



"Each generation must...ensure to the next, the inspiration of the outdoors' dignity, power, and elemental freedom; the opportunity to participate in its challenges of discovery and personal involvement; and the fulfillment to be found in its endless opportunities for physical release and spiritual renewal."

President's Commission on Americans Outdoors, 1987

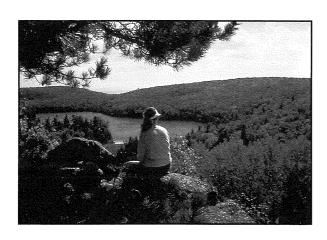


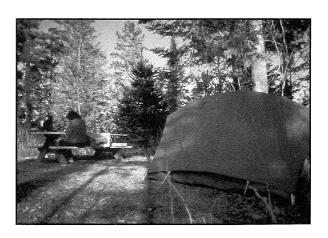


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- Minnesota State Parks' Mission and Vision Statement Detail
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#### A Word from the Director of State Parks

Minnesota has a national reputation for outstanding state parks. As Minnesota's state park system began its second century, I asked our staff to undertake a strategic planning process to identify potential areas of improvement so that the excellent state parks and recreation areas the citizens of Minnesota have come to expect can be maintained.

This ten year strategic plan documents the results of that planning effort. The plan establishes policy goals, articulates the major policy issues and identifies ways state park staff and stakeholders can address these issues.

The open and participatory process used to arrive at this plan involved all full-time state park staff and many of the division's stakeholders including DNR staff, staff from other state agencies, constituent groups and members of the public.

Although this plan represents the successful conclusion of a significant planning process, it also serves as a beginning of the next period in the system's history. The next management challenge is to translate these words into specific actions that direct daily state park operations. I am committed to implementing this strategic plan as rapidly and as deliberately as possible. I ask our staff and stakeholders to help make the ideas that follow reality — for it is only through our collective desire to make this plan come to life that the full potential of the vision embodied within it will materialize.

Bill Morrissey, Director Division of Parks and Recreation

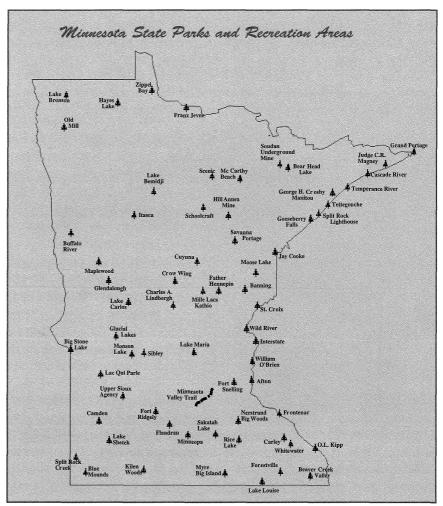


#### Introduction

The Minnesota State Park system celebrated its 100th anniversary in 1991. During this first century Minnesota's citizens succeeded in securing 65 state parks, 2 state recreation areas and 11 waysides encompassing over 220,000 acres. The distribution of sites assures that there is a state park or recreation area within 30 miles of almost every Minnesotan. These parks and recreation areas preserve many of the plant communities and geological wonders described by early inhabitants; the seas of grass, the "Big Woods," the "Blue Mounds" and cascading waterfalls. These very special places have been preserved for people to wander and wonder, to discover nature, or simply to step back from a hectic schedule and relax. Maintaining a sustainable state park system requires a strong commitment to effective recreation resource management and planning.

In recent years, statewide planning in Minnesota state parks has been primarily short-term and focused on the biennial budget cycle. A number of factors prompted management staff to look beyond this traditional planning approach. Among these are increased public demand for recreation, increased demand for environmental education, increased environmental threats to Minnesota's natural and cultural resources, increased budget pressures and increased number and diversity of state parks and recreation areas. Over the last two years the Minnesota State Park system has engaged in an extensive strategic planning process to establish a strategic vision that will guide management toward the 21st century.

This plan documents the results of that project. The effort to realize the mission, vision and goals identified in the plan will require state park staff to ask some tough



questions in the next ten years. These questions and some possible answers have been listed as strategic issues and strategies. These issues and strategies are not listed in priority order because they are all important in the long-term. Recognizing, however, that the division cannot do everything at once, some strategies that should receive greater attention than others during each biennium will be selected. Specific action steps will be identified for these two-year strategies and printed as supplements to the strategic plan throughout the next ten years. Finally, the plan is supported by several supplemental appendices that are available upon request. These supplemental materials are listed in the table of contents.

#### Social and Recreation Trends

Societal trends influence the recreational attitudes, behavior and patterns exhibited by Minnesota State Park visitors. State park managers need to understand these trends and be equipped to respond to them with appropriate facility and program modifications. Several important social and recreation trends identified in the Minnesota Statewide Comprehensive Outdoor Recreation Plan (MNSCORP) impact the issues, strategies and actions presented in this plan. Some of the trends outlined in MNSCORP are summarized below.

Minnesota's state demographer predicts that the state's population will surpass five million by the year 2020 and experience a five percent growth rate during the 1990s. At the same time, the percentage of persons age 45 and older in Minnesota's population is projected to increase to nearly 70 percent. A growth in the state's elderly population and the movement of the baby boomers into middle age will increase Minnesota's median age from 32.5 in 1990 to age 40 by 2020. By this time, persons age 65 and older will outnumber children in most Minnesota counties. Although the population in rural Minnesota is expected to be significantly older than that in metropolitan areas, the current population shift to metropolitan areas is expected to continue. By 2020, one-quarter of Minnesota's 87 counties are expected to have fewer residents than they did in 1940 and nearly 68 percent of the state's total population is expected to reside in one of three metropolitan areas in the state. Much of this growth is occurring in suburban areas.

Minnesota's households are also becoming increasingly more diverse. In 1990 only 57 percent of Minnesota's households consisted of married couples. During the 1980s the number of married couples with children declined by 4 percent while female-headed, single-parent families grew by 34 percent and male-headed, single-parent families grew by '83 percent. In addition, one fourth of all Minnesota households contain only one person. Other nontraditional households consist of two or more unrelated persons living together.

Economically, a variety of factors indicate that Minnesota may experience less economic growth and affluence than customary. For example, U.S. Census data indicated that the median income of college-educated men aged 45 to 54 in Minnesota decreased by 17 percent between 1986 and 1992, after adjustment for inflation. At the same time, the 1990 median family income for Minnesotans was slightly less than it was in 1972 when both figures are adjusted to 1993 dollars. Slowed economic growth and growing demands on the state's budgetary resources suggests that large increases in state funding of existing programs will not occur in the near future.

The amount of leisure time that Americans have available is changing as a result of these social trends. The median workweek of Americans has grown longer and real incomes have stagnated for many workers. Yet, leisure activity retains an extremely important role in Americans' lives. Leisure spending remains strong and accounts for a substantial portion of discretionary income. Travel and tourism remain leading industries in Minnesota. Nationally, Americans are taking more frequent, but, shorter trips closer to home than in previous decades. New recreation equipment, supporting a greater number of recreation activities, is becoming increasingly available. In addition, aging natural and cultural resources, growth in use of GIS technology and increasing visitation place added resource management responsibilities on state park staff.

These data support several conclusions relevant to the vision, issues, strategies and actions outlined for the Minnesota State Park system. Short-term demands for outdoor recreation should remain stable. However, the character of the demand may become more diversified. Changes in demographics, economics and recreation preferences may result in significant long-term changes in some recreation patterns. Increased competition for leisure dollars will require state park managers to become increasingly more aware of visitor expectations as programs, facilities and services are designed to provide the quality experiences and benefits accrued to people, society, the environment and the economy from state parks. Increased competition for state budget dollars will require the division's senior managers to document the spectrum of experiences and benefits that state parks provide to individuals, society, the economy and the environment.



#### The Planning Process

The Division of Parks and Recreation followed a five step strategic planning process that involved all fulltime staff and the division's stakeholders.

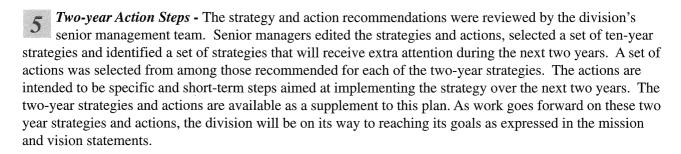
The Vision - The division gathered information to describe what the Minnesota State Park system should look like in ten years. An employee survey was administered, employee data gathering sessions were conducted throughout the state and input was solicited from stakeholders to determine their vision for a future state park system. The ideas generated from these efforts are consolidated and expressed in the mission and vision statements that follow. The components of the vision statement serve as guiding principles throughout this plan.

Stakeholder Analysis - A stakeholder analysis was conducted to identify the major stakeholders in the Minnesota State Parks system. An initial attempt was made to articulate some of the major expectations of each of these groups. A stakeholder involvement plan for the strategic planning project was developed as a product of this step.

Major Issues - State park staff and stakeholders were asked to identify some of the major issues associated with realizing the state park system's mission and vision. Data gathering sessions were conducted with employees throughout the state to develop a draft list of issues. This draft was circulated to over five hundred key stakeholders. Public meetings were conducted on the draft issues. Comments were sought from other state agencies. Eleven strategic issues resulted from this process. Each of these strategic issues is an umbrella issue for several background issues that are available as a supplement to the plan. Both the background and strategic issues have been crafted as questions rather than statements to invite solutions. Each strategic issue has been connected to the most relevant vision component.

**Strategy Development** - Employee teams were assembled to develop possible answers to each of the strategic issue questions. Each team generated a list of possible strategies and actions for their respective issues. These strategies and actions were

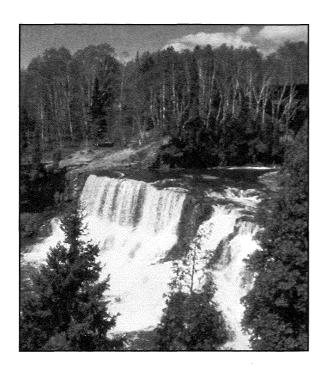
intended to provide concrete steps that the division could take to address the issues.





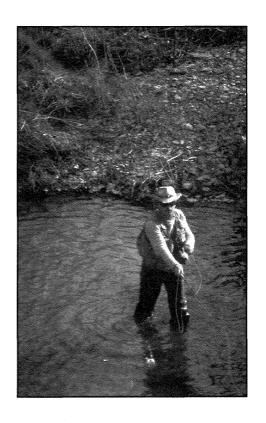
# Minnesota Department of Natural Resources Vision Statement

We will work with the people of Minnesota to manage the state's diverse natural resources for a sustainable quality of life.



## Minnesota State Parks Mission Statement

We will work with the people of Minnesota to provide a state park system which preserves and manages Minnesota's natural, scenic and cultural resources for present and future generations while providing appropriate recreational and educational opportunities.

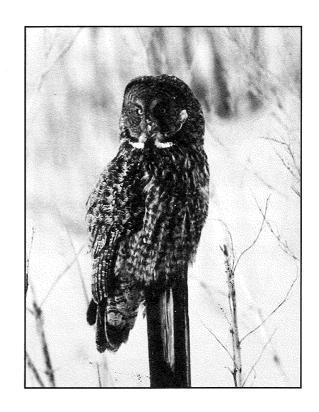




#### Minnesota State Parks Vision Statement

We will continue to work with the people of Minnesota to ensure that the Minnesota State Park system will be sensitive to the needs of current and future generations and guided by the following principles and values:

- A commitment to ensure deliberate and effective natural, cultural, historical and archeological resource management;
- \* A commitment to provide appropriate recreational opportunities;
- A commitment to maintain a proper balance between resource protection and recreational use of state park lands;
- \* A conscious recognition of our responsibility to the public for wise and prudent acquisition and development of state park lands;
- A recognition of our environmental education and interpretive roles;
- A pledge to provide high quality public service;
- A promise to consistently seek public involvement and support in decision making;
- \* A conscious and continuous effort to respect the valuable human resources embodied in our employees and the public;
- \* A commitment to manage state parks for the benefits that they provide to people, society, the environment and the economy;
- A continued desire to actively seek and adopt innovative, effective and efficient management practices; and
- A realization of our responsibility to secure and maintain the resources necessary to implement our mandates and mission.







A commitment to ensure deliberate and effective natural, cultural, historical and archeological resource management.

#### Strategic Issue

What is the division's role in managing state park natural, cultural, archeological, historical and scenic resources within larger landscapes?

This issue relates to the growing awareness throughout the DNR that individual divisions cannot operate as separate entities when approaching resource management. In order to manage the natural, cultural, historical and archeological resources within the borders of 67 units, the division must also look to the areas surrounding each park.

State park resources often represent their landscape regions. How state park management plans and actions correspond with management objectives for larger landscapes or ecoregions has not been clear. State park management decisions need to consider the significance of the cultural, historical and archeological resources within state parks to maintaining the biological and ecological integrity of each park's landscape.

The division needs to identify and articulate how its resource management mission, plans and actions for each park compare and contrast to those of other public and private land managers within the respective landscapes. Failure to manage state park resources as part of a landscape or ecoregion could result in loss of the critical resources protected within each park.

- A Clearly document the division's resource management operational goals and encourage an ecosystem-based approach to resource management.
- **B** Work actively to support landscape management planning and ecosystem-based management practices.
- Assume a more active role in managing state park natural, cultural and archeological resources.
- Increase efforts to incorporate resource management into our daily operations.
- E Develop a long-term natural resource research agenda to obtain a more complete knowledge of the resource base found within state parks.
- **F** Provide leadership and expertise to DNR and other Integrated Resource Management teams and initiatives.
- Reestablish the resource base that attracts people to state parks where it has been altered.
- **H** Communicate and establish support for resource management practices through interpretive services.



A commitment to provide appropriate recreational opportunities.

#### Strategic Issue

### How can the division effectively manage visitor activity within state parks?

Minnesota's state parks receive over 8,000,000 visitors per year. State park staff has a dual responsibility to provide quality recreational opportunities for current as well as future visitors while maintaining the integrity of state park resources. At the core of this responsibility is the need to manage conflicts among visitors, visitor access to resources, resource protection programs, environmental education programs, public information programs, law enforcement and maintenance programs. The division is challenged to incorporate visitor management concerns into daily decision-making and management practices.



- A Maintain a high level of customer service.
- Adopt management practices that recognize individual park differences and assign decision-making authority appropriately.
- Focus future planning efforts on a broader-based sustainable recreation framework within a given landscape region.
- **D** Conduct continuous assessment and improvement of the state park enforcement program.
- Address accessibility and cultural diversity in state park planning, decision-making and management.
- **F** Adopt a benefits-based management approach to providing recreational opportunities.



A commitment to provide appropriate recreational opportunities.

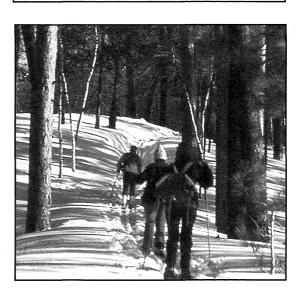
#### Strategic Issue

## What niche do state parks fill in providing recreational opportunities within the spectrum of other recreation providers?

This issue begins from the premise that state parks cannot be "everything to everyone". The division needs to be aware of other public and private recreational opportunities within the state and how state parks complement those opportunities without competing with them. The division also needs to be aware of how state parks fit into regional and statewide tourism opportunities, keeping in mind that some of the state's most significant natural resources exist in state parks. In addition, it is important for the division to describe its role in providing public recreational and environmental education opportunities to its stakeholders. This process should involve recognition that the recreational opportunities provided in individual parks may vary depending upon resources within the park and the recreational opportunities offered near the park.



- A Identify recreational activities that should be accommodated in state parks.
- Maintain a leadership role in DNR's efforts to provide the public with recreational opportunities throughout the state.
- Coordinate with other agencies and recreation providers (public and private) in developing and managing recreational delivery systems.
- Research, document and publicize the comprehensive benefits and impacts of state parks to individuals, society, the economy and the environment.





A commitment to maintain a proper balance between resource protection and recreational use of state park lands.

#### Strategic Issue

What is the appropriate balance between resource protection and providing recreational opportunities within state parks?

The division has a dual role to protect the state park resource base and to provide for recreation. This is an ongoing responsibility that is not geared toward making a choice between resource protection or providing for recreational opportunities, but rather aimed at demystifying what the appropriate balance is between the two in a given set of circumstances. In addition, the division needs to clearly communicate to its stakeholders how the state park system provides this balance. The amount of human use state park natural resources will sustain before they become irrevocably damaged is limited. At the same time, the division has a responsibility to provide the public with access to recreational opportunities. Not all recreation activities are equally intensive and different resources have different tolerance levels. The division should attempt to identify critical indicators of environmental quality within state park ecosystems. The division should use these indicators to set parameters for how state parks will maintain a balance between resource protection and providing recreational opportunities. Included in this effort is the need to establish desired future conditions for individual parks and resources.

- A Encourage an ecosystem-based planning process that focuses on defining each park's unique recreation and resource management role within the landscape.
- **B** Work to determine a level of sustainable development that can occur within and around state parks.
- Develop a set of Desired Future Conditions (DFC) for each state park that define what state parks should represent statewide and individually.
- Provide recreational opportunities that allow the public to obtain those experiences and benefits gained from participation in recreation and educational programs within natural settings.
- E Develop a long-term social research agenda for the division.
- Prevelop a process to involve representatives of key stakeholders in the division's major planning efforts.



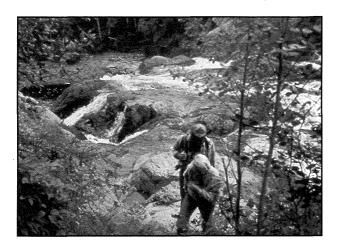
A conscious recognition of our responsibility to the public for wise and prudent acquisition and development of state park lands.

#### Strategic Issue

## How is the appropriate size and makeup of the state park system determined?

This issue challenges the division to establish a set of long-range land acquisition priorities for state parks. The general belief that the state park system will continue to expand its offerings, both in the number of state parks and the visitor amenities available at each state park has guided state park acquisition and development for several decades.

This issue challenges the division to develop a set of concrete state park acquisition and development priorities and guidelines that are consistent with the its mission, recognize future budgetary constraints and accommodate increasing and changing consumer demands for outdoor recreational opportunities in state parks. At the same time, clear criteria should be developed to evaluate whether particular land masses are of state park quality and should be considered for inclusion in the state park system.



- A Identify criteria for designating lands as state parks or recreation areas and establish a statewide written priority system for land acquisition.
- **B** Identify alternative ways to protect state park quality lands that do not necessarily mean state park ownership.
- C Identify approaches to address emergency reductions in system size.
- Develop areas within state parks to accommodate various types of recreation opportunities.
- *E* Identify where additional state park or recreation area units may be needed in terms of the public's recreational needs.
- Identify the need for additional state parks or recreation area units in terms of protecting and interpreting Minnesota's natural, cultural and archeological heritage.



A recognition of our environmental education and interpretive services roles.

#### Strategic Issue

### What is state parks' role in providing environmental education in Minnesota?

There are several public and private organizations providing environmental education in Minnesota. The division needs to clearly delineate its responsibilities in relation to other environmental education providers and the 1990 Environmental Education Act. In addition, the division's role in implementing the statewide Environmental Education Plan (Minnesota Greenprint) needs to be more clearly articulated. Historically, state parks have provided non-formal environmental education programs in natural settings to park visitors and school groups. This effort has often been ignored or undervalued by more formal environmental education providers and other DNR units. This issue challenges the division to clarify and increase the recognition of its role within the larger sphere of environmental education providers and to coordinate state park environmental education efforts with other providers.



- A Increase integration of interpretive services within the division's normal operations and management.
- **B** Define state parks' environmental education products and its role in providing environmental education.
- C Develop interpretive plans for each state park.
- Establish a statewide set of divisional priorities for environmental education that provides general program guidance for individual park interpretive efforts.
- **E** Develop a customer-oriented approach to providing environmental education.
- Provide a leadership role in environmental education within the DNR while communicating and cooperating with the outside educational community.
- **G** Develop an exterior outreach and environmental education program.



A promise to consistently seek public involvement and support in state park decision making.

#### Strategic Issue

How are differing viewpoints from the public incorporated into the division's overall planning and decision making processes?

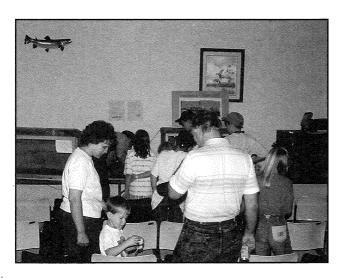
State parks exist for the people of Minnesota. Consequently, a need exists to involve the division's stakeholders in state park planning and management decisions. However, stakeholders do not all agree on the management directions that the state park system should take. The challenge inherent to this issue is to solicit and use input from a variety of stakeholders, including those who do not currently visit state parks, on policy issues facing the division. The division must strike an effective balance among the various stakeholder opinions, the needs of the resources within state parks and the state park systems overall mission and vision during the decision-making process.

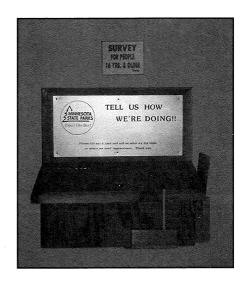
#### Strategies

A Maintain a marketing program that seeks to establish support for state parks.

**B** Continue to encourage the formation of key associations with land managers and citizens to influence and respond to regional landscape and state park needs.

C Continue being responsible to public input into planning and decision-making processes.







A conscious and continuous effort to respect the valuable human resources embodied in our employees and the public.

#### Strategic Issue

## How can the division continue to improve its organizational structure to foster shared decision-making?

Participatory decision-making is the division's goal. Employees throughout the organization offer the division particular levels of expertise and experiences which are valuable when decisions are made. Staff throughout the division should also play a role in developing major policy decisions that affect them and the division.

While the importance of engaging in participatory decision making is at the core of this issue, a clear delineation of responsibility, authority and accountability for decision-making within the division is important and reflects a commitment to having decisions made by the appropriate people. A healthy organization also needs to continually evaluate the effectiveness of its organizational structure and to make periodic modifications to reflect changing issues, resources, missions and mandates and employee expertise. The division must continue to examine its organizational structure and be receptive to alternative ways of organizing itself that may result in better public service, an improved work environment, more effective use of staff time and higher quality state parks.

- A Develop a decision-making process that involves people with the necessary expertise for individual decisions.
- **B** Support decisions once they have been made and look forward to new challenges and opportunities.
- Clearly communicate to everyone in the division decisions made and who is responsible for making decisions.
- **D** Continuously evaluate the division's organizational structure.
- *E* Increase the division's recognition that planning and staff development are part of its daily operations.
- F Support use of technological advances for development of recreational opportunities, communication, interpretation and resource management.



A continued desire to actively seek and adopt innovative, effective and efficient management practices.

#### Strategic Issue

How can state park staff facilitate an open line of communication throughout the entire division and between the division and other DNR units?

The division strongly supports an organizational culture that promotes honest and open communication throughout the division and the department as a workplace norm. Such a culture encourages staff to express their individual opinions on issues facing the division without fear of negative repercussions. At the same time, the division actively solicits innovative ideas and solutions to problems from all employees. Staff throughout the division also needs to recognize and support each others strengths and contributions to building a positive communication network.

The division will examine other organizations to identify alternative communication methods which may assist in developing a more effective and quality oriented communication system than currently exists within the division.



- A Work to eliminate barriers to effective internal and external communication and team building.
- **B** Foster a climate that supports and encourages innovation, staff input, and involvement in interdisciplinary teams.
- Recognize, understand and appreciate the importance of every employee's role in the division and the DNR.
- Continue to maintain state park's unique leadership role in DNR.
- E Utilize Integrated Resource Management, cooperation, stakeholder involvement, participatory decision-making and teambuilding in the division's planning efforts.
- F Broaden state park's role in providing interpretive services to other DNR units.



A realization of our responsibility to secure and maintain the resources necessary to implement the state park mandates and mission.

#### Strategic Issue

## How does the division secure adequate and stable funding for state parks?

One of the central components of developing an approach to securing adequate and stable funding is articulating a baseline definition of the terms adequate and stable funding. This includes establishing long-term and short-term divisional budget goals and objectives. Without a clear description of the two concepts, it becomes difficult to develop meaningful strategies for achieving and measuring the division's success. However, the division must be cautious in establishing these definitions and allow for the possibility of future growth in need. In addition, a set of basic strategies and actions need to be developed to guide the division's efforts to secure adequate and stable funding for the state park system based on these definitions.



- A Continue to document the costs of acquiring, developing, maintaining and operating the state park system.
- **B** Secure a dedicated funding source.
- C Maintain open communication between all stakeholders involved.
- Identify potential revenuegenerating opportunities that do not negatively impact the resources within state parks.
- Encourage employees and stakeholders to recognize that state parks provide a wide range of benefits to visitors, society, the environment and the state's economy.



A realization of our responsibility to secure and maintain the resources necessary to implement the state park mandates and mission.

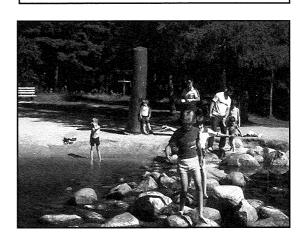
#### Strategic Issue

## How does the division equitably distribute funds throughout the state park system?

For several years the division has been using its Minimum Operating Standards as a tool to determine budget needs for field operations. This baseline data has guided the distribution of operating funds for field operations. This issue challenges the division to develop a statewide approach to distributing its funds fairly and reasonably. The approach should be applied to all levels of the division's operating structure: i.e. field, region and central office. In addition, the system should be applicable under a variety of funding scenarios ranging from full funding of Minimum Operating Standards to incorporating budget reductions.



- A Involve state park field staff in decision-making on budget distribution and funding priorities.
- **B** Support and reward innovative approaches suggested by individual managers to resolving budget difficulties while remembering to keep distribution of funds equitable.
- Continuously increase the amount of credibility in the process used by the division for distribution of money at less-than-optimal levels of funding.
- Expand funding distribution formulas to all divisional programs.





#### Plan Implementation

Perhaps the greatest challenge to completion of a strategic plan rests with the implementation phase. This plan has established a significant agenda for the next ten years. The supplemental Action Plan has also identified some specific actions that will be taken in the next two years to move toward realization of the ten-year vision. The strategies and actions found in these documents require commitment, follow-up and evaluation. The division's work planning process will be used to assign specific tasks, establish timelines and write evaluation measures to measure performance for each two-year action plan developed.

During the second year of each two-year period of this plan, the division will reexamine the plan for continued accuracy. As part of this review, a set of strategies and action steps that should receive increased attention during the following two-year period will be identified and documented. Employee work plans will be revised as appropriate to incorporate the selected strategies and action steps.

During the fifth year of the plan, the division will undertake a more detailed review of the plan. This review will assess the progress made during the preceding five years toward realizing the initial vision and identify relevant alterations of the course established by the original plan.

As the ten-year period draws to a close, the division will undertake a comprehensive examination of the entire strategic plan and develop a new strategic plan for subsequent years. This review will be broader and focus attention more directly on articulating the mission, vision, goals, issues and strategies for the following period of time.

#### Plan Evaluation

Ongoing evaluation of the effectiveness of both the original plan and the implementation efforts will be important to realizing the division's strategic planning goals. The planning process used to develop this plan will be evaluated by staff and senior managers within six months of completion of the effort. A periodic evaluation of the efforts to implement the action steps will be a necessary component of the two-year reviews. Progress made toward implementation of the action steps will be part of the division's work planning and employee performance review processes. Evaluation of the plan's effectiveness on daily park operations will be an important component of the planning process for the division's next strategic plan. In addition, the plan's ability to articulate an accurate vision, mission, list of issues and set of strategies will be central to the evaluation effort. Finally, the degree of ongoing employee and stakeholder involvement in plan implementation and evaluation efforts will be an important component of measuring the plan's overall effectiveness.





"The legislature finds that the unique natural, cultural, and historic resources of Minnesota provide abundant opportunities for outdoor recreation and education, and finds that these opportunities should be made available to all citizens of Minnesota now and in the future."

Minnesota Outdoor Recreation Act of 1975, Minnesota Statutes 86A.02



**Minnesota Department of Natural Resources**