interest with regards to age segmentation is that older generations use parks, recreation and leisure amenities much more passively. Aging individuals that recreate and use parks typically are seeking programs and activities geared toward assisting with healthy aging, movement and maintaining mental health (NRPA, 2017).

## Ethnicity

Ethnic diversity impacts the ways in which visitors and residents use parks for recreational purposes. Past research has shown that ethnic groups, in general, differ in their park and recreation preferences, including: park needs, interests, use, participation, recreation experiences, visitation patterns, attitudes and environmental perceptions.

The ethnicity of the study areas is primarily “white alone” (Figure 18). Although, both the Williston MSA & Market Area are seeing substantial increases in ethnic populations. Between 2010 and 2025, the Latino populations are expected to increase by thirty-two percent (32%) in the Williston MSA and

Figure 16: Population

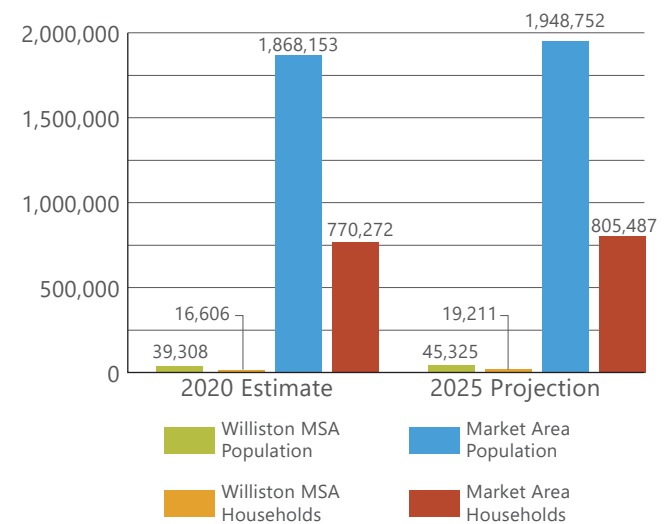


Figure 17: Population by Age Segmentation

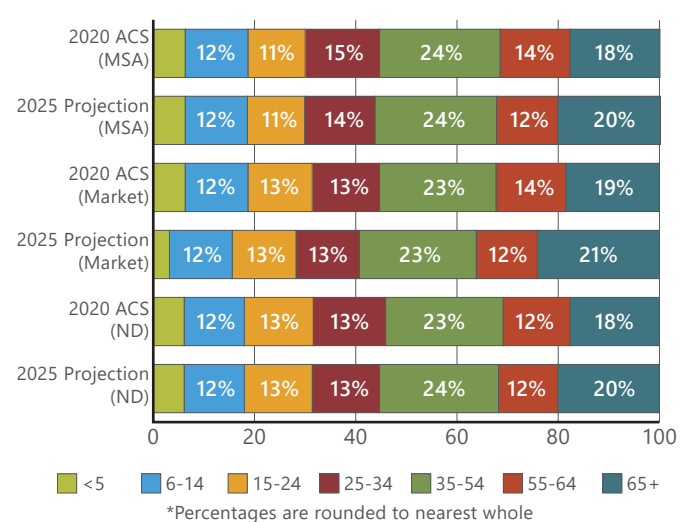
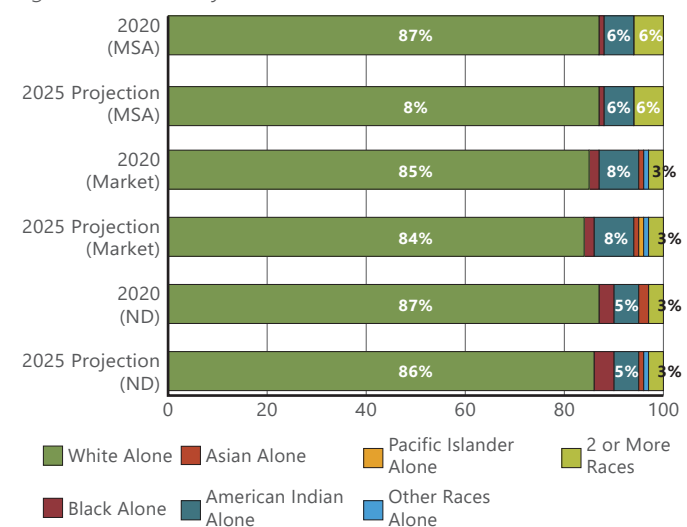


Figure 18: Ethnicity



seventy-two percent (72%) in the market area. The non-European descent populations, in the same time period, are expected to increase by seventy percent (70%) in the Williston MSA and twenty-eight percent (28%) in the market area (USCB, 2010 & ESRI, 2020). The Diversity Index of both study areas projects increases between thirty-one percent (31%) (market area) and fifty-four percent (54%) (Williston MSA). This measurement shows the likelihood that two persons, chosen at random from the same area, will belong to different race or ethnic groups. The index ranges from 0 (no diversity) to 100 (complete diversity).

The key trend for consideration is around how populations of non-European descent use parks, recreation and leisure amenities differently with different preferences, needs and interests. Research indicates that those differences include increased group-oriented activities and events with social-oriented activities/events; increased comfort-type camping facilities as a “low-risk” introduction to the activity; and faster deterioration to gathering facilities due to overuse from insufficient inventory (Booker & Joppe, 2013).

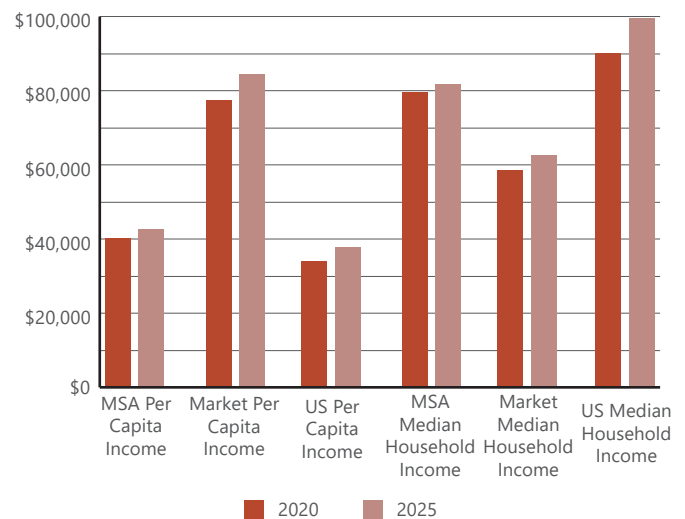
## Income

Studies show a statistical relationship between individual participation in programs and attendance based on level of income. The higher the income a person reported, with more disposable income, the more likely they were to participate in park, recreation and leisure activities. The level of income may limit a person’s ability to participate in parks, recreation and leisure activities, and \$40,000 seems to be the threshold of income that dictates participation and use (Mowen et al., 2016).

Income is measured by the U.S. Census Bureau using two variables: per capital income and median household income. In Figure 19, the Williston MSA estimated and projected data shows increasing household income greater than the \$40,000 threshold, while the market area estimates and projects a similar trend with a higher income level (> \$75,000) (Mowen et. al., 2006).

One of the key trends to consider as it relates to income is participation and increased visitation. As the region and market are becoming wealthier, with more disposable income, will it equate to higher participation and visitation rates? Inclusivity for income-restricted individuals is also a topic of concern with regards to access to the park and its amenities.

Figure 19: Income



### Demographic Key Trends

- Rapid regional growth results in increased needs and/or new trends
- Aging population & “Active Senior” needs/interests
- Need for group-oriented facilities, activities and events
- Comfort accommodations as “low-risk” introduction to camping & outdoors
- Overuse of facilities yields faster deterioration
- Relationship between wealth and participation rates
- Inclusivity as it relates to income & access to the park and its amenities



## Natural Resources

### General Setting

Lewis & Clark State Park is located on the Coteau Slope of the Great Plains. This location is described as a rolling-to-hilly landscape with erosional and glacial landforms. The park sits on the north shore of where the Missouri River and Lake Sakakawea blend together. It is an open, stream-dissected prairie with scenic views of the Missouri River plateau across the lake.

### Park

At the inception of the Garrison Dam Project, the present park site was cultivated for agricultural purposes. The park is a relatively level upland prairie with stream-carved valleys that dissect its boundaries. There are several open, level areas along the shoreline that rise to steep, hilly landscapes along the western boundary. This western area of the park is relatively undisturbed prairie with stands of native vegetation located within the coulees. The eastern portion of the park historically was a cultivated area and contains several introduced vegetative species.

### Hydrology

Lake Sakakawea is the primary water feature of Lewis and Clark State Park. It is also a source of the most concern. From a management perspective, the lake regulated into four (4) zones: Permanent Pool (elevations 1673-1775 feet), Multiple Use Zone (elevations 1775-1837.5 feet), Flood Control Zone (elevations 1837.5-1850 feet) and Exclusive Flood Zone (elevations 1850-1854 feet). The final zone is exclusively used for extreme flooding.

The Army Corps of Engineers manages the lake level to maintain capacity for flood season each year by releasing water until the 1837.5-foot elevation mark is met. The historical lake level average during the park's peak season (May through October) is 1837.5-feet. However, the water elevation can swing as much as twenty (20) feet higher or forty (40) feet lower. This poses concern for either flooding or significantly decreased water access, and it is a key topic of note that should be addressed by identifying what other amenities and/or programs

can attract visitors to the park, especially in low-level situations.

### Other Hydrologic Features

Six (6) perennial and intermittent streams (or creeks) flow within the park boundaries. They are Gamache Creek, Short Creek, Long Creek and three (3) unnamed drainages. Both freshwater emergent and riverine wetland communities exist along the lake edge and within these drainages. The quality of the wetlands varies from year-to-year given the inconsistent water present. The wetland areas do provide good habitat for furbearers, amphibian and avian species.

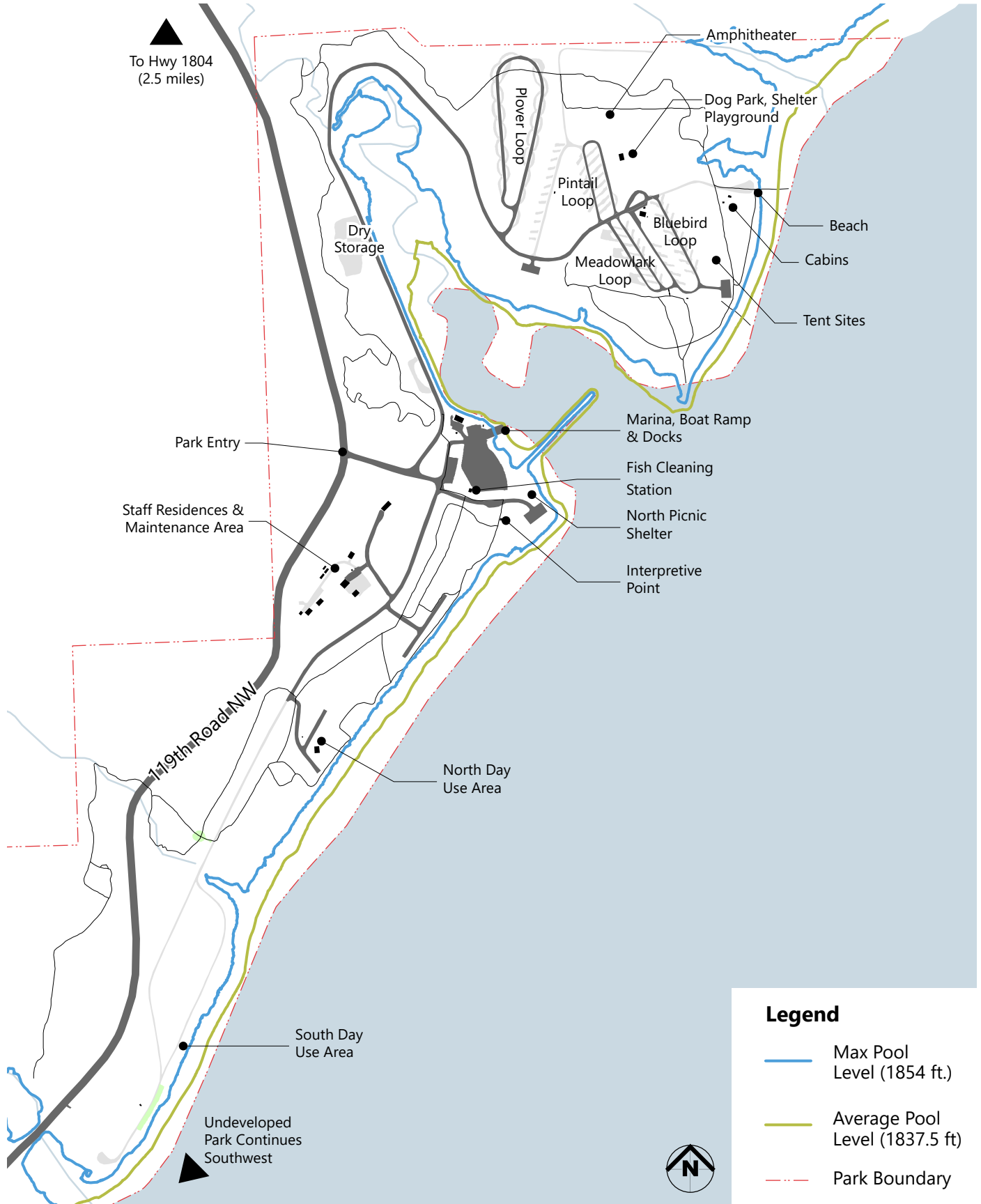
### Vegetation

The vegetation consists of typical short- to mid-height grass native prairie species and introduced grass species. Native shrubs and trees can be found dotted along the landscape, but are primarily located in the drainages. A variety of hardy and adaptable hardwood tree and woody shrub species were planted in the early days of the park's establishment. They provide wind protection (shelter belt), aesthetics and shade. Leafy spurge and Canada thistle are the primary noxious weeds of concern at the park.

#### Key Topics for Consideration

- Balancing park development & expansion with conservation & preservation interests
- Creating & enhancing wildlife habitat
- Vegetation health monitoring and management planning
- Non-water recreation alternatives as attractions to visitors in low-water seasons

Figure 20: Lake Level Elevations



## Assets & Infrastructure

### System Overview

Lewis & Clark State Park operates and maintains a large, diverse asset and infrastructure inventory. The quantity and complexity of assets and infrastructure has grown considerably since the initial 1982 Master Plan. The park now manages a system that includes:

- 2.74 miles of paved roadway (average of 26-foot wide),
- 11.4 acres of paved surfaces including parking areas and boat ramps,
- 2.35 miles of gravel roads,
- 6.9 acres of gravel surfaces (excluding RV/campsite pads),
- 3.6 acres of graveled RV/campsite pads,
- Hundreds of Fixed Assets (refer to Table 3),
- 5.9 miles of natural surface trail (average of 5-foot wide),
- 103 Camping options (including cabins),
- 22 Buildings, Support Facilities & Residences (approximately 43,000 square feet), and
- Extensive above and underground utilities.

### Asset & Infrastructure Evaluation

Staff reviewed and evaluated each major park asset and facility using criteria based on a methodology called a Public Space Quality Index (PSQI). Rather than listing the assets and facilities within the park, this evaluation helps the planning team answer basic questions with regards to condition, comfort and image, and it helps to identify park-wide successes and opportunities. The PSQI evaluation is a tool developed by Project for Public Spaces (PPS), a nonprofit organization dedicated to helping people create and sustain public space that build stronger communities.

### Design & Construction

- Is the design and construction of this facility/amenity meeting the needs of the users served?

Table 3: Park Asset & Facilities Inventory

Asset	Quantity	Unit
Dump Station	3	Lanes
Volleyball Courts	1	Each
Boat Ramp/Launch	4	Lanes
Docks/Slips	40	Slips
Amphitheater	1	Each
Playgrounds	2	Each
Bridges	1	Each
Horseshoe Courts	3	Each
Shelters	3	Each
Campsites	101	Each
Picnic Tables	117	Each
Fire Rings/Grills	112	Each
Dog Park	1	Each
Beach	1	Each
Signage	200	Each
Waste Receptacles	32	Each
Fish Cleaning Station	1	Each
Sidewalk	2,800	Sq. Ft.
Benches	6	Each
Basketball Court	1	Each
Cabins	2	Each
Comfort Station	1	Each
Marina Building	1	Each
Vault Toilets	5	Each
Staff Residences	2	Each
Seasonal Staff Housing	4	Each
Maintenance Buildings	3	Each
Storage Buildings	4	Each
Other Support Buildings	2	Each

- Is the facility/amenity readily accessible to the users being served?
- Have changing recreation or use trends made the facility/amenity ineffective to users?
- Has the facility/amenity been recently improved or renovated?
- Is there clear indication that best practice design or construction standards were used?
- Is the facility/amenity inclusive for individuals of all abilities, including vision and/or mobility impaired individuals?

#### Effectiveness

- Are people using the facility/amenity or is it empty?
- Is the facility/amenity used by people of different ages? Can it be?
- Are there other choices in type of facility/amenity available?
- Does the facility/amenity appear to serve user and visitor needs?
- Is the facility/amenity being used for its intended purpose?

#### Condition

- How would you rate the facility's/amenity's maintenance? Is it well-maintained and in good condition?
- What level of satisfaction is evident from users and visitors?
- What level of pride is evident from park staff?
- Does the facility/amenity need improvements?

#### Comfort & Image

- Does the facility/amenity make a good first impression?
- Are there enough resting locations and are they convenient?
- Is the amenity/facility clean and free from litter, debris, graffiti, etc.?
- Does the facility/amenity feel safe?
- Is the facility/amenity comfortable? Does it meet the comfort needs of visitors?



A PSQI Evaluation simplifies the assessment of a park's assets by answering four (4) basic questions: *Does it look nice? How well is it maintained? Is it being used? and Does it meet visitors' needs?* This helps to identify park-wide successes and opportunities.



### Access & Linkages

- Are there clear and open sight lines into and out of the facility/amenity?
- Is there clear signage and useful wayfinding/signage within or to the facility/amenity?
- Do paths/sidewalks connect people to the facility/amenity from roads or parking areas?
- Is the facility/amenity easily accessible by walking, or does a visitor need to drive and park?

### Social Responsibility

- Is the facility/amenity a good location for people to gather?
- Does the facility/amenity promote health and/or reduce daily stress?
- Is the facility/amenity inclusive for individuals of any ability? Do they meet best practice design standard or legal requirements?
- Are walking pathways/sidewalks constructed with stable materials? Is a transfer system or ramp present?

The park's amenities and facilities were assigned a score for each question based how well it met the criteria at the time of evaluation. Once scores were assigned, a matrix was created that shows individual ratings, as well as trends across the park's inventory (Figures 21 & 22 on page 70). These criteria guides reviewers' assessment of the items they were reviewing. It is important to note that the criteria are not all encompassing for every amenity, facility or situation. However, reviewing the individual and inventory-wide scores allows the planning team to identify successes, trends and opportunities.

Overall, the VAC noted a distinction between "front-facing" (e.g. comfort station) and "back-of-house" (e.g. maintenance buildings) facilities. They felt that the amenities and facilities that are front-facing should generally "exceed visitor expectations," while those that are back-of-house, or staff use only, should only need to "meet expectations."

### Successes

Many of the assets and facilities within Lewis & Clark State Park are generally meeting the expectation of users and visitors. Many are highly effective, appear to be well-used by visitors and meet the recreation needs of the of the people using them. They also appear to support a variety of users of all ages. A large majority of the amenities are clean and offer a good first impression. This is supported by having maintenance being slightly above average considering limited staffing at times.

### Trends & Opportunities

The aggregate ratings for each criteria category indicated that the park generally meets expectations. However, lower aggregate scores were found within the design, condition and social responsibility categories. This appears to be a result of aging infrastructure, assets and facilities that may be ineffective due to rapidly changing demographic, socioeconomic and industry needs and trends. There is great responsibility and potential to improve and update the assets and facilities, as their effective lifespans are maximized, and regional recreation and demographic needs evolve.

Social responsibility with regards to access and inclusivity was identified as a need early on by the advisory committee, and it was confirmed at varying degrees throughout the public outreach. The scores for most of the individual assets and facilities (Figure 21) indicates room for growth and improvement with regards to overall inclusivity. This was not only inclusivity for mobility and/or vision impaired individuals, but also inclusivity with

#### Key Trends & Opportunities

- Facilities & amenities are aging and nearing their useful lifespan
- Access & inclusivity
- Improved wayfinding



An artist's rendering demonstrates how pathways, constructed of a stable material, fulfills accessibility and walkability needs by connecting people to the facilities and amenities throughout the park.



regards to equal, barrier-free access to the park for all individuals regardless of age, ability, comfort and recreation needs.

There are several opportunities to improve the overall inclusivity and social responsibility of the park. Improvements can be made to adequately address accessible connections and links between various areas and amenities (see above image). Additionally, various amenity and program improvements can be incorporated to increase the quantity and variety of recreation activities within the park, such as balancing active and passive recreation opportunities.

Despite an "above expectation" level of access throughout the park and to amenities, there are several opportunities to improve wayfinding and directional signage. Improved access and connectivity within the park will help ensure all visitors have access to the recreation amenities and facilities. Immediate and relatively inexpensive solutions include providing appropriate signage; although, improving the existing wayfinding and signage was a lower priority of the general public. Roadway geometry improvements, including redesigning the function and layout of roadways, can be made to make navigation and wayfinding much more intuitive to vehicular traffic. Pedestrian and bicycle access can be improved throughout the park and within the existing trail system and should be a priority.

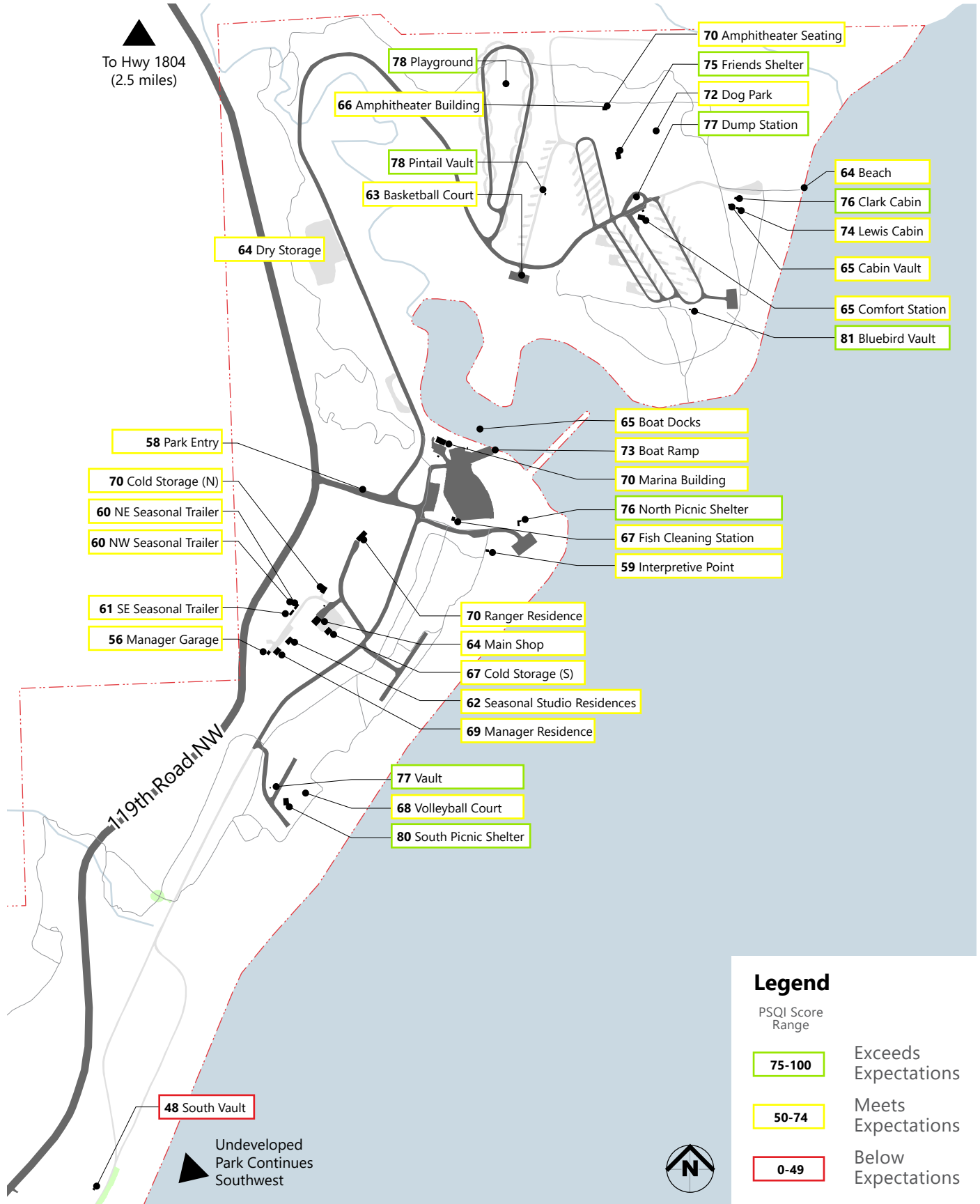
Figure 21: Park Asset &amp; Facilities PSQI Evaluation

Asset/Facility	Score	Asset/Facility	Score
Bluebird Concrete Vault Toilet	81	Volleyball Court	68
South Group Picnic Shelter	80	Cold Storage (South)	67
Pintail Loop Concrete Vault Toilet	78	Fish Cleaning Station	67
Plover Loop Playground	78	Amphitheater Building & Stage	66
Concrete Vault Toilet (North Day Use)	77	Comfort Station	65
North Playground	77	Boat Docks	65
Clark Cabin	76	Main Shop	64
North Group Picnic Shelter	76	Beach	64
Friends Group Picnic Shelter	75	Dry Storage	64
Lewis Cabin	74	Basketball Court & Hoops	63
Boat Ramp	73	Seasonal Studio Residences	62
Cabin Area Vault Toilet	72	SW Seasonal Housing Trailer	61
Dog Park Area	72	NE Seasonal Housing Trailer	60
Amphitheater (seating & surfacing)	70	SE Seasonal Housing Trailer	60
Cold Storage (North)	70	Lewis & Clark Interpretive Point	59
Marina Building	70	Entry Booth	58
Ranger's Residence	70	Manager's Garage	56
Manager's Residence	69	South Day Use Vault Toilet	48

Figure 22: Park Asset &amp; Facilities PSQI Criteria Scores

<b>Effectiveness</b> <i>Is the amenity being used? Is it being used for its intended purpose? Does it appear to meet visitors' needs?</i>	80
<b>Condition</b> <i>Is the amenity or facility well-maintained and in good condition? Does it need much improvement?</i>	74
<b>Comfort &amp; Image</b> <i>Does the amenity or facility make a good first impression? Is it clean and safe?</i>	71
<b>Design &amp; Construction</b> <i>Is the design and construction of the amenity or facility meeting the needs of the users served?</i>	65
<b>Access &amp; Linkages</b> <i>Are the amenities and facilities connected by pathways? Is wayfinding present to direct visitors? Are there clear and open sight lines?</i>	63
<b>Social Responsibility</b> <i>Do the amenities or facilities promote general public health, safety and welfare? Are they inclusive to individuals of all abilities and ages?</i>	54

Figure 23: Evaluation Score Map





## Business Management & Visitor Services

This section provides an overview of the programmatic, business and administrative tasks and items that occur at Lewis & Clark State Park. Business and administration include the background (“behind-the-scene”) tasks that occur, such as park expenses & revenues, service offerings and programs. These topics must be considered during the master planning process to in order to understand the current reality that the park operates within. By reviewing business and administration topics, we can begin to align them to the preferred future and better predict the effort that is required.

### General Information

The North Dakota State Parks & Recreation Department has three (3) primary sources of funds for parks, operations and programs. General Funds are used to fund permanent staff wages and benefits. “Special Park Funds” are derived from revenues from annual passes, campground revenue, mineral royalties and state grants. This revenue source funds day-to-day park administration, operations and programs. The Concessions Fund is a revolving account that funds concession operations. The funds received are from concession sales, and the funds expended are used to purchase concession goods.

Lewis & Clark State Park operates on nearly a \$1.2 Million budget for the current biennium (2019-21). Annual park revenues, including concessions, is approximately \$450,000, while annual expenses are approximately \$600,000. This means that the park operates at an approximate \$150,000 deficit annually. Within the park system, parks currently have full autonomy for concessions. Merchandise selection and pricing are determined on a park-by-park basis; however, pricing for permits, passes, rentals, dry storage and marina slips are set at the Departmental level.

The advisory committee reviewed and discussed this topic through the lens of a hybrid business model called the “Benefits Model.” This model recognizes that both business and socially-beneficial approaches are needed to make decisions given

Figure 24: Revenue Sources

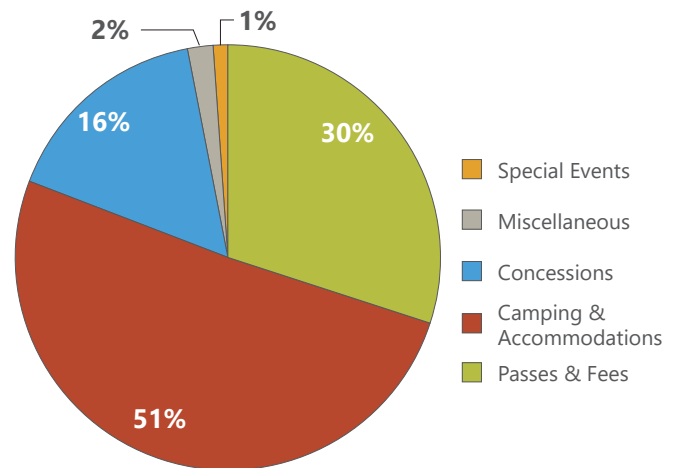


Figure 25: Budget Items

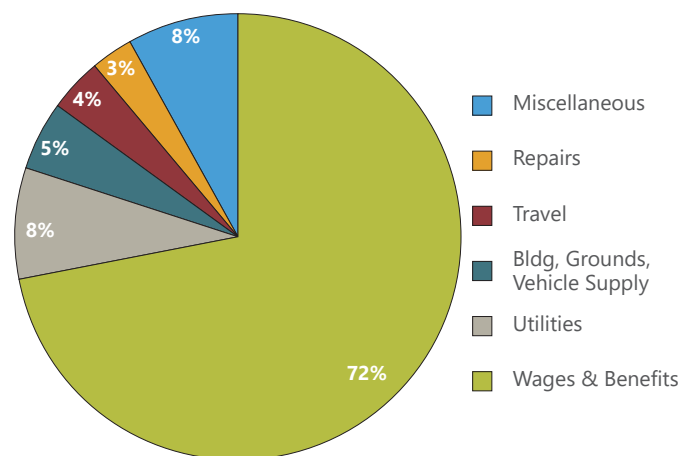


Figure 26: Average Staffing Levels

Staffing Levels	# of Staff
Full-Time Equivalents (FTEs)	3
Long-Term Seasonal	1
Seasonal	12

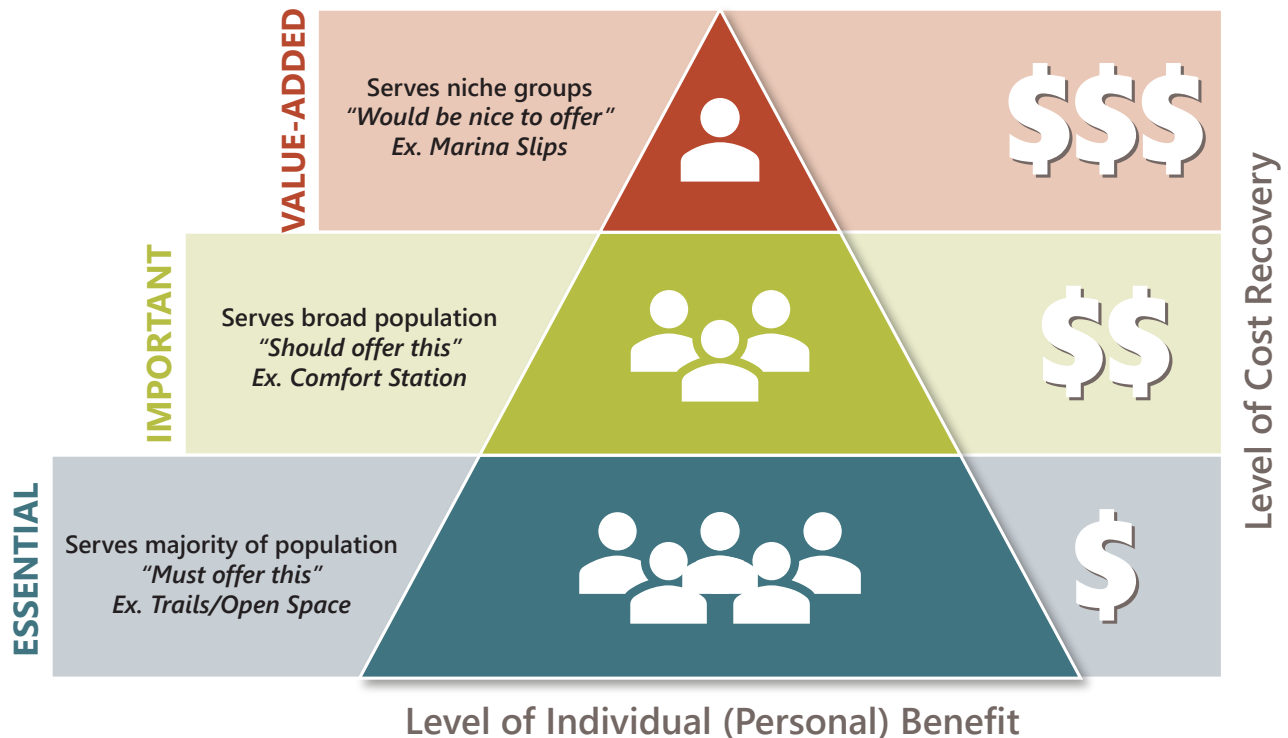
the dynamic economic times. Doing so helps the park maintain the balanced outcomes desired in the park's overall performance. This model helps to identify service lines that can recover costs in order to sustain other services.

The model has three (3) tiers: Essential Services (or "Core Mission" Services), Important Services and Value-Added (or Individual) Services (Figure 27). Essential Services are those services that the agency must provide to meet its mission, statutory and/or regulatory obligations. These are largely (if not fully) supported by public funding with little or no cost recovery. Important Services are the services that the agency should provide, are important to have to effectively serve visitors, and are broadly supported by all visitors. Services in this level of the model are supported by a balance of public funds and earned revenue.

The top of this model are the value-added services, which are the items that an agency may provide when they are fiscally sustainable through visitor support. Such services are also known as value-added because they provide value to visitors beyond what is required or expected. At this level, services have become so individualized that they should be heavily, or fully, supported by earned revenues.

The VAC participated in an activity to identify the core lines of service at Lewis & Clark State Park, analyze them, and place them within the framework of the Benefits Model (Figure 29). This discussion and review as part of the master plan helps the department better understand and better evaluate how to manage services correctly in the future, as it applies to public and private values. Ultimately, this helps position the agency to effectively and efficiently manage service delivery with a focus on resource responsibility.

Figure 27: Benefits Model



## Events, Programs & Workshops

At Lewis & Clark State Park the major (signature) events usually have been organized by community partners, such as the Friends of LCSP and the Rural Fire Department. Programs are usually organized by park staff with community partners helping or leading at times, or as needed. The design and deployment of programs is completed primarily by the park manager and ranger throughout the year. The park employs a seasonal interpreter that leads programs during the peak season. The programs are generally geared to children.

These existing programs and events were reviewed by the advisory committee through the lens of a lifecycle (Figure 28). This tool is used to inform strategic decisions about the overall recreation program portfolio at the park by identifying the stage of life a program is in. The stages are: Introduction, Take-Off, Growth, Maturation, Saturation and Decline. This tool recognizes the ongoing process to evaluate participation and trends to ensure programs continue to meet the community's needs.

It is important to provide new programs that align with needs and trends, but it is also important to have a stable core of programs in the mature stage. Those in Mature stage should be tracked for signs of saturation or decline. If services/programs never reach the final two stages, it is an indication of "over-tweaking" by staff, which results in programs never reaching their maximum participation, efficiency or effectiveness. This is particularly a concern when there is limited staff resources.

The advisory committee reviewed several of the prime events and programs sorted them into the appropriate lifecycle stages. This activity indicated that there are several programs that are either in the early or late stages of the lifecycle, with few in the mature stage.

The programs in the Saturation and Decline Stage are those in which the resources required to implement them outweigh the participation. These should be evaluated to determine if the program is still a need, then take the appropriate action: re-tool, divest or discontinue.

### Key Topics for Consideration

- Cost recovery for Important and value-added service & amenities
- Areas for potential concessions growth
- How pricing affects visitation and/or use
- Program/event evaluations & assessments
- Program & event market segment opportunities
- Partnering opportunities and sponsorships

Figure 28: Lifecycle Stages for Programs & Events

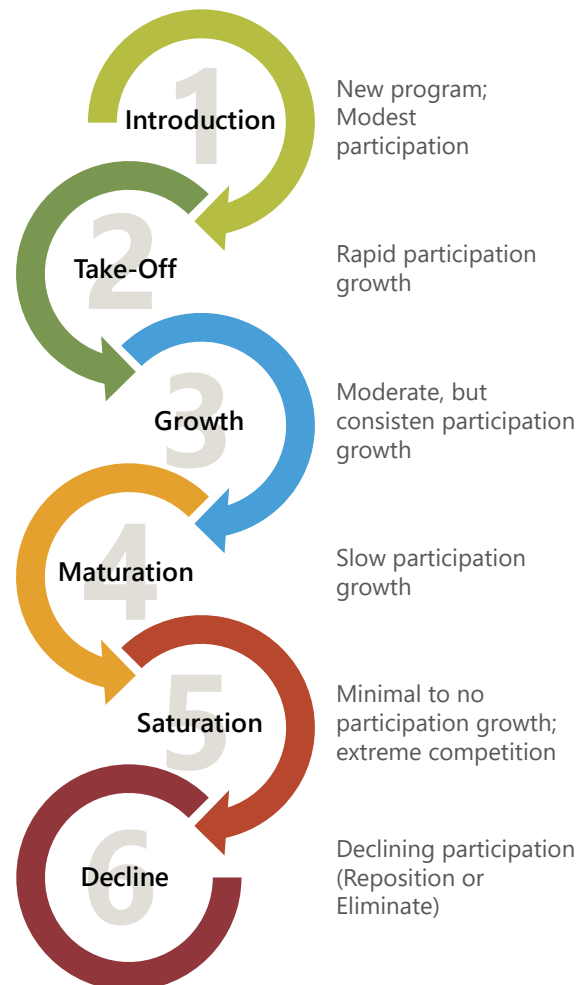


Figure 29: VAC Activity - Lines of Service

<b>Core Mission Services</b>	<b>Important Services</b>	<b>Value-Added Services</b>
<ul style="list-style-type: none"> <li>• Camping</li> <li>• Water Access</li> <li>• Swim Beach</li> <li>• Interpretive Programs</li> <li>• Picnicking &amp; Day-Use</li> <li>• Concessions</li> <li>• Customer Service</li> <li>• Safety Services</li> <li>• Community Outreach</li> <li>• Staffing</li> <li>• Maintenance</li> <li>• Toilets</li> </ul>	<ul style="list-style-type: none"> <li>• Fishing Tournament</li> <li>• Trails</li> <li>• Special Events</li> <li>• Comfort Station (showers)</li> <li>• Dump Station</li> <li>• WiFi / Telecommunications</li> <li>• Sports Courts (basketball, volleyball, etc.)</li> <li>• Playgrounds</li> </ul>	<ul style="list-style-type: none"> <li>• Camping Cabins</li> <li>• Marina Slips</li> <li>• Equipment Rentals</li> <li>• Fish Cleaning Station</li> <li>• Dog Park</li> <li>• RV Utilities</li> <li>• Dry Dock Storage</li> </ul>



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