

# Sacajawea Center Master Plan



**September 2007**

**Prepared for the City of Salmon  
by**

**Laurel York Odell, Concepts in Writing, Inc.  
Gina Knudson, Salmon Valley Stewardship  
Mike Perry, Museum of Western Colorado  
Adrienne Blausser, Salmon Valley Stewardship**

## Executive Summary

In November 2006, at the behest of the Idaho Governor's Lewis and Clark Trail Committee, the City of Salmon undertook a long-term planning process for the Sacajawea Interpretive, Cultural and Educational Center. Requests for assistance were distributed and a team of consultants hired to facilitate and guide development of a plan for the long-term sustainability of the Center.

The Sacajawea Center was a project envisioned as early as 1985 by Lemhi County residents, members of the Lemhi-Shoshone tribe, and a diverse group of others including federal and state agency representatives. The project was brought to fruition through federal agency grant dollars to correspond with the national Lewis and Clark Bicentennial Commemoration and to celebrate Salmon's role as the birthplace of Sacajawea. In September 2001, the City of Salmon purchased a 71-acre property 1 mile east of Salmon for the Sacajawea Center site. The Lewis and Clark Bicentennial celebration in 2005 and 2006 was the main focus of much of the Center's initial activities.

The primary sources of revenue for the Sacajawea Center have been the Department of Housing and Urban Development, the Idaho Governor's Lewis and Clark Trail Committee, and the Bureau of Land Management. For five of the past six years of operation, the Sacajawea Center has required funding from the City of Salmon's general fund for operating expenses. Sentiment in the community began to emerge for the city to discontinue this subsidization and to focus city funds on other priorities. The consulting team was charged with developing a master plan that would outline operating strategies for the long-term sustainability of the Center, with assistance from an advisory team of community/stakeholder representatives that included members of the Agai Dika Lemhi-Shoshone.

Over the next seven months, the consulting team accomplished the following tasks:

- Compiled the history of the Sacajawea Center.
- Completed an organization assessment (evaluation of programs and services as well as finances, communications, staffing, technology, facilities, leadership, and planning).
- Conducted a community survey (108 responses from community members in addition to 41 personal interviews with business owners, tribal members, media managers, federal agency personnel, and many others).
- Researched and conducted interviews with 12 similar organizations, a task that included benchmarks for museum performance attained from the Association of Museums.
- Developed operating scenarios for three options for running the Center:
  - Scaled-back operations by the City of Salmon
  - Ownership and operation by the Lemhi County Historical Society
  - Operation by the Idaho Department of Parks and Recreation
- Prepared a plan and timeline for implementing the recommended operating option.

The following are key findings from the process:

- Planning of the Center dates back to 1985. All five plans have contained a multicomplex aspect (museum space, visitor center, performing arts theater, etc.). Each plan outlined multimillion dollar projects requiring significant leveraging of federal dollars.
- The Lewis and Clark Bicentennial Commemoration provided the opportunity to bring federal dollars (over \$1.7 million) to the community for the project.
- Respondents to the community survey believe the Center has several **strengths**:
  - Physical location and setting
  - Outdoor amphitheater
  - Commemoration of Sacajawea

- Respondents to the community survey also believe the Center has several **challenges**:
  - While there is community pride in the Center, there are other priorities for limited City of Salmon resources.
  - The community is concerned that the City is not communicating enough information regarding visitation and financial projections.
  - Community support is insufficient to move the Center into self-sustaining operations.
  - An arts and cultural complex must be addressed as a separate project from the Sacajawea Center.
- Similar organization research revealed other projects rely on greater subsidization and lack the diversity of partnerships now supporting the Sacajawea Center.

Based on the information gathered from the community surveys, similar organization research, and their combined experience and expertise, members of the consulting team—as well as the Advisory Team—recommended going forward with the following master plan recommendation and goals for the long-term sustainability of the Sacajawea Interpretive, Cultural and Educational Center.

### ***Mission/Purpose***

To honor and provide education regarding Sacajawea and her people, the Agai Dika Shoshone, and their role in Idaho and American West culture; and, stewarding Lemhi River front lands for future generations.

### ***Recommendation***

For the long-term sustainability of the Sacajawea Center, it is recommended that the City of Salmon seek additional cooperative/partnership support. A major component of the additional cooperative partnerships would be management and operation of the Sacajawea Center by the Idaho Department of Parks and Recreation by fiscal year 2009–2010.

### ***Sustainability Goals***

- I. Continue to increase community involvement in, attendance at, and support of the Sacajawea Center.
- II. Negotiate formal operating agreements for new and/or additional resources for the operation of the Sacajawea Center with, but not limited to, the following:
  - Shoshone-Bannock Tribes for cultural interpreters, possible campsite development, and gift shop inventory.
  - Idaho Governor’s Lewis and Clark Trail Committee for additional funding to implement the master plan and to secure the political support needed for legislative approval.
  - Lemhi County Historical Society for increasing volunteer and docent support.
  - Bureau of Land Management for continued and/or expanded administrative and program support.
- III. Garner state legislative and executive office approval for Idaho Department of Parks and Recreation operation and management of the Sacajawea Center by the end of the 2009 legislative session.
- IV. Continue to increase revenues through leveraging city resources and funds, exploring additional opportunities, and maximizing efficiencies in the use of resources.

Successful implementation depends on several critical factors:

- Personal endorsement of Governor C. L. “Butch” Otter
- State legislature approval (endorsement by Representative Lenore Hardy Barrett, Senator Jeff Siddoway, Representative Jo An Wood, and others)
- Advocacy from the Idaho Department of Parks and Recreation Board, executive staff, and field staff
- Unified support from the Salmon City Council and Lemhi County Commissioners
- Backing from Salmon Valley residents
- Financial assistance from the Idaho Governor’s Lewis and Clark Trail Committee
- Continued city management during the interim

In addition to implementing strategies for achieving the sustainability goals, the following operational issues identified through the master plan development process should be addressed by appropriate city staff and/or contractors to improve operational effectiveness and efficiency during the next two years:

- Clearly articulate and communicate a definitive purpose, vision, and core values of the Center to all constituents.
- Create staff job descriptions that realistically reflect work outlines and functions needed to effectively operate the Center and then recruit staff that meet the qualifications required for the functions outlined.
- Develop and implement evaluation processes and personnel policies for providing clear understanding of staff performance expectations and any issues that may arise.
- Increase employee access to coaching and training for greater general business management knowledge and expertise (budgeting, planning, evaluation, marketing, finance, etc.).
- Provide computer equipment and software to enable staff to be more effective and efficient in their jobs.
- Continue annual business planning for the Center with measurable objectives to provide a solid base for accurate budgeting and determining program efficiency and effectiveness.
- Clarify what written policies are in place for the safety of the staff and clients relating to all programs and what policies may still need to be written.
- Evaluate the purpose, objectives, and benefits of Sacajawea Heritage Days to determine whether the event and community are best served with the City of Salmon as the primary sponsor
- Clearly define, outline, and prepare written procedures for authorizing, processing, recording, and paying functions and systems for internal control of finances and cash flow.
- Develop and implement systems for tracking, monitoring, and reporting grant funds in a timely manner.
- Clearly document allocation of indirect or direct costs to the Sacajawea Center from other city departments, funds, and resources.
- Produce program materials that are eye-catching, informative, and easy to understand.
- Improve accuracy, clarity, and timeliness of internal communications (within the hierarchy).
- Complete basic capital improvements to the main building and yard.

The following estimates are for the total costs, in dollars, for completing the four sustainability goals:

Project support	95,000–125,000
Communications	2,850
Travel	23,840–35,760
Total estimated costs	<u>121,690–163,610</u>

The process for implementing the plan will require the support of many individuals of varying backgrounds and perspectives. The process must be flexible and timely to adapt to the many variables and influences that may arise during implementation.

The Sacajawea Interpretive, Cultural and Educational Center is a special place. Its unique attributes of purpose, setting, and offerings cannot be duplicated or replaced, only enhanced and preserved for future generations.

# Table of Contents

- Executive Summary ..... i**
- Mission/Purpose ..... ii
- Recommendation ..... ii
- Sustainability Goals ..... ii
- I. Plan Development Overview ..... 1**
- II. Research Methods and Results ..... 3**
- Center History and Operations ..... 3
- Similar Organization Research ..... 11
- Key Stakeholder Survey ..... 15
- III. Recommendation and Master Plan ..... 21**
- Implementation Overview—August 2007 ..... 21
- Recommended Timelines ..... 22
- Required Resources and Budget Justification ..... 24
- Infrastructure Issues to Address ..... 25
- Attachment A—Consulting Team Credentials ..... 26**
- Attachment B—2007–2008 Sacajawea Center Business Plan ..... 27**
- Objectives ..... 27
- Strategies ..... 27
- Attachment C—Sacajawea Center Fund, Fiscal Years 2001–2007 ..... 32**
- Attachment D—Similar Organization Responses ..... 36**
- Attachment E—Stakeholder Survey ..... 39**
- Attachment F—Potential Operating Options ..... 41**
- I. City of Salmon ..... 41
- II. Lemhi County Historical Society ..... 44
- I. Idaho State Parks and Recreation ..... 49
- Attachment G—Proposed Project Support ..... 52**
- Scope of Work and Specifications ..... 52
- Owner Provided ..... 53
- Proposal Instructions ..... 53
- Evaluation of the Proposals ..... 54

This page left intentionally blank.

## I. Plan Development Overview

The Sacajawea Interpretive, Cultural and Educational Center was a project envisioned by Lemhi County residents, members of the Lemhi-Shoshone Tribes, and a diverse group of others including federal and state agency representatives. The project was to correspond with the national Lewis and Clark Bicentennial Commemoration and to celebrate Salmon's role as the birthplace of Sacajawea.

In September 2001, the City of Salmon purchased a 71-acre property 1 mile east of Salmon for the Sacajawea Center site. During the Sacajawea Heritage Days celebration in August 2003, local, state, federal, and tribal dignitaries dedicated the Center. Work continued at the facility, and by August 2005, the Center hosted the National Park Service's traveling exhibit, "Corps of Discovery II, 200 Years to the Future." The Lewis and Clark bicentennial celebration in 2005 and 2006 was the main focus of much of the Center's initial activities. The Sacajawea Center continues to honor the historic significance of time spent by the Corps of Discovery in Lemhi County, the natural world its members explored here, and the culture they encountered—the Lemhi-Shoshone people. A number of activities and events are ongoing at the Sacajawea Center:

- Sacajawea Heritage Days
- Salmon Outdoor School
- Art and artifact exhibits
- Interpretive lectures
- Community garden
- Food for Thought lecture series
- Low Ropes Challenge Course
- Walking/cross-country ski trail
- Fishing on the Lemhi River
- Birdwatching
- Outdoor concerts
- Weddings and other special events

To sustain programs and facilities into the future, the City of Salmon determined that a long-term sustainability plan needed to be developed for the Sacajawea Center to identify options for future operations. The Idaho Governor's Lewis and Clark Trail Committee provided grant funding for the City of Salmon to develop a master plan for the Center's future operations. A request for proposals for master plan development was distributed and ultimately awarded to Concepts in Writing, Inc./Laurel York Odell, a nonprofit organizational specialist; Salmon Valley Stewardship, a local nonprofit organization that promotes sustainable natural resource-based industry; and Mike Perry, director of the Museum of Western Colorado. Information about the consulting team is included in Attachment A.

As required by the city, the planning process included evaluation of site uses and development, actual and projected markets, programming, actual and realistic projected revenues, operating and maintenance costs, and staffing. The team of consultants conducted the following specific activities as part of plan development:

- Recruited and facilitated the community Advisory Team, which included representation from the Agai Dika Lemhi-Shoshone community.
- Researched and summarized the Center's development and operating history.
- Researched similar projects/successful models for operating options and funding sources.
- Conducted a comprehensive organizational assessment of fiscal systems, staffing, resources, programs, and services to identify management and operational issues.
- Conducted a community survey and meeting to foster positive community ownership of the Center, identify currently unknown concerns related to the Center, and gain feedback on alternatives for operating the Center in the future.
- Developed and outlined recommended operating options and their feasibility for the long-term viability of the Center.
- Provided a draft implementation plan and timeline for a recommended operating option.
- Presented this final report and summary of the process to the city council.

Management options, actions, and priorities for preferred options were identified and an implementation plan and schedule provided. All work was reviewed by and received input from the Advisory Team, whose primary role in plan development was to provide direction and feedback to the consulting team through a series of meetings to ensure key stakeholder support and advancement of a plan best suited for the Center and the community. The Advisory Team was composed of individuals who had been directly involved in the operations and/or programs and activities of the Center or those who had provided funding and other forms of critical support. Advisory Team meetings were open to all members of the community. The following were members of the Advisory Team:

- Angie Hurley, Sacajawea Center
- Anne Schorzman, Governor's Lewis and Clark Trail Committee
- Barbara Strickfaden, community citizen
- Beth Waterbury, Idaho Department of Fish and Game
- Bill and Rose Bolton, Lemhi County Historical Society
- Bob Russell, retired U.S. Forest Service employee
- Carolyn B. Smith, Shoshone-Bannock Cultural Committee
- Chuck Kane, Lemhi County Historical Society
- Cheryl Jones, Lemhi County Historical Society
- Claire Wiley, Lemhi County Historical Society
- Dale Ford, volunteer
- Dan Smith, Idaho Department of Parks and Recreation
- Dave Call, Lemhi County Historical Society
- Ella Deutchman, Salmon Chamber of Commerce
- Gary Van Huffel, City of Salmon
- George Miley, Salmon City Council
- Hope Benedict, Lemhi County Historical Society
- Janice Torrey, Salmon Arts Council
- Jim Baker, Salmon City Council
- Joe Bigley, Salmon Outdoor School
- Karen Ballard, Idaho Department of Commerce
- Keith Petersen, Governor's Lewis and Clark Trail Committee
- Mary Ann Oberhaus, Salmon Arts Council
- Mike Crosby, Lewis and Clark historian
- Rene Toman, Lemhi County Economic Development Association
- Roger Grenier, citizen
- Scott Feldhausen, Bureau of Land Management
- Steve Hartmann, Bureau of Land Management
- Tawna Skinner, Heritage Garden
- Terry Hershey, Salmon-Challis National Forest

Work was begun in February 2007 and completed by the end of August of the same year.

## II. Research Methods and Results

The City of Salmon requested that the consulting team conduct research into three areas: project history and Center statistics; similar projects and successful models; and public perception of local, regional, and state needs and interests. The latter two projects involved interviews and surveys. Methods and results of the three research projects are provided in this section.

### **Center History and Operations**

Research regarding the Center's history and operations was conducted via a review of documents and materials as well as through personal interviews with city staff. In addition, consulting team members conducted an organizational assessment of infrastructure and programs to determine relevant management issues.

### **Background**

The history of the Center is as varied as the perceptions regarding it. The first plan outlining a concept for the Center was drafted in 1985. The study, reported in *A Convention and Cultural Center for Salmon, Idaho Programming and Feasibility Study Report*, was conducted by Arts Development Associates and funded by the Idaho Commission on the Arts, Steele Reese Foundation, and Western States Arts Federation. It outlined a 400-seat auditorium and convention center/activities hall, with room for Salmon Arts Council and Chamber of Commerce offices, the Lemhi County Historical Museum, Elmer Keith Museum, and a visitor center. Management was to be provided by a quasi-public corporation made up of the school district and city and county shared jurisdiction, with formal representation of the Salmon Arts Council and Chamber of Commerce. It was recommended that a special district be authorized to finance construction and operate the buildings through issuance of bonds with suggested revenues of 40% bond issue, 40% corporate/foundations, 10% federal/state grants, and 10% business and individual contributions. The estimated costs then were \$2.2 million in capital construction and \$75,000 in annual operating costs.

Next came a study conducted in 1998 by the Salmon Arts Council and Mayor's Committee on Tourism and Economic Development for the City of Salmon and Lemhi County. Results were reported in the *Mayor's Committee on Tourism & Economic Development Heritage & Recreation Facility Report*. This report outlined the development of a heritage complex that would include the Sacajawea historical center, museum, and tourist shop/information center, Lewis & Clark Community Center, restaurant, swimming pool, and ice rink. It suggested that building funds be acquired through grants, fundraising, and donations. In-kind donations were to be used extensively throughout development. Maintenance and operations would be covered through membership fees, conference and rental fees, restaurant/tourist shop profits, and continuing grant support from other agencies. The estimated costs for this facility were \$3.6 million.

At this time, the Idaho Governor's Lewis and Clark Trail Committee became involved and assisted community leaders and committee members with seeking federal dollars for the project. From their point of view, the project defined as a visitor/interpretive center could serve as a lasting legacy in Idaho to commemorate the Lewis and Clark expedition and Sacajawea's contribution to that expedition. To date, the Idaho Governor's Lewis and Clark Trail Committee has invested over \$200,000 in planning and implementation of various aspects of the Sacajawea Center. The Governor's Committee was also influential in assisting Salmon with obtaining the first federal appropriation from the Department of Housing and Urban Development (HUD) of \$997,800 in 2001 and the second appropriation for \$894,690 in 2004.

These federal appropriations were approved based on outlines developed from results of the feasibility study conducted in December 2000 (and reported in the *Sacajawea Education and Interpretive Center, Business Feasibility Study*) by the Idaho Small Business Development Center and further efforts

conducted by the Project Research Committee of the Lemhi County Lewis and Clark Bicentennial Committee (reported in *Sacajawea Interpretive, Cultural & Education Center Site 6 Project Plan Acquisition and Phase 1*). The direction for the project was compiled from visions shared by lateral family descendants of Sacajawea, community groups, individuals, local professionals, and leaders. This is the stated vision:

Provide an Interpretive and Cultural Center with education and programs that interpret the history of Sacajawea and the significance of her role with the Lewis and Clark Corps of Discovery, the unique historical aspects of the expedition within Lemhi County, bring greater understanding and enlightenment of the Native American and Sacajawea's people (the Lemhis) to all the people of the world, promote local community arts, educational, and recreational programs, preserve natural environments and open spaces, promote tourism and job creation, and provide visitor services related to Federal land interpretive sites, which will provide a lasting legacy for Sacajawea, the Lemhi Shoshoni people, the community, and the Nation.

The 24,500-square foot facility was to eventually include a cultural institute with library research center, workshops and receiving area, storage vault, other area, and administrative offices; an interpretive center with lobby, interpretive exhibit, museum, exhibit storage, reception desk, American Indian hall of fame, gift shop, café, and restrooms; and a community center with theater, conference and training room, Salmon Valley visitor center, other area, and administrative offices.

The following general guidelines were used to evaluate the site and Phase 1 development:

- The Center should be owned by the City of Salmon, Lemhi County, or jointly.
- A visitor center should be the first site developed.
- There will be no residential use of the land.
- An operation and maintenance plan must be developed to demonstrate that the project is self-supporting.
- Any partners must be jointly approved by the city and county after recommendations from the board.
- The project must include full ownership and no debt, using the amount of HUD appropriation and existing funds.

Phase 1 of the project focused on land acquisition and facility planning and development. Phase 2 of the project focused on development and construction of the complex.

## Key Players

A number of key players were involved in the initial development of the project:

- Marian Nisbet
- Martha Andrews
- Bud Bartlett
- Alberta Wiederick
- Karen and Doug Sholes
- Wally and Beryl DeBoard
- Kim Cook
- George Miley
- Ward Walston
- Jim Bockelman
- Norma Cook
- Phil Damiano
- Janice Torrey
- Dave Sabo
- Fred and Stephanie Snook
- Todd Nelson
- Pete Stasiac
- Gary VanHuffel
- Julie Goodman
- Jan Minton
- Keith Petersen
- Rose Ann Abrahamson

A nonprofit organization, Sacajawea Education and Interpretive Center, Inc., was formed in the late 1990s by members of the Lemhi-Shoshone who coordinated the December 2000 feasibility study by the Idaho Small Business Development Center (*Sacajawea Education and Interpretive Center, Business Feasibility Study*). The organization is not active at this time; nor was it responsible for any of the ownership, operation, or management of any aspect of the facility at any time.

### **Site and Development**

The initial site chosen for the Sacajawea Center was west of Salmon on what is locally referred to as “the bar.” The Syringa Lodge, a four-story, log lodge bed and breakfast on 12 acres, was available for sale. A \$30,000 down payment was made and plans begun. Lemhi-Shoshone tribal elders came to visit the site and informed those involved that this site was unacceptable. It had been a sacred burial ground. Negotiations ended on the Syringa Lodge site.

It seems that community controversy solidified around the project at this time. The key players initially involved seem to have split on the Center’s purpose and thus on the decision of the actual site purchased. Was the Center to be a small visitor/interpretive center commemorating the Lewis and Clark expedition and Sacajawea’s contribution to the expedition or a heritage complex attracting thousands of visitors and housing a museum, tourist services, and community and arts center?

The Heckendorf Ranch was eventually purchased for the Sacajawea Center. The property consisted of 71 acres, a ranch house, barn, stables, and outbuildings. The City of Salmon purchased the property with federal appropriation funds for \$750,000, which was perceived by some to be approximately \$250,000 above relative market value.

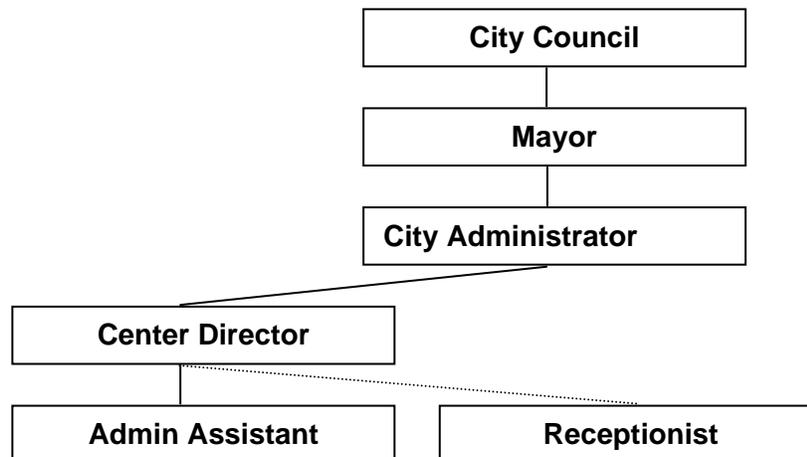
With remaining federal monies and grants from the Bureau of Land Management (BLM), U.S. Forest Service, Idaho Governor’s Lewis and Clark Trail Committee, and other agencies, a small visitor/interpretive center was constructed that houses information and artifacts on Sacajawea and Lewis and Clark’s travels in the Lemhi Valley. An interpretive trail circumnavigates a portion of the property leading visitors to the Teepee Village, fish weir, horse exhibit, and ropes course. The barn was converted into the 75-seat Meriwether Theater, and an outdoor amphitheater was constructed. The Heritage Garden was planted as a showcase for native plants. All these improvements supported the “big event”—Sacajawea Heritage Days 2005.

The purpose of Sacajawea Heritage Days 2005 was to coincide with the national Lewis and Clark Bicentennial Commemoration and to create an event for the community to promote the culture, history, and heritage of Lemhi County from August 12–21, 2005. This event included hosting the National Park Service’s Lewis and Clark Corps of Discovery (Corps II) exhibit at the Sacajawea Center. It was anticipated that the event and Center would bring many visitors and tourist dollars to Salmon. Center staff continue to coordinate this community event annually.

## Organization Structure and Operations

### Organization Structure

The Sacajawea Interpretive, Cultural and Educational Center is owned and operated by the City of Salmon. The following organization chart outlines the formal structure.



Currently, the City employs 1.75 full-time equivalent (or FTE) employees annually for operating and managing the Center. A part-time reception position is funded by the Work-Force Development Program. Seasonal contracted positions include interpretive rangers/educators, visitor center host, and camp host (travel expense reimbursement only). Volunteers and docents provide additional staffing for the visitors center, Heritage Garden, and ropes course. Approximately 3,418 volunteer hours were logged during 2006.

### Activities and Services

A number of activities and events are ongoing at the Sacajawea Center:

- Sacajawea Heritage Days
- Salmon Outdoor School
- Art and artifact exhibits
- Interpretive lectures
- Food for Thought lecture series
- Community garden
- Low Ropes Challenge Course
- Walking/cross-country ski trail
- Fishing on the Lemhi River
- Birdwatching
- Outdoor concerts
- Weddings and other special events

The Meriwether Theater (the renovated barn) provides seating for 75 during the warmer months. Approximately 18 acres of the Center are under contract for hay production. A little less than an acre is managed as a wetland. The City of Salmon, with support from the BLM and other agencies, provides maintenance (mowing and watering) of the yards and other fields as well as building, interpretation and trail repair and maintenance.

The Sacajawea Center is open from Memorial Day weekend through September 30 every day from 9:00 am to 6:00 pm. In addition, during May and October, the Center is open weekends from 9:00 am to 5:00 pm. During the 2006 season, 3,300 guests signed the Center's guest register. The majority of signing guests were from out of state (67%), while a small number were from another country (2%). The rest of the registered guests were from Idaho. Guest data from previous years are not available for comparison.

Fees are charged for general admission to the Sacajawea Center for visitors who do not reside in Salmon or Lemhi County only. These fees are \$4 general admission, \$12 per family, with no charge for visitors 6 and under. Facility-use fees for the yard, amphitheater, and Meriwether Theater range from \$25 to \$50, with additional charges for tents, sound systems, stage flooring, and portable toilets.

### ***Funding***

The primary sources of revenue for the Sacajawea Center have been the Department of Housing and Urban Development, Idaho Governor's Lewis and Clark Trail Committee, and BLM. Revenues and expenses for the Center (per *City of Salmon Expenditures with Comparison to Budget for Year End*) for the past six years can be found in the *Sacajawea Center Profit and Loss Report*. The business plan for fiscal year 2007–08 is included in Attachment B.

### ***Center Strengths and Opportunities for Improvement***

In any organization—business, agency, or nonprofit—infrastructure/support systems promote the effective and efficient delivery of goods and/or services. Members of the consulting team completed an assessment of the Center's support systems and programs to determine areas of strength and areas of opportunity for change to improve the organization's effectiveness. The following areas were evaluated and are discussed below:

- Organization purpose
- Leadership and governance
- Planning
- Programs
- Fund development and finance
- Marketing and communications
- Staffing and human resources
- Facilities, technology, and equipment

### ***Organization Purpose***

- Preliminary plans called for a community complex with some aspect of the complex to be dedicated to promoting/telling the story of the relationship of the Lemhi Valley to the Lewis and Clark expedition (i.e., Sacajawea).
- The purpose seemed to evolve based on funding availability to “provide an Interpretive and Cultural Center with education and programs that interpret the history of Sacajawea and the significance of her role with the Lewis and Clark Corps of Discovery, the unique historical aspects of the expedition within Lemhi County...”
- There is opportunity to develop, clearly articulate, and communicate a definitive purpose, vision, and core values of the Center to all constituents.

### ***Leadership and Governance***

- The Center Director provides management and coordinates day-to-day operations of the Center.
- Members of the Salmon City Council have final fiduciary and legal responsibility for the Center. There may be an opportunity for city council members to gain greater understanding of the Center's finances.
- The City Administrator provides oversight of operations, management, and finance.
- A Sacajawea Center committee has been organized and includes city council members as well as citizen advisors.
- The opportunity for a respected community champion/leaders still exists.
- There is opportunity for the strategic decision making relative to the Center to become clear and consistent.

### ***Planning***

- Five separate plans have been developed for the Center since 1985.

- The opportunity exists to develop a strategic plan and annual business plan for the Center with long-term outcomes and measurable objectives to provide a solid base for accurate budgeting.
- The Center is identified as a community asset within the newly emerging Lemhi County comprehensive plan.
- The City of Salmon has the opportunity to develop its own strategic plan that may or may not include the Center.

### ***Programs***

- The Outdoor School/School of Discovery and Mike Crosby's lectures are strengths of the Center.
- Performances in the amphitheater are also strengths.
- The opportunity exists to develop program objectives and consistent evaluation processes to determine program efficiency and effectiveness.
- Programs are based on and/or developed from suggestions that sound like good ideas.
- Program staff are highly competent.
- The opportunity exists to clarify what written policies are in place for the safety of the staff and clients relating to all programs and what policies may still need to be written.
- The opportunity exists to evaluate the purpose, objectives, and benefits for Sacajawea Heritage Days to determine whether the event and community are best served with it as is.
- Consistent efforts to involve the Lemhi-Shoshone in planning and implementing programming are now in place.

### ***Fund Development and Finance***

- The opportunity exists to develop and implement consistent, formalized, annual fundraising and donor recruitment and retention systems.
- In addition to fees, donations are also received from some guests.
- The primary source of operation revenue is the BLM. The opportunity exists to diversify from a single or few sources to a variety.
- The Center generated a net income in one out of the last six years (Attachment C).
- Financial information and monthly reports are presented to the Salmon City Council's Finance Committee for review. This information documents actual revenues and expenses, as well as the budgeted amounts.
- The opportunity exists to clearly define and outline authorizing, processing, recording, and paying functions and systems for internal control of finances and cash flow.
- The opportunity exists to develop and implement systems for tracking and monitoring individual government grant funds.
- The opportunity exists to clearly document allocation of indirect or direct costs to the Sacajawea Center from other city departments, funds, and resources.

### ***Marketing and Communications***

- The opportunity exists to clearly define the Center's specific constituencies and target markets.
- The original target market for the Center was tourists with an interest in history and more specifically Lewis and Clark history.
- The newsletter is produced consistently in format as well as timely.
- The opportunity exists to produce program materials that are eye-catching, informative, and easy to understand.
- Promotion of programs and events consists of the website, written calendars placed around town, and Voice of the Valley (local radio) shows. The opportunity exists to increase public relations and communication efforts to create greater recognition and understanding within the community about what programs are offered at the Center.

- Systems are in place for receiving client or community concerns; however, follow-up action and/or communication regarding the concern may not occur.
- Internal communications (within the hierarchy) could improve in clarity, accuracy, and timeliness.

### ***Staffing and Human Resources***

- The opportunity exists to create staff job descriptions that realistically reflect work outlines and functions needed to effectively implement systems and activities necessary to support Center operation.
- Some volunteer job descriptions are available.
- Reporting relationships between staff and city hierarchy are somewhat clear.
- The opportunity exists to have personnel policies onsite at the Center.
- The opportunity exists to develop and implement evaluation processes for providing clear understanding of performance expectations and any issues that may arise.
- Systems for recognition of exceptional achievement by volunteers and employees are in place.
- The opportunity exists to increase employee access to coaching and training.
- The opportunity exists to provide and/or recruit staff with greater general business management (budgeting, planning, evaluation, marketing, finance, etc.) skills and expertise.
- Approximately 8% of the City's time and budget for parks is allocated to the Sacajawea Center.

### ***Facilities, Technology, and Equipment***

- Sufficient space is available for staff and volunteers.
- The opportunity exists to garner adequate storage space for artifacts and other resources.
- The opportunity exists to provide computer equipment and software that would enable staff to be more effective and efficient in their jobs.
- An inventory system is somewhat in place for equipment, supplies, and resources.
- The Public Works Department has a list of repairs needed at the Sacajawea Center, which could include a new roof on the house. Several maintenance and repair activities are currently listed:
  - Level host pad
  - Alarm on host pad vault
  - Entrance sign lighting
  - Prep sites for vault toilet installation
  - Barrier fabric on landscape berms
  - Install interpretive signs, map, and museum
  - Install nature trail panel posts
  - Install ropes course sign
  - Install water line from irrigation pump to garden
  - Move picnic tables from amphitheater
  - Burn/clean irrigation ditches and headgate
  - Eliminate clunk noise from heat pump
  - Complete west entrance to office
  - Replace overhead light fixture in office
  - Run power to garden garage
  - Landscape tent anchors in amphitheater
  - Repair toilet and vent fan in office restroom
  - Grade/fill gravel parking lot west of office
  - Replace breaker for outdoor power
  - Check statue lighting
  - Repair ranchyard outside lamp
  - Remove tree stump from ranchyard
  - Repair/replace visitor center bottom door seals
  - Assist mounting 3-D exhibits in visitor center
  - Evaluate status of golf carts—recommend
  - Fix horse stall door (“window”)
  - Remove plywood/particleboard sheets by amphitheater

- Set up pump and hoses for ranchyard irrigation
- Build ramp into Meriwether Theater
- Add trail surface material/Outdoor School–wetland
- Replace irrigation valve in gravel parking lot/office
- Remove concrete slab from barrow pit

## Similar Organization Research

### Methods

Another critical component of developing the master plan for the Center was research on similar facilities in the West. Directors of the following 12 museums and cultural arts organizations were interviewed. Annual operating budgets ranged in size from slightly more than \$100,000 to \$1.8 million.

- Columbia Gorge Discovery Center and Museum
- Columbia River Maritime Museum
- John Wesley Powell Museum
- Museum of Western Colorado
- Museo de las Americas
- Tread of Pioneers Museum
- Hurricane Valley Heritage Park
- Fort Uncompahgre Living History Museum
- Jackson Hole Historical Society
- Center for the Arts, Crested Butte
- Lewis and Clark National Historic Trail Center
- Dinosaur Depot

In addition, financial benchmark information was obtained from the American Association of Museums study report, *Museum Finances 2003-04*, Colorado Council on the Arts, and Colorado-Wyoming Museums Association.

### National Overview

Benchmarks are useful tools in comparing the Sacajawea Center's operations to some reference point for the purpose of setting goals, evaluating performance, and making decisions about whether and how to change. Finding comparisons is somewhat difficult as each community is different in terms of size or geographic situation, and each organization—whether museum, historic site, or other type of cultural attraction—considers itself unique. However, each share a common goal of reaching sustainability in the nonprofit sector to serve people as a source of learning, wonder, and stewards of our material and cultural heritage.

- Nearly 70% of museums in the United States are private nonprofits, 20% are operated by government agencies, and 10% are operated by colleges and universities. Nearly 25% of those exist within larger parent organizations, and over 20% have separately incorporated support organizations.
- Attendance at history museums is increasing slightly year to year.
- The average operating income for museums and historic sites the size of the Sacajawea Center is about \$165,000, and operating expenses are about \$192,000.
- In the past few years, there has been an overall increase in operating expenses, a decrease in non-operating income (endowment contributions, capital campaign contributions and pledges, and realized gains on the endowment), an increase in the median size of involuntary deficits, and a decrease in the number of museums running operating surpluses.
- Throughout the museum sector, private charitable contributions are the largest source of operating revenue, followed by earned income and government/municipal funding. Investment income accounts for approximately 10% of the operating revenue. Of those receiving government funding, 77% comes from state, local, or tribal sources, while 23% comes from the federal government. Generally speaking, history museums and historic sites have the lowest ratio of earned income supporting the operations budget.

- Approximately 60% of history museums and historic sites have some level of government subsidy, and many have a separate nonprofit “friends” group to aid in fundraising, volunteer recruitment, or expertise. In recent years, the amount of public subsidy (tax dollars) for museums has decreased and reliance on private sources (individuals, corporations, community, and foundations) has increased. In cases where state and local government organizations provide support, the average is approximately 16% of the annual operating budget.
- The average cost per visitor for history museums and historic sites is \$11.30 (dividing the annual operating budget by the annual number of visitors to derive cost).
- For every dollar earned, a museum must find a minimum of another \$3 to cover costs of serving the visitor. For those cultural attractions that maintain collections, costs rise significantly due to conservation, curation, care, storage, and special environmental controls.
- The estimated earned income for museums and historic sites with budgets similar to that of the Sacajawea Center is approximately \$2.13 per visitor. (Obviously, much of what museums do is not inherently profitable.)
- Between 45% and 55% of small to medium-size history museums and historic sites have some level of endowment, with an average (as compared with the budget of the Sacajawea Center) of \$400,000 and \$900,000.
- Common sources of earned income are admission fees, gift shops, facility rental, special events, and program/educational fees. Admission fees are the major source of earned income in most museums, and of those that do have fees, 98% offer discounts and/or have free admission days to remain accessible to the public. Of these museums, 36% of their operating income comes from private charity, 30% from earned income, 25% from government sources, and 11% from investments.
- Average earned income percentages are given below:
 

– Admission income	28.0%
– Investments (not endowments)	6.0%
– Special exhibitions	7.0%
– Membership fees	10.0%
– Program/educational fees	12.0%
– Facility rental	8.0%
– Fairs/festivals	2.0%
– Gift shop	21.2%
– Food service	0.8%
– Endowment	5.0%
- Gift shop gross revenue per visitor for a comparable budget size is \$20,000 to \$30,000 and represents an average of \$1.73 per visitor.
- Generally, museums and historic sites average one full-time paid staff per annual budget of \$100,000. Many use part-time, seasonal and volunteer help to supplement full-time personnel. Proportionally, smaller museums use more volunteers per full-time staff. For those with annual budgets under \$180,000, there is an average of 25 volunteers per full-time staff.
- Of museums in the United States, 30% to 35% are located in rural communities.

## Similar Organization Results

The following conclusions were drawn from the interviews. Specific responses can be found in Attachment D.

- Funding for nonprofit organizations requires a mix of sources, including donations from foundations, corporations, individuals, and partnerships and earned income from admissions, gift shops, facility rental, special events, educational and public programming, and endowments.
- Small to medium-size museums and cultural centers with budgets similar to that of the Sacajawea Center often receive some level of public subsidy and/or belong to a larger parent organization such as a county or state historical society, park system, or municipal government. Those that operate as incorporated nonprofit organizations have to develop fundraising plans that embrace many different sources.
- Museums and cultural attractions depend heavily on local community support, both financially and morally.
- Providing a product or mission viewed as important to the core values of the community is critical.
- Collaboration and partnerships add important financial resources and support for nonprofit organizations.
- Having a strong board of community leaders who are committed to long-term financial stability is recommended.
- Tourism represents approximately 60% to 70% of the visitation of a typical rural museum or cultural center. The product must be destination worthy.

## Observations and Recommendations

Salmon has a population of just over 3,000 inhabitants. Geographically, it is isolated from the next nearest city with a population of more than 20,000 by 2.5 hours (Idaho Falls and Missoula). Without a substantial critical mass to draw from, tourism is the primary source of earned income for the Sacajawea Center. Reliance on tourism will become even more difficult with the dramatic rise in gasoline prices. For success to be completely realized, the product has to be fully developed and the governance relationship changed. Such change may mean developing a stronger visitor experience with expansion of the facility to incorporate a more comprehensive storyline, more classroom space, an auditorium, a staging area for handicraft demonstrations, a special exhibits gallery for changing themes, an expanded gift shop, and a library and resource center.

Discussions on whether the Sacajawea Center should become a museum in the sense of acquiring, maintaining, and funding collections should be discouraged at this time. Costs associated with caring for collections—conservation, environmental controls, personnel, and storage—can be staggering. Only when the Center becomes financially self-reliant and outside funding is realized can the collections issue be responsibly considered. That isn't to say that certified replicas, copies, and other such facsimiles cannot be acquired. These do not require the same protection and security controls as do authentic pieces. Creating a comprehensive database for Sacajawea and Lemhi-Shoshone information, however, should be considered as the public looks to the Center to be this single source of information on these subjects.

There is a real danger in trying to be too many things for too many people. It would not only dilute the purpose of the Center but limit the amount of available funding for its mission.

A significant public relations issue needs to be addressed with open minds and a willingness to work together to make the Center more self-sufficient. Otherwise, pleas for support will fall on deaf ears. City control will likely expire, and residents must decide whether the Center is important enough for the community to support, even if another organization assumes ownership.

The following considerations for management were based on the assessment of similar organizations:

- **Local affiliation/management and operation by the Lemhi County Historical Society**—The Lemhi County Historical Society has an excellent reputation for protecting, preserving, and showcasing the county’s history. Its leadership is respected, and Salmon residents appear to actively support its mission. It is incorporated as a private, nonprofit organization and receives funding from grants and outside sources. In recent years, the Historical Society has made great progress toward improving its exhibits and collections. If the Historical Society relocates to a new site, the Sacajawea Center might be an attractive possibility. Joining the assets of both would strengthen the financial position of both. Blending the two presents a good option.
- **Adoption by a larger state organization (Idaho Department of Parks and Recreation or Idaho Historical Society)**—A larger organization with compatible goals would certainly be in a stronger position to support the fledgling Center and absorb many of the operational costs. Given current budget and political constraints of the Idaho Historical Society, the Idaho Department of Parks and Recreation might be the likelier organization.
- **Transference of ownership to a new nonprofit corporation**—Another option, although more difficult, at this time would be to transfer ownership and governance to a new nonprofit corporation, The Sacajawea Cultural Center, Inc. Such a transference could not happen without some level of continued public support, but this option does allow for aggressive fundraising at many levels. According to the American Association of Museums, “[i]n all the financial challenges that a nonprofit organization faces, no matter what strategies are used to address them, the most important asset is the organization’s credibility with its public.” Even the most aggressive fundraising efforts will not overcome community apathy and resistance. Long-term financial sustainability requires strong public commitment for the mission and purpose to succeed.
- **Ownership by the Shoshone-Bannock Tribes**—Tribal ownership is another option. Although several tribal members have voiced their support, tribal enterprises rarely have the management infrastructure needed to operate a facility outside their jurisdictions. Distance and resources would likely derail this as a possibility.

## Key Stakeholder Survey

### Background and Objectives

A critical component of developing the master plan was gathering perceptions and suggestions from representatives of the Sacajawea Center's key constituencies. This component included conducting a survey of users, tribal elders and members, community members and leaders, business leaders, funders, and initial founders. The following were specific objectives for the survey:

- Provide an opportunity for public comment to foster positive community ownership of the Center.
- Identify currently unknown concerns related to the Center.
- Gain feedback on alternatives for operating the Center in the future.

The survey was not intended to gather statistically significant data but rather to identify trends in community perception.

### Methods

The written survey was made available through [surveymonkey.com](https://www.surveymonkey.com) for 30 days (April 10–May 10) via Salmon Valley Stewardship's website. The Sacajawea Center, City of Salmon, and Idaho Historical Society offered direct links to the website from their sites. In addition, hard copies of the survey were available for pick-up and drop-off at City Hall, the Library, and the Sacajawea Center. Survey questions are included as Attachment E.

Thirty-six in-depth interviews were conducted in person with business owners, community leaders, tribal members, Center founders, users, and other stakeholders.

### Written Survey Summary

The written survey produced 108 responses (23% from the paper survey, 67% from the online survey). This number represents approximately 1.3% of Lemhi County's population and 3.4% of the Salmon's population. The demographic breakdown for respondents follows:

Gender	Male	44%
	Female	54%
Age	0–20	1%
	21–35	8%
	36–50	20%
	51–65	37%
	65+	34%
	Native	14%
Length of residency in community	<1 year	4%
	1–5 years	12%
	5–15 years	19%
	15+ years	51%
Valley residents		95%
Not residents of the valley		5%
Center visitors		86%
Not visitors of the Center		14%

Analysis of the written surveys provided the following information.

**General level of support**—Respondents in general showed the following levels of support for investing city tax dollars in the Sacajawea Center.

- 25% strongly support use of city tax dollars
- 17% support use of city tax dollars.
- 5% don't care about use of city tax dollars.
- 6% don't support use of city tax dollars.
- 40% strongly don't support use of city tax dollars.
- 7% did not answer the question.

**Visitation and specific level of support**—Of the 108 respondents, 86% classified themselves as Sacajawea Center visitors.

- 38% visit 2 to 10 times a year (infrequent users).
- 31% have visited just once or once a year (non-users).
- 17% visit 10 to 50 times a year (frequent users).
- 14% visit over 50 times a year (main users).
- 72% have taken friends or family.
- 28% have not taken friends or family.
- 67% have referred people to the Center.
- 33% have not referred people to the Center.
- 31% strongly support use of city tax dollars.
- 17% support use of city tax dollars.
- 4% don't care about use of city tax dollars.
- 8% don't support use of city tax dollars.
- 40% strongly don't support use of city tax dollars.

Of the 14% who say that they do not visit the Sacajawea Center...

- 0% strongly support use of tax dollars
- 23% support use of tax dollars
- 15% don't care about use of tax dollars
- 0% don't support use of tax dollars
- 62% strongly don't support use of tax dollars

The following themes relative to the subject areas of the survey were identified.

**Purpose**—Visitors to the Center gave various descriptions of purpose, which can be categorized under several headings: education, recreation, history, community, preservation, and tourism. A central theme of educating people, both locally and beyond, about Sacajawea's role in the Lewis and Clark expedition and history through interpretation at the Center is evident in survey responses. Additionally, the Center was described as an asset to the community by providing recreational opportunities, performing arts entertainment, a site for private and public events, and new tourism (cultural heritage) infrastructure. Some respondents expressed confusion about the Center's original and current purpose.

People who have not visited but plan to (potential user supportive) describe the purpose of the Center as “to provide cultural education opportunities regarding the lands and peoples of the Lemhi area, to educate people of all ages on the Indian culture, to better understand the rapport and aid Sacajawea and the Shoshone tribe extended to Lewis and Clark and their men, and Sacajawea's life while in Idaho.”

People who have not visited and would not consider visiting the Center (non-user unsupportive) either describe the purpose as tourism or do not know what the purpose is.

**Reasons for visiting**—The top reason for visiting the Center was to walk the trails. Other reasons included events and programs, education, volunteer activity, and outings with visitors.

**Positive attributes**—Visitors indicated that they liked the Center for its natural setting (location, beauty, views, open space, etc.). Additionally, visitors commented on events, programs, the garden, trails, sculptures, amphitheater, views, and proximity to town. Many people noted the “feeling” or “atmosphere” of the Center, as well as the peace and quiet and “walking back in time.” The natural beauty of the Center’s setting (views, mountains, fantastic setting, beautiful grounds, and simplistic beauty) appears to be highly valued by users. Finally, respondents noted “pride” and “reverence” as feelings that are evoked while at the Center.

**Programs and services**—A number of respondents expressed satisfaction with the current level and quality of programs and services. Helpful suggestions included more interpretation for a self-guided tour, a tribal gift shop, integration into school curriculum, inclement weather protection for outdoor events, more Native American participation, outdoor instruction classes, youth camps, adult workshops, a membership program with benefits, an improved outdoor stage, more summer events, tribal representatives to give talks and perspective on current situation, more youth programs, and revenue-generating programs.

**Suggestions for positive impact to community**—Respondents conveyed the need for the Center to be self-supporting, continue current programs, encourage greater community use, and improve public relations. Longer-term suggestions included developing more partnerships, especially with local businesses and the schools, promoting the Center beyond the local community, and establishing a plan and management model that measures performance.

**Issues and suggestions**—Respondents identified the need for the Center to be self-supporting as a top issue. Other issues included the lack of a clear, shared vision for the Center, the number and use of staff (too much), and the lack of a plan for the future. Suggestions included turning the Center over to the state or federal park system and improving publicity, public relations, and promotion.

Actual responses are available upon request. Each survey is distinguished by a numerical code rather than a name to protect the respondents’ expectation of some level of confidentiality.

## Interview Summary

The following people were interviewed, as well as two others whose names are unavailable. Because interviews were conducted with the expectation that answers were confidential, transcripts are considered the proprietary work property of Concepts in Writing, Inc.

- RoseAnn Abrahamson, Lemhi-Shoshone founding member
- Loren Arfmann, Main Street business owner
- Bob Baker, CPA
- Bud Bartlett, community resident
- Ken Beller, Main Street business owner
- Hope Benedict, Lemhi County Historical Society
- Nick Bertram, Main Street business owner
- Bob Cope, Lemhi County Commissioner
- Kate Curet, home school parent
- Lynn Dahle, LDS Stake President
- Stan Davis, Mayor
- Beryl DeBoard, initial founding committee member
- Lucy Diaz, Lemhi-Shoshone member
- Jim Fazio, Idaho Governor's Lewis and Clark Trail Committee
- Rozina George, Lemhi-Shoshone founding member
- Roger Grenier, community resident
- Rick Hodges, owner/publisher, *Recorder Herald*
- Snookins Honena, Lemhi-Shoshone member
- Lloyd and Cheryl Jones, Lemhi County Historical Society
- Jeff Maser, Watershed Project Coordinator, Soil Conservation District
- Kay McAtee, Main Street business owner
- Greg Middlebrook, pastor
- John Miller, Salmon City Council
- Wendy Neal, Towne & Country Realty
- Roger Nottestad, Lemhi County Lewis and Clark Bicentennial Committee
- Luke Prange, community resident
- John Riddle, Principal, Salmon High School
- Abner Schulz, owner, Wagonhammer Campground
- Fred Snook, initial founding committee member
- Rick Sessions, General Manager, KSRA
- Jan Tippetts, Main Street business owner
- Dave Thompson, owner, Syringa Lodge
- Mark and Kristin Troy, owners, Idaho Adventures
- Gary Van Huffel, City Administrator
- Monique Villar, City of Salmon
- Bev Wadsworth, Lemhi-Shoshone member
- Shannon Williams, University of Idaho Community Development and County Extension Programs

The following observations and conclusions reflecting community member perceptions were garnered from the 41 interviews.

- People lack trust in what the City communicates to them regarding the Center and other city business, especially financial and visitor information. There is a general perception that visitor numbers are exaggerated and money is being transferred among departments without disclosure.
- The Center is perceived as too great a burden for too small a community; that is, city government should not be engaged in economic development activities but should focus on infrastructure such as streets and sidewalks.
- The Center was developed and formed by a small group to satisfy personal agendas and was "sold" to the community on expectations of large numbers (thousands) of tourists flocking there annually. People are skeptical that tourism can "save" the community economically.
- Expectations were great regarding Lewis and Clark Bicentennial activities, but they were not met. People have Lewis and Clark burnout and disgruntlement.

- There is little and inconsistent understanding of the purpose of the Center beyond the one-time commemorative event and walking trails.
- The vision for the Center is not clear, articulated, or shared.
- Planning and leadership have been inadequate or missing.
- People perceive a lack of product: there is not much out there.
- It seems that use of the Center is great by those who live in the county versus the city.
- Community members have a high level of pride in the Center; however, pride does not translate into value (placing some level of importance on) for the Center.
- The school, hospital, streets, and sidewalks are more important uses of city resources than the Center.
- Tribal members would like more tribal products, tribal education, and tribal involvement that can be reimbursed. They want to feel welcomed.
- The tribe has little to no involvement, but their involvement is expected.
- At the governance level, tribal involvement is also feared (gambling/casino development).
- The perception exists that the tribe lacks the managerial capacity to administer the Center.
- The effectiveness and efficiency of current staffing is questionable.
- Many community residents don't care about the Center as long as they don't have to pay for it.
- The editorial printed in the newspaper about the Center becoming a state park influenced people's opinions about what should be done with the Center.
- Neither continued city nor new nonprofit management of the Center emerged as preferred options.
- The majority of survey respondents and interviewees support turning the Center into a state park.
- The Lemhi County Historical Society is well supported and has provided interpretation and education regarding all aspects of life (native and settler) in Lemhi County for over 30 years.
- The Arts and Cultural Center should be pursued as a separate project (how can we pay for that when we can't pay for the Center as it is?).
- Interviewees felt that paying modest fees for all programs and activities at the Center would be reasonable.

This page left intentionally blank.

### III. Recommendation and Master Plan

Three potential operating options were identified and recommended by the Advisory Team for additional exploration: the City of Salmon, Lemhi County Historical Society, and Idaho Department of Parks and Recreation. Attachment F provides the mission for each organization as well as the assumptions and budget information used to assess each option.

Based on the information gathered from the community surveys, similar organization research, and their combined experience and expertise, members of the consulting team—as well as the Advisory Team—recommended going forward with attaining operation of the Sacajawea Center by the Idaho Department of Parks and Recreation.

This section includes recommendations for mission and purpose, management and operation of the Sacajawea Center, and sustainability goals. It also includes recommended timelines for three phases of implementation: laying the foundation, building relationships, and getting approval and implementing the master plan. Required resources and infrastructure issues to address are also listed.

#### ***Implementation Overview—August 2007***

##### **Mission/Purpose**

To honor and provide education regarding Sacajawea and her people, the Agai Dika Shoshone, and their role in Idaho and American West culture; and, stewarding Lemhi River front lands for future generations.

##### **Recommendation**

For the long-term sustainability of the Sacajawea Center, it is recommended that the City of Salmon seek additional cooperative/partnership support. A major component of the additional cooperative partnerships would be management and operation of the Sacajawea Center by the Idaho Department of Parks and Recreation by fiscal year 2009–2010.

##### **Sustainability Goals**

- I. Continue to increase community involvement in, attendance at, and support of the Sacajawea Center.
- II. Negotiate formal operating agreements for new and/or additional resources for the operation of the Sacajawea Center with, but not limited to, the following:
  - Shoshone-Bannock Tribes for cultural interpreters, possible campsite development, and gift shop inventory.
  - Idaho Governor’s Lewis and Clark Trail Committee for additional funding to implement the master plan and to secure the political support needed for legislative approval.
  - Lemhi County Historical Society for increasing volunteer and docent support.
  - Bureau of Land Management for continued and/or expanded administrative and program support.
- III. Garner state legislative and executive office approval for Idaho Department of Parks and Recreation operation and management of the Sacajawea Center by the end of the 2009 legislative session.
- IV. Continue to increase revenues through leveraging city resources and funds, exploring additional opportunities, and maximizing efficiencies in the use of resources.

The outlined strategies that follow are to be implemented in addition to activities identified in the 2007–2008 Sacajawea Center business plan (Attachment B). To implement the key activities in the plan, the

project team should meet monthly to update and revise the plan as needed. The process for implementing the project must be dynamic and the project team must adapt to new and unexpected developments and opportunities. This process will require the support of many individuals of varying backgrounds and perspectives. *The process must be flexible and timely to adapt to the many variables and influences that may arise during the course of implementation.*

### **Recommended Timelines**

Between now and August 2009, work should progress in three phases. These phases, as well as the recommended tasks and participants, are described below.

#### **Phase 1: Laying the Foundation (October–December 2007)**

These activities lay the foundation for developing the required relationships and support to achieve legislative and executive approval.

- Request funding for project support (facilitation and management) as well as a percentage of Sacajawea license plate sales revenue from the Idaho Governor’s Lewis and Clark Trail Committee.
- Recruit and hire project support (see Attachment G for a draft scope of work).
- Form project team to manage and implement legislative and executive office approvals. Following are recommended team members:
  - Keith Petersen, Idaho Governor’s Lewis and Clark Trail Committee
  - Leo Ariwite, Shoshone-Bannock Tribes
  - Carolyn Smith, Shoshone-Bannock Tribes
  - Bob Russell, retired, U.S. Forest Service
  - Barbara Strickfadden, community advocate
  - Bob Meinen and/or Dean Sangrey, Idaho Department of Parks and Recreation
  - Dan Smith, Land of the Yankee Fork, Park Manager
  - Steve Hartman, Bureau of Land Management
  - Hope Benedict, Lemhi County Historical Society
  - Jim Baker, Salmon City Council
  - George Miley, Salmon City Council
  - Stan Davis, Mayor
  - Angie Hurley, Sacajawea Center Director
  - Contracted project support manager
- Conduct team meeting to outline roles and responsibilities, specific tasks, assignments, and time frames for initial meetings. At the least, key individuals should include the following:
  - Representative Lenore Hardy Barret
  - Representative Jo An Wood
  - Senator Jeff Siddoway
  - Lemhi County Commissioners
  - Latham Williams, Board Chair, Idaho Department of Parks and Recreation
  - Douglas Hancey, Region VI Board Member, Idaho Department of Parks and Recreation
  - Dean Cameron, Chair, Joint Finance/Appropriations Committee
  - Melvin Richardson, Idaho Falls Senator, Joint Finance/Appropriations Committee
  - Jeff Malmen, Chief of Staff, Governor’s Office

- Continue efforts for formalizing agreement with Shoshone-Bannock Tribes for cultural interpreters, possible campsite development, additional gift shop inventory, and other forms of support for mutual benefit.
- Develop outline/draft formal operating agreement between City of Salmon and Idaho Department of Parks and Recreation for operation and management of the Sacajawea Center, defining the advantages and benefits to the agency of a cooperative partnership.
- Continue working with Bureau of Land Management for continued and/or expanded administrative and program support.
- Re-establish relationship with appropriations project officer with the Department of Housing and Urban Development to determine future and potential uses of remaining appropriation monies.
- Complete project materials/case for support packages to be used in meetings with key leaders and individuals.
- Develop and implement effective and timely communications of activities and important information for development of community support.
- Develop formal agreement with nonprofit organization for accepting, tracking and acknowledging philanthropic contributions to the Sacajawea Center.

## **Phase 2: Building Relationships (January–August 2008)**

These activities identify and garner the required support for legislative approval, facilitating passage in the 2009 legislative session.

- Determine appropriate legislator(s) for championing legislative approval.
- Implement actions/activities identified from initial meetings with key individuals.
- Garner letters of support from
  - Shoshone-Bannock Tribes
  - Salmon City Council
  - Lemhi County Commissioners
  - Lemhi County Historical Society
  - Bureau of Land Management
  - U.S. Forest Service
  - Idaho Department Parks and Recreation Board and administration
  - Idaho Governor’s Lewis and Clark Trail Committee
  - Salmon Arts Council
  - Salmon Outdoor School
  - Salmon School District
  - Lemhi County Humane Society
  - Idaho Department of Fish and Game
  - Idaho Fish and Wildlife Foundation
  - Director, Department of Interior (Dirk Kempthorne)
  - Sacajawea Education, Interpretation and Cultural Center Inc., (SEIC)
  - Others as identified
- Work appropriate legislative committees and lobbying groups for support.
- Conduct community write-in/email campaign to targeted legislative and executive representatives.
- Initiate fees for community education/programs conducted/sponsored by the Sacajawea Center.
- Increase facility rental fees to generate income from use of facility, resources, and staff.
- Establish formal agreement with Lemhi County Historical Society for combined volunteer and docent program and services.

- Continue to develop and refine strategies and actions for implementation September through December 2008.
- Prepare 2008–2009 Sacajawea Center business plan and budget, reflecting negotiated agreements and increased revenue.

**Phase 3: Getting Approval and Implementing the Plan  
(September 2008–August 2009)**

- Adapt and implement activities as needed to maintain and solidify relationships with key legislators and governor’s staff for approval support.
- Work with legislative champion and Idaho Department of Parks and Recreation for fiscal year 2009–2010 budget inclusion and approval.
- Conduct community and key leaders write-in/email campaign to targeted legislative and executive representatives.
- If approved, finalize formal operating agreement between City of Salmon and Idaho Department of Parks and Recreation. If not approved, use information obtained to outline a required course of action for garnering approval in 2010 legislative session.
- Continue working with current and prospective partners for additional cooperative/partnership support and/or fee for service opportunities.

**Required Resources and Budget Justification**

This table shows estimated costs for accomplishing the tasks listed for the three phases. These costs are explained below.

Budget Item	Necessary Funds (\$)
Project support	95,000–125,000
Communications	2,850
Travel	23,840–35,760
Total estimated costs	121,690–163,610

**Project support**—City staff have neither the time nor the expertise to coordinate the advocacy efforts needed to achieve political approvals. Additional support should be contracted to provide management and facilitation of plan implementation. For the full range of support outlined in the proposed scope of work (Attachment G), bids will likely range from \$95,000 to \$125,000 (\$47,500 to \$62,500 per year) for the two-year timeline. The City of Salmon may be able to negotiate costs down if staff or volunteers with expertise can be recruited to accomplish some of the deliverables.

**Communications**—Project materials and special documents and packets will need to be produced to gain support from various constituencies and key individuals regarding the project (such as description, significance, benefits to the community, benefits to them, etc.). Development of these materials will require design services and production assistance estimated at \$2,000 for both years. Postage for distributing these materials is estimated at \$850.

**Travel**—Members of the project team will need to travel frequently to meet with various key individuals to garner and ensure continued support. Team members will need reimbursement for lodging, mileage, airfare, and meal expenses incurred when they meet with key individuals outside Salmon. An estimated average of \$596 per trip (\$356 airfare and/or mileage reimbursement, 2 nights of lodging at \$90 per night, and 2 days of meals at a per diem of \$30) for between 20 and 30 trips per year will cost approximately \$11,920 to \$17,880 per year.

## **Infrastructure Issues to Address**

In addition to implementing the strategies for achieving the sustainability goals, the following operational issues identified through the master plan development process should be addressed by appropriate city staff and/or contractors to improve operational effectiveness and efficiency during the next two years.

- Clearly articulate and communicate a definitive purpose, vision, and core values of the Center to all constituents.
- Create staff job descriptions that realistically reflect work outlines and functions needed to effectively operate the Center and then recruit staff that meet the qualifications required for the functions outlined.
- Develop and implement evaluation processes and personnel policies for providing clear understanding of staff performance expectations and any issues that may arise.
- Increase employee access to coaching and training for greater general business management knowledge and expertise (budgeting, planning, evaluation, marketing, finance, etc.).
- Provide computer equipment and software to enable staff to be more effective and efficient in their jobs.
- Continue annual business planning for the Center with measurable objectives to provide a solid base for accurate budgeting and determining program efficiency and effectiveness.
- Clarify what written policies are in place for the safety of the staff and clients relating to all programs and what policies may still need to be written.
- Evaluate the purpose, objectives, and benefits of Sacajawea Heritage Days to determine whether the event and community are best served with the City of Salmon as the primary sponsor.
- Clearly define, outline, and prepare written procedures for authorizing, processing, recording, and paying functions and systems for internal control of finances and cash flow.
- Develop and implement systems for tracking, monitoring, and reporting grant funds in a timely manner.
- Clearly document allocation of indirect or direct costs to the Sacajawea Center from other city departments, funds, and resources.
- Produce program materials that are eye-catching, informative, and easy to understand.
- Improve accuracy, clarity, and timeliness of internal communications (within the hierarchy).
- Complete basic capital improvements to the main building and yard.

## Attachment A—Consulting Team Credentials

**Laurel York Odell**—During the past 20 years, Laurel has worked with a broad array of nonprofit organizations with strategic planning, marketing, communications, and fund development. Her expertise is in assisting organizations with strategic issues, including funding. She has guided capital campaigns, written (and received) million-dollar federal grants, assisted with the start-up and incorporation of new nonprofits, and facilitated development of fundraising departments. Her work with nonprofits has run the gamut from small, rural after-school programs to universities and hospitals. Laurel received her master's degree in Philanthropy and Development from St. Mary's University of Minnesota in 1996 and served as Fund Development for Nonprofit Organizations course instructor at Boise State University in 1998 and 1999. In 1997, Laurel established Concepts in Writing, Inc., to provide technical assistance to organizations and businesses in organizational development, strategic communications, and fundraising. Since its inception, Concepts in Writing, Inc., has provided services to organizations throughout Washington, Oregon, Montana, Nevada, Arizona, Alaska, and Idaho.

**Adrienne Blausen**—Adrienne is an experienced facilitator and analyst committed to helping businesses, organizations, and communities to thrive. She has a proven track record in exploring, initiating, and coordinating collaborative projects (the nomination and designation of the Sacajawea Historic Byway and planning for Sacajawea Heritage Days/Corps II, Salmon River Mountain Artists, Lemhi County/Salmon Community Planning Roundtable, Lemhi Forest Restoration Group, and *Sacajawea Historic Byway Corridor Management Plan*).

**Gina Knudson**—Gina has served on the Salmon City Council and chaired the city's finance committee. Currently the Executive Director for Salmon Valley Stewardship, she facilitates the Lemhi County Forest Restoration Group and the Community Planning Roundtable. She has played a key role in several capital campaigns (Carroll College, MT, Department of Nursing and Math, Science, and Engineering) and has provided strategic fundraising services for clients in the education, municipal, and nonprofit sector.

**Mike Perry**—Mike currently serves as the Executive Director of the Museum of Western Colorado, a multi-site history/natural history museum that includes the Museum of the West, Cross Orchards Historic Farm, Dinosaur Journey, Whitman Education Center and co-management with the Bureau of Land Management of the Rabbit Valley Research Natural Area, Dinosaur Hill, and the Fruita Paleontological Area. Mike has received numerous awards and citations for his work in conservation of cultural resources and has published extensively.

## Attachment B—2007–2008 Sacajawea Center Business Plan

### Objectives

- Increase visitors and visitor revenues by a minimum of 10% (\$12,000 to \$13,200).
- Maintain facility and equipment rentals (Amphitheater 8, Ranch Yard 4, Meriwether Theater 4, Equipment 4)
- Increase gift shop and concession sales by a minimum of 12% (\$12,000 to \$13,500) by adding new products (water, soda, Lemhi-Shoshone beadwork items).
- Establish baselines and increase youth and adult participation in the Outdoor School.
- Continue lecture series (20 lectures) and increase attendance by a minimum of 10% (500 to 550).
- Maintain participation in Heritage Days at 500 students from the Salmon School District.
- Support development and performance of Agai Dika Pow Wow.
- Meet and/or better budget projections.
- Implement master plan.

### Strategies

#### Programming

- A. Continue Outdoor School.
- B. Continue lecture series, especially Mike Crosby sessions, and expand as great speakers become available.
- C. Develop and implement tracking and reporting system for program participation attendance (names, contact information, sessions attended, etc.).

#### Communications/Promotion

- A. Continue attending and initiating meetings with Agai Dika and Shoshone-Bannock Cultural Council.
- B. Complete/finalize 2008 summer programming schedule by January 15.
- C. Design, produce, and distribute promotional summer program brochures to the following:
  1. Historical tour groups (January and February)
  2. Valley residents (last week of April)
- D. Prepare and distribute press releases on programming to Idaho Falls and Missoula media throughout late spring and summer.
- E. Work with local media (KSRA, *Recorder Herald*, and *Challis Messenger*) on feature stories throughout summer.
- F. Maintain accurate and up-to-date information on the website. Identify and secure new links.

#### Fundraising

- A. Design, produce, and display three prominent signs with boxes for collection of donations at the Meriwether Theater and trailhead and along the trail.
- B. Complete reports as needed/directed for continued BLM assistance.
- C. Explore and produce if applicable Idaho Humanities Council and Idaho Department of Parks and Recreation grant opportunities.

#### Finance

- A. Work with Finance Director to improve grant tracking and reporting and grant reimbursement submission.

### **Technology**

- A. Replace a minimum of one of the three outdated computers.
- B. Obtain Adobe Illustrator and training.
- C. Determine other software training needs and procure if possible.

### **Facilities**

- A. Complete front porch improvements.
- B. Add two more culverts for improved irrigation and trail safety.
- C. Put in automatic sprinkling system for front yard, decreasing staff time/pay for yard maintenance.

### **Staffing**

- A. Reorganize staffing and revise job descriptions for allocation of hours when they are most needed and critical job duties.
  - 1. Change director's position to 10-month contract for full-time allowing for increased hours in summer and decreased hours in winter.
  - 2. Contract program assistant/volunteer coordinator through AmeriCorps for March through November.
  - 3. Seasonal grounds personnel (30 to 40 hours per week in June, July, and August; 15 to 20 hours per week in April, May, September, and October).

## Fiscal Year 2007–2008 Draft Budget

Budget Item	Notes	FY07–08 (\$)
<b>Revenue</b>		
Grant revenue		
HUD—Phase 1		
HUD—Phase 2	Culverts, sprinklers, and porch	19,500
CEDA/Idaho Governor's Lewis and Clark Trail Committee		
U.S. Forest Service		
BLM Assistance Agreement		30,000
BLM Outdoor School		10,000
BLM Preserving National Heritage		20,000
Miscellaneous/Other		
Ropes Course		500
Other		
Bonds		
Interfund transfer bonds		
Miscellaneous revenue		
Interest		
Rental income	16 @ \$25 ea, 4 @ \$20 ea, \$2,400	2,880
Donations		2,500
Heritage Garden		500
Concessions/gift shop		15,000
Haying		350
Miscellaneous		1,000
Heritage Days vendors		
Visitors fees	3,300 @ \$4 ea	13,200
Refunds—Center purchase		
Health insurance reserve		
Book sales		2,000
Map sales		50
Bread sales		
Health insurance reserve transfer		750
Cash short and over		
LCLCBC debt repayment		
<b>Total revenue</b>		<b>118,230</b>

Budget Item	Notes	FY07-08 (\$) Breakdown	FY07-08 (\$) Total
<b>Expenses</b>			
Salaries			44,000
Director		35,000	
Program/volunteer coordinator	AmeriCorps volunteer	9,000	
Grounds/maintenance assistant	12 weeks @ 40 hrs/week, 16 weeks @ 20 hrs/week @ \$9/hr	(4,640)	
Benefits			12,400
Overtime			
Longevity		0	
FICA		2,800	
Retirement		3,150	
Workers compensation		1,400	
Health insurance		3,850	
Health insurance buydown		1,050	
Wellness program		0	
Unemployment		350	
Postage and office supplies			1,000
Operating supplies			4,000
LCLCBC bank loan payment			
Refunds			
Printing	Programs and schedules	1,500	
Concession materials			12,000
Professional services—other			
Professional services—auditor		(1,660)	
Interpretive planning project			
Volunteers and docents			2,500
Legal and printing charges/adv		(1,200)	100
Travel and meetings			1,500
Dues and subscriptions			100
Janitorial services			1,700
Telephone and communications			3,300
Heat, lights, and utilities			2,340
Software support			45
Contract labor/Outdoor School			10,000
Contract labor/interpretation rangers			3,000
Contract labor/BLM Preserving National Heritage			15,000
Tort liability insurance		(2,228)	
P R & M buildings			4,500

<b>Budget Item</b>	<b>Notes</b>	<b>FY07-08 (\$) Breakdown</b>	<b>FY07-08 (\$) Total</b>
Heritage Gardens			500
P R & M equipment			1,500
P R & M grounds maintenance			15,000
Ropes course inspection			500
Land purchase			
Web hosting			600
Films and display materials			
Landscaping			
Heritage Days			5,000
<b>Total expenses</b>			<b>142,085</b>
<b>Net revenue</b>			<b>(23,855)</b>

\*Note: This budget may or may not be the actual budget approved for the Center for FY2007-2008. At the time of publication, the Salmon City Council had not yet approved the final budget for the city and/or the Center.

### Attachment C—Sacajawea Center Fund, Fiscal Years 2001–2007

Budget Item	FY 2001 (\$)	FY 2002 (\$)	FY 2003 (\$)	FY 2004 (\$)	FY 2005 (\$)	FY 2006 (\$)	FY 2007 Budget (\$)
<b>Revenue</b>							
Grant revenue							
HUD–Phase 1	798,056	128,029	66,879				
HUD–Phase 2						97,946	619,500
EDA			4,305				
CEDA		3,000	18,226	7,370	17,136	37,294	
CEDA–Corps II planning					17,101	12,363	
CEDA–Corps II programming					17,363	–12,363	
CEDA–information materials					15,022	–13,522	
Governor’s discretionary						5,044	2,000
Department of Lands					1,500		
National Parks System				2,735			
U.S. Forest Service	44,763			0			
BLM Assistance Agreement		40,748	173,363	21,888	30,438	28,410	30,000
BLM Outdoor School							12,000
BLM Preserving National Heritage							60,000
Miscellaneous	5,000	35,477					10,000
U.S. Department of Agriculture					5,622		
Idaho Community Foundation					1,250		
Preserve America							150,000
Idaho Governor’s Committee							250,000
Other							
Bonds		900	2,351			1,428	
Interfund transfer bonds					–49,901	3,740	7,210
Miscellaneous revenue							
Interest	81	306	57	0	0	284	
Rental income		200		605	1,338	1,231	5,000

Budget Item	FY 2001 (\$)	FY 2002 (\$)	FY 2003 (\$)	FY 2004 (\$)	FY 2005 (\$)	FY 2006 (\$)	FY 2007 Budget (\$)
Donations–Phase 2				4,869			2,000
Donations			21,088	5,210	25,665	6,367	
Donations–Sacajawea and Pomp statue			10,000				
Donations–Stewardship				125	175	25	200
Donations–Heritage Days					16,000	990	1,000
Donations–Eagle statue				2,594			
Donations–Meriwether				3,000			
Heritage Garden						1,512	500
Concessions			4,299	5,051	12,062	7,989	11,000
Haying				850	450	300	300
Miscellaneous			1,215	1,998	3,165	1,085	1,000
Heritage Days vendors						150	
Visitors' fees			132	15,852	20,693	16,103	12,000
Refunds–Center purchase			1,792	194			
Health insurance reserve			2,173	233			
Book sales					3,950	2,232	2,000
Map sales					257	63	50
Bread sales						35	
Cash short and over					72	–64	
Lemhi County LCBC debt repayment		133					
<b>Total revenues</b>	<b>847,899</b>	<b>208,794</b>	<b>305,920</b>	<b>70,932</b>	<b>139,357</b>	<b>198,645</b>	<b>1,175,760</b>
<b>Expenses</b>							
Salaries	32,718	45,527	31,853	46,763	78,104	58,549	62,489
Overtime			384	57	107	113	
Longevity					69		128
FICA		3,461	2,268	3,306	5,875	4,460	4,780
Retirement		4,340	3,033	3,911	6,795	5,294	5,910
Workers compensation		579	741	751	1,805	2,277	2,385

Budget Item	FY 2001 (\$)	FY 2002 (\$)	FY 2003 (\$)	FY 2004 (\$)	FY 2005 (\$)	FY 2006 (\$)	FY 2007 Budget (\$)
Health insurance		2,239	3,645	3,987	9,176	7,710	7,178
Health insurance buydown					99	1,147	2,010
Wellness program							201
Unemployment		428	322	462	783	587	625
Postage and office supplies		20	174	508	3,014	1,199	2,000
Operating supplies	50,030	6,406	8,994	6,706	3,630	2,598	4,000
Lemhi County LCBC bank loan payment		30,000		0			29,217
Refunds					31	30	
Printing			1,541	2,575	178		1,500
Concession materials			1,830	1,350	12,193	5,494	8,000
Professional services–other	540	27,337	13,465	9,629	9,126	–818	0
Professional services–auditor					1,500	1,660	1,620
Interpretive planning project		4,000		1,269	2,860		
Volunteers				1,485	2,044	2,637	2,500
Legal and printing charges/advice		2,221		1,798	1,185	720	1,500
Travel and meetings		1,939	4,476	5,525	1,888	707	2,000
Subscriptions and dues					103	30	100
Docents							1,500
Janitorial services		37	662	1,741	2,005	2,148	1,700
Telephone and communications		657	2,936	2,433	3,765	3,667	3,120
Heat, lights, and utilities		1,060	1,780	1,328	1,894	2,259	2,339
Contract labor			10,275	2,202			
Tort liability insurance		161	1,248	0		0	
P R & M buildings		30		703	2,270	1,264	2,228
Heritage Gardens						–364	11,500
P R & M equipment		244	226	373	1,638	388	1,500
P R & M grounds maintenance		1,620	2,020	2,681	10,307	3,397	1,500
Land purchase	778,915	1,003	18				
Web hosting		80	1,387	744			805

Budget Item	FY 2001 (\$)	FY 2002 (\$)	FY 2003 (\$)	FY 2004 (\$)	FY 2005 (\$)	FY 2006 (\$)	FY 2007 Budget (\$)
Capital outlay–Phase 1		82,327	183,557	5,014			
Films and display materials		7,000	14,312	653			
Grant salaries							0
Grant outside services					68,439	40,614	
Grant construction services					63,559	720	
Grant supplies and materials					39,437	3,721	
Grant travel and meeting expenses					4,913		
Grant indirects							87
Landscaping		12,513	10,288	135			16
Capital outlay–Projects			9,800	4,114			
Capital outlay–Equipment			6,221	9,273	2,658		
Eagle sculpture				2,500			
Phase 2–Capital reserve				0			
History Park			1,262	188			
Heritage Days					2,021	8,406	
<i>Subtotal</i>							164,335
Idaho Governor’s Committee							213,260,
Governor’s discretionary							2,000
Preserve America							150,000
BLM Assistance Agreement							10,000
BLM Outdoor School							12,000
BLM Preserving National Heritage							60,000
HUD grant							593,382
<b>Total expenses</b>	<b>862,202</b>	<b>235,228</b>	<b>318,718</b>	<b>123,984</b>	<b>343,468</b>	<b>160,718</b>	<b>1,204,977</b>
<b>Net revenue</b>	<b>(14,303)</b>	<b>(26,434)</b>	<b>(12,797)</b>	<b>(53,052)</b>	<b>(204,111)</b>	<b>37,927</b>	<b>(122,075)</b>

## Attachment D—Similar Organization Responses

Each of the questions from the questionnaire used to interview representatives of similar organizations is followed by a summary of the responses.

### **Q: What is the organization’s governing authority?**

- Seven of the 12 respondents were incorporated as 501(c)(3) nonprofit organizations.
- Three were operated either under local or state government.

### **Q: What is the organization’s annual operating budget?**

- It ranged from \$101,000 to \$1.8 million.

### **Q: How many full-time staff? Part-time staff ? Volunteers**

- The range for full-time staff was from 1 to 27; part-time, 1 to 12; and volunteers, 0 to 300.

### **Q: Does your organization have partnerships that provide operational funding? In-kind?**

- Everyone had partnerships of some kind. Several had formal cooperative agreements with federal agencies such as the Bureau of Land Management, U.S. Forest Service, or state historical societies (Wyoming Historical Society).
- One had city support, and four had a county mil levy.

### **Q: How does your organization address long-term sustainability?**

- Most felt that building an endowment was very important to their long-term financial stability.
- Having a strong Board of Directors committed to fundraising and community visibility was important.
- Providing a strong focus on educational programs and exhibits designed for local schools and community was also necessary.
- All organizations felt that admission and gift shop revenues were extremely important and that keeping the exhibits and programs updated in a competitive environment was critical to the long-term interest in their organizations.
- One museum felt that educational trips and tours were extremely important to their revenue stream and long-term donor cultivation. Tours represented 14% of their earned income.
- Four institutions were supported primarily through tax dollars (mil levy) and did not feel the same long-term pressures that others had. In those cases, such things as membership, gift shop sales, and admissions did not have a high priority.
- Having a larger umbrella organization was very important if not vital to some. Besides providing funding support, a larger parent organization provided access to expertise and resources not available otherwise.
- Community reputation (a core community value) and “connectedness” to community leaders and donors.
- Maintaining a strong “market presence.”
- Having a planned giving program.

**Q: What programming features offered by your organization are self-supporting and generate net revenue?**

- special events and festivals
- public programs, lectures, and workshops
- youth summer camps
- trips and tours
- archival photo reproductions
- outreach services

**Q: What percentage of your annual operation budget do the following represent?**

Earned Income Category	Response Range (%)
Admissions	0–35
Gift shop and retail sales	0–33
Memberships	0–4
Donations and annual appeals	2–13
Grants (foundations, corporations, and individuals)	0–35
Public support (county, city, state, and federal)	3–100
Programming (classes, workshops, tours, and trips)	0–18
Special events	0–40
Facility rental	0–7
Other	

**Note:** Those who reported 0 for some earned income categories were those who received 100% tax subsidy. Those with the higher percentages were those who had little if any public subsidy. Most of the latter group had a wide mix of fundraising and earned income sources. One had a very large endowment generating \$20,000 to \$24,000 monthly.

**Q: Do Board Members actively participate in fundraising?**

- Those with a Board of Directors felt that Board fundraising was one of their greatest challenges. Three stated that their Board was the organization’s greatest strength and, in fact, the key to long-term sustainability.
- Several responded that their most difficult task was to motivate and train Board members to “do the asking.” All agreed, however, that fundraising at the Board level is central to the Board’s role and mission.

**Q: How could you generate more revenue if you had additional staff and volunteers?**

- More special events and educational programming.
- One museum reported extraordinary success in raising money when it hired a development director that could focus entirely on fundraising and donor cultivation. Freeing up the director’s daily management duties with extra staff made it possible to focus more on public relations, thus enhancing visibility and ultimately providing more dollars to the museum.
- More marketing and advertising.

**Other comments from interviews:**

- Develop an active public relations and marketing program. Be in the news continually by showcasing educational programs, exhibits, lectures, history tidbits, etc.
- Be accessible to the public. Be involved in the community and participate in other community needs.
- Sustainability is everyone's responsibility, not just the director and Board's.
- The retired community is an excellent source of skill and labor.
- Build an endowment, build an endowment, build an endowment.
- Solicit larger organizations or companies to temporarily loan employees to you.
- Develop a strategic fundraising plan, have Board buy-in and community participation.
- Explore every avenue for collaboration, cooperation, and partnerships inside and outside the community
- Do fewer special events but concentrate on doing those bigger and better. Two organizations felt as if they frequently suffered from burnout due to demands of having many fundraisers and special events.

## Attachment E—Stakeholder Survey

### Sacajawea Center Master Plan 2007 Survey

The City of Salmon and partners have completed Phase I construction of the Sacajawea Interpretive, Cultural, and Educational Center. In order to sustain programs and facilities, the City is undertaking a master plan for the Center. Funds for development of the plan have been provided by the Idaho Governor's Lewis and Clark Trail Committee. A critical component of developing the master plan is hearing from people like you. Thank you so much for taking the time to respond to this survey. Survey time is approximately 10 minutes.

1. What do you think the purpose of the Center is?
2. Have you ever visited the Center?
  - a.  Yes
  - b.  No

**If you answered Yes, please continue to question #3. If you answered No, please go to page 3, question #15.**

3. How many times, on average, do you visit the Center in a year? \_\_\_\_\_
4. Why do you visit the Center?
5. What do you especially like about the Center?
6. What programs and services do you think the Center should provide that it does not currently?
7. Have you taken friends and/or relatives from out of town to the Center?
  - a.  Yes
  - b.  No
8. Have you referred anyone to the Center?
  - a.  Yes
  - b.  No
9. If yes, why did you make the referral?
10. What could the Center do in the next year to have a positive impact on the community?
11. What could the Center do in the next FIVE years to have a positive impact on the community?
12. Do you support the use of your tax dollars to operate the Center?

Strongly support	Support	Don't care	Don't support	Strongly don't support
<input type="checkbox"/>				
13. Please list any issues you think the Center needs to address.
14. What are your suggestions as to how to resolve these issues?

**Please continue the survey on page 4 with question #20.**

- 15. If no, why not.
- 16. Would you ever consider visiting the Center? Explain.
- 17. Do you support the use of your tax dollars to operate the Center?  
Strongly support    Support    Don't care    Don't support    Strongly don't support
- 18. Please list any issues you think the Center needs to address.
- 19. What are your suggestions as to how to resolve these issues?

**Personal Information**

- 20.  Check here if you would like to keep your responses confidential.
- 21. First Name \_\_\_\_\_
- 22. Last Name \_\_\_\_\_
- 23. Street Address \_\_\_\_\_
- 24. City \_\_\_\_\_
- 25. State \_\_\_\_\_
- 26. Postal code \_\_\_\_\_
- 27. How long have you lived at your current address?
  - a.  Less than 1 year
  - b.  1-5 years
  - c.  5-15 years
  - d.  15+ years
  - e.  born and raised
- 28. Your age: 0-20    21-35    36-50    51-65    66+
- 29. Your gender:  male     female

**Thank you for taking time to complete the survey.  
The closing date for survey collection is May 10, 2007.**

Please return surveys to the address below, or drop off at Salmon City Hall.

Master Plan Survey  
26 W Bannock Rd  
Salmon, ID 83467

# Attachment F—Potential Operating Options

Three potential operating options were identified and recommended by the Advisory Team for additional exploration: the City of Salmon, Lemhi County Historical Society, and Idaho Department of Parks and Recreation.

## I. City of Salmon

### Mission Statement

To provide public services (water, sewer, roads, law enforcement, community parks and recreation, land use and community planning) to residents of Salmon.

### Operations Assumptions

- The City of Salmon would continue to own and be responsible for all aspects of operation.
- Interpretive Center hours would be decreased. The Center would be open to the public from Memorial Day weekend through Labor Day every day from 10:00 am to 4:00 pm. From Labor Day through November and in April and May, public hours would be Saturdays from 10:00 am to 3:00 pm.
- Facility rental fees would increase:

	For Profit	Nonprofit
Meriwether Theater	\$150	\$100
Outdoor Amphitheater	\$300	\$250

- Visitor fees would be \$4 for adults, with no charge for children under 16. Total revenue from visitor fees will decrease with decreased hours of operation.
- Programming would be condensed within a single Heritage Day event. This event, as well as the Outdoor School and Mike Crosby lectures, would be contracted. Other programs or activities would be the responsibility of other organizations, public agencies, or businesses that would rent the Center for onsite events.
- Staffing and budget would be allocated to other city departments. That is, volunteers for staffing the Center would be managed by the Community Development Director. Maintenance of the facility would be managed by the Public Works Director and Parks Supervisor. Facility rentals would be managed by the front desk/reception staff. (There would no longer be a separate accounting department).
- Docents and volunteers for staffing the Center and gift shop could be organized as an informal “friends” group.
- The Community Development Department would be moved into the farmhouse/administrative building.
- The library would be donated to the Fort Hall tribal museum, Lemhi County Historical Society, and/or the Salmon Public Library.
- Bureau of Land Management assistance agreements would be continued for maintenance and completion of interpretive exhibits.

**Projected Budget for the City of Salmon (Fiscal Years 2008–2011)**

<b>Budget Item</b>	<b>Notes</b>	<b>FY08–09 (\$)</b>	<b>FY09–10 (\$)</b>	<b>FY10–11 (\$)</b>
<b>Capital improvements</b>				
Revenues				
HUD appropriation Phase 2	590,000			
Expenses				
As needed improvements	590,000			
<b>Operations</b>				
Revenues				
Visitor fees	500 @ \$4 each, 525, 550	2,000	2,100	2,200
Facility rental fees	10 @ \$250 ea, 11, 12	2,500	2,750	3,000
Grants and partnerships				
Bureau of Land Management	Outdoor School, exhibit maintenance	30,000	30,000	30,000
Idaho Parks and Recreation				
IGLCTC				
Other				
Donations (boxes)		500	500	500
Gift shop		2,500	2,500	2,500
State/license plate fees (IGLCTC)	60% of annual revenue of \$42,000	25,200	25,200	25,200
Heritage Days		0	0	0
Haying income		350	500	550
<i>Total operational revenues</i>		<i>63,050</i>	<i>63,550</i>	<i>63,950</i>

Budget Item	Notes	FY08–09 (\$)	FY09–10 (\$)	FY10–11 (\$)
Expenses				
Staff	3% increase in FY10–11			
Salaries				
Community Development	0.25 x \$36,000	9,000	9,000	9,270
Public Works/Parks	540 hrs x \$9/hr	4,860	4,860	5,006
Administrative staff	10% of \$36K annual sal.	3,600	3,600	3,708
Benefits	37% of total salaries	6,460	6,460	6,654
Advertising		100	500	515
Contracted programming		0	0	0
Dues and subscriptions		0	0	0
Gift shop inventory	80% cost of goods sold	2,000	2,000	2,000
Heritage Day event	Outdoor school and coordination	15,000	15,000	15,000
Insurance	Tort liability	2,300	2,300	2,369
Professional services		0	0	0
Office supplies	\$50/month	600	600	618
Postage		0	0	0
Printing and copies		500	500	515
Program and interpretation supplies		4,000	5,000	5,150
Repair and maintenance				
Building		3,000	3,000	3,090
Equipment		1,000	1,000	1,030
Telephone and Internet		2,400	2,400	2,472
Travel		0	0	0
Utilities (gas/electric)		2,400	2,400	2,472
Volunteer recognition/appreciation		1,500	1,500	1,545
Website		0	0	0
<i>Total expenses</i>		<i>58,720</i>	<i>60,120</i>	<i>61,414</i>
<b>Net income</b>		<b>4,330</b>	<b>3,430</b>	<b>2,536</b>

## II. Lemhi County Historical Society

### Mission

Preserving and promoting the heritage and culture of the Lemhi Valley.

### Operations Assumptions

- Land and buildings would be donated and/or signed over to the Lemhi County Historical Society.
- The transition time from City of Salmon to the Historical Society would be 6 to 12 months.
- Museum operations would eventually be moved to the Sacajawea Center site.
- The museum and interpretive center would be open to the public every day from Memorial Day weekend through Labor Day from 10:00 am to 6:00 pm. After Labor Day through the end of April, public hours would be Tuesday through Saturday from 10:00 am to 3:00 pm.
- Facility rental fees would increase:

	For Profit	Nonprofit
Meriwether Theater	\$150	\$100
Outdoor Amphitheater	\$300	\$250

- Visitor fees would be \$4 for adults, with no charge for children under 16.
- Members of the Lemhi County Historical Society would enjoy the facility at no additional cost throughout the year. Annual memberships would start at \$35 per year.
- Staffing would include the following:
  - 1 full-time executive director (job outline attached)
  - 1 half-time administrative assistant (job outline attached)
  - 1 half-time volunteer to coordinate other volunteers
  - Seasonal grounds/buildings maintenance
  - 10 to 20 docents
- A new building with approximately 8,000 square feet of display, office, and storage space would be required. The cost is estimated at \$1.5 million (\$150/ft<sup>2</sup> construction, \$300,000 for infrastructure, engineering, architecture, and permitting).
- Some portion of the 71 acres would be sold to generate funding for building construction.
- Financing for building construction would require ownership of the land and buildings.
- Extensive training would be provided to the staff and board to provide the Lemhi County Historical Society with the expertise and skills necessary to operate the Center through and after the transition.
- Heritage Days would be transitioned into an evening Heritage Event and/or turned over to the Chamber of Commerce or some other organization to coordinate.
- At least two new computers and additional software (including a donor management system) would be required.

**Projected Budget for the Lemhi County Historical Society (Fiscal Years 2008–2011)**

<b>Budget Item</b>	<b>Notes</b>	<b>FY08–09 (\$)</b>	<b>FY09–10 (\$)</b>	<b>FY10–11 (\$)</b>
<b>Capital improvements</b>				
Revenues				
HUD appropriation Phase 2			590,000	
Land sale		350,000		
Bank loan			300,000	
Contributions			260,000	
Expenses				
Infrastructure, architectural, and construction		350,000	1,150,000	
<b>Operations</b>				
Revenues				
Visitor fees	3,500 @ \$4 ea, 3,700, 4,000	14,000	14,800	16,000
Facility rental fees	12 @ \$250 ea, 15, 20	3,000	3,750	5,000
Membership and contributions	100 @ \$50 avg, 125, 150	5,000	6,250	7,500
Grants and partnerships				
Bureau of Land Management		40,000	30,000	30,000
Idaho Parks and Recreation				
IGLCTC		75,000	40,000	30,000
Other			15,000	15,000
Gift shop		15,000	16,000	17,500
State/license plate fees (IGLCTC)	60% of annual revenue of \$42,000	25,200	25,200	25,200
Heritage Day event		5,000	7,500	10,000
<i>Total operations revenues</i>		<i>182,200</i>	<i>158,500</i>	<i>156,200</i>

Budget Item	Notes	FY08-09 (\$)	FY09-10 (\$)	FY10-11 (\$)
Expenses				
Staff	3% increase in FY10-11			
Salaries	ED @ \$40,000 AA @ \$15,000	55,000	55,000	56,650
Benefits	20% of total salaries	11,000	11,000	11,330
Advertising		2,000	2,500	3,000
Bank loan payment	\$2,201/month, \$300,000 30 yrs, 8% interest	26,412	26,412	26,412
Contracted programming	Lectures and Outdoor School	12,000	12,000	12,360
Dues and subscriptions		250	250	258
Gift shop inventory	80% cost of goods sold	12,000	12,000	12,360
Heritage Day event		1,500	1,500	1,545
Insurance	Liability	3,000	3,000	3,090
Professional services				
Bookkeeping and accounting	\$75/month	900	900	927
Cleaning/janitorial	\$150/month	1,800	1,800	1,854
Grounds	6 months @ 90/hrs per month x \$8/hr	4,320	4,320	4,450
Legal		500	500	515
Organizational development		30,000	10,000	0
Office supplies	\$50/month	600	600	618
Postage	2,000 x \$0.41 ea	820	820	845
Printing and copies		1,200	1,200	1,236
Program and interpretation supplies		5,000	5,000	5,150
Repair and maintenance				
Building		1,500	1,500	1,545
Equipment		1,500	1,500	1,545
Telephone and Internet		1,200	1,200	1,236
Travel		1,200	1,200	1,236
Utilities (gas/electric)		2,400	2,400	2,472
Volunteer recognition/appreciation		500	500	515
Website		1,000	1,000	1,030
<i>Total expenses</i>		<i>177,602</i>	<i>158,102</i>	<i>152,179</i>
<b>Net income</b>		<b>4,598</b>	<b>398</b>	<b>4,021</b>

**POSITION DESCRIPTION: *Executive Director***

SUPERVISOR: Board President

STATUS: Full-time, Salaried

---

**SCOPE OF WORK:** The Executive Director is responsible for the organization's achievement of its mission and financial objectives. This includes the recruitment and retention of outstanding management staff, building and maintaining strong relationships with key constituencies, and providing the necessary leadership to ensure the ongoing vitality and viability of the organization.

**AREAS OF RESPONSIBILITY:***I. Leadership*

- A. Ensure organization strategies are consistent with, and directed to, accomplishing the organization's mission and goals, and provide leadership in developing those strategies.
- B. Develop and maintain positive working relationships/partnerships with agency and business representatives and community and state leaders.
- C. Provide direction and management of artifact procurement, display, interpretation and preservation; program development and implementation; communications; and policies.
- D. Maintain a working knowledge of significant developments and trends in the field.
- E. Conduct major donor development of individuals and foundations.
- F. Ensure organization compliance with all legal and ethical regulations, policies and mandates.

*II. Staff Development & Management*

- A. Maintain a climate which attracts, keeps and motivates staff and volunteers.
- B. Conduct hiring, management, evaluation and termination of staff.
- C. Identify and ensure training of, and assistance to, staff and volunteers in areas relevant to their positions.

*III. Board Support*

- A. Provide consistent, timely and relevant organization information to the Board.
- B. Provide direction, support and coordination of strategic planning efforts as guided by the Board.
- C. Ensure provision of administrative support for effective Board function.

*IV. Financial Reporting & Management*

- A. Prepare annual business plan and budget.
- B. Oversee and manage bookkeeping and accounting functions.
- C. Monitor and ensure that adequate funds are available to permit the organization to carry out its work including grant writing and major donor development.
- D. Ensure financial reporting system provides timely and accurate information.

**POSITION DESCRIPTION: Administrative Assistant**

SUPERVISOR: Executive Director

STATUS: Half-time, Salaried

---

**SCOPE OF WORK:** The Administrative Assistant is responsible for providing clerical, secretarial and general support to the Executive Director and Board of Directors and volunteers as needed and/or directed as well as the accurate maintenance of the member/contributor information management system and member/contributor communications.

**AREAS OF RESPONSIBILITY:***I. Administrative Support*

- A. Prepare and distribute memos, correspondence and other forms of written communication in a timely and accurate manner.
- B. Answer and route phone calls and messages in a friendly, courteous and timely manner.
- C. Monitor and maintain an adequate inventory of office supplies, program supplies and other items.
- D. Manage and coordinate all aspects of office equipment maintenance and repair.
- E. Coordinate and assist with bookkeeping and accounting services.
- F. Manage all aspects of facility rentals including scheduling, coordinating extra services, cleaning and maintenance.
- G. Assist with special projects as needed and/or directed.

*II. Board Support*

- A. Maintain accurate contact and background information on all members of the Board of Directors.
- B. Schedule and coordinate attendance of members of the Board of Directors at full board as well as committee meetings.
- C. Prepare and distribute associated agendas, minutes or other written materials for meetings of the Board of Directors and committees.

*III. Bookkeeping and Membership Management*

- A. Process all deposits maintaining accurate information on all fees, contributions and other sources of revenue.
- B. Prepare and distribute all donor thank you letters and receipts.
- C. Design, produce and distribute membership/constituency communications including member renewal notices, special appeals, updates and newsletters.

## I. Idaho State Parks and Recreation

### Mission

To improve the quality of life in Idaho through outdoor recreation and resource stewardship.

### Operations Assumptions

- Requires minimum two-year lobbying process for state legislative action for adoption/approval.
- Requires full support and advocacy by city council, county commissioners, regional legislators, Idaho Department of Parks and Recreation Board and staff, and the governor. (At this time, Governor Otter has taken a conservative approach to new employees.)
- A “work group” sponsored by the Idaho Governor’s Lewis and Clark Trail Committee (IGLCTC) would be responsible for the advocacy work needed for legislative and executive adoption. Approximately \$45,000 per year (\$90,000 total) for the two-year process would be needed to fund travel, consulting, and support.
- City support through grounds maintenance, funding, or other resources would be required for legislative approval.
- The City of Salmon would continue to be responsible financially for fiscal years 2008–2009, 2009–2010, and possibly 2010–2011 if legislation is passed in the 2010 legislative session.
- Ownership of the land and buildings would be negotiated based on political advantage to the successful operational transition of the Center. Through long-term memoranda of understanding (MOUs), the Idaho Department of Parks and Recreation manages several areas as state parks through partnerships without owning any land.
- Gift shop operations are typically staffed by employees and may be augmented through volunteer support.
- Department recreation programs are supported by off-highway vehicle, snowmobile, and boat sticker revenue.
- Facility rental fees would increase:

	For Profit	Nonprofit
Meriwether Theater	\$150	\$100
Outdoor Amphitheater	\$300	\$250

- Visitor fees would include \$4 per vehicle and \$25 passports, which allow vehicles into any Idaho state park for the day any time during the calendar year.
- Staffing would include the following:
  - 1 quarter-time park manager
  - 1 full-time park assistant manager
  - 2 full-time 10-week park aids
  - Seasonal grounds/buildings maintenance
  - 10 to 20 docents
- The Idaho Department of Parks and Recreation has a full-time volunteer coordinator for recruiting volunteers from all around the country.
- Heritage Days would be supported (not sponsored or coordinated) by the Idaho Department of Parks and Recreation.

### Projected Budget for the Idaho Department of Parks and Recreation (Fiscal Years 2010–2013)

Budget Item	Notes	FY10–11 (\$)	FY11–12 (\$)	FY12–13 (\$)
<b>Capital improvements</b>				
Revenues				
HUD appropriation Phase 2		590,000		
Expenses				
As needed improvements		590,000		
<b>Operations</b>				
Revenues				
Visitor fees	6,000 @ \$4 ea, 6,500, 7,000	24,000	26,000	28,000
Facility rental fees	12 @ \$250 ea, 15, 20	3,000	3,750	5,000
Grants and partnerships				
Bureau of Land Management		30,000	30,000	30,000
Idaho Parks and Recreation				
IGLCTC		10,000	10,000	10,000
Other			15,000	15,000
Gift shop		15,000	16,000	17,500
State/license plate fees (IGLCTC)	60% of annual revenue of \$42,000	25,200	25,200	25,200
Motorbike	Unknown at present time			
RV	Unknown at present time			
General fund		49,000	31,000	40,000
<i>Total operational revenues</i>		<i>156,200</i>	<i>156,950</i>	<i>170,700</i>

<b>Budget Item</b>	<b>Notes</b>	<b>FY10–11 (\$)</b>	<b>FY11–12 (\$)</b>	<b>FY12–13 (\$)</b>
<b>Expenses</b>				
Staff	3% increase in FY12–13			
Salaries				
Park manager	0.25 time	12,000	12,000	15,000
Assistant park manager	1.0 time	40,000	40,000	45,000
Seasonal	0.86 park aids x 2	14,000	14,000	15,000
Benefits	37% of total salaries	24,420	24,420	27,750
Advertising		500	500	515
Contracted programming	Lectures and Outdoor School	12,000	12,000	12,360
Gift shop inventory	80% cost of goods sold	12,000	12,000	12,360
Insurance	Liability	3,000	3,000	3,090
Professional services				
Cleaning/janitorial	\$150/month	1,800	1,800	1,854
Office supplies	\$50/month	600	600	618
Printing and copies		1,200	1,200	1,236
Program and interpretation supplies		5,000	5,000	5,150
Repair and maintenance				0
Building		7,500	7,500	7,725
Equipment		4,500	4,500	4,635
Grounds		3,500	3,500	3,605
Telephone and Internet		2,400	2,400	2,472
Travel		1,200	1,200	1,236
Utilities (gas/electric)		5,000	5,000	5,150
Volunteer recognition/appreciation		500	500	515
Toilet pumping		5,000	5,000	5,150
<i>Total expenses</i>		<i>156,120</i>	<i>156,120</i>	<i>170,421</i>
<b>Net income</b>		<b>80</b>	<b>830</b>	<b>279</b>

## Attachment G—Proposed Project Support

### *Scope of Work and Specifications*

1. **TEAM MEETINGS:** The Contractor is expected to assist with the recruitment of project team members and conduct a kick-off meeting with team members to review the plan and assign tasks with timelines for plan implementation. Monthly meetings will be scheduled with the Team to allow for activity reports and plan revisions.
2. **PROJECT:** The primary goal of the project is to garner additional cooperative/partnership support for the Sacajawea Center as well as state legislative approval for management and operation of the Sacajawea Center by Idaho Department of Parks and Recreation by fiscal year 2009-2010. The contractor will assist with the management and facilitation of and/or direct as needed implementation of the *Sacajawea Center Master Plan* (see Attachment A) which includes the following:
  - 2.1 Negotiating formal operating agreements for new and/or additional resources for the operation of the Sacajawea Center with, but not limited to, the following:
    - 2.1.1 Shoshone-Bannock Tribes for cultural interpreters, possible campsite development, and gift shop inventory.
    - 2.1.2 Idaho Governor's Lewis and Clark Trail Committee for additional funding to implement the master plan and to secure political support needed for legislative approval.
    - 2.1.3 Lemhi County Historical Society for increasing volunteer and docent support.
    - 2.1.4 Bureau of Land Management for continued and/or expanded administrative and program support.
  - 2.2. Garnering state legislative and executive office approval for Idaho Department of Parks and Recreation operation and management of the Sacajawea Center by the end of the 2009 legislative session.
  - 2.3 Continuing to increase revenues through leveraging city resources and funds and exploring additional opportunities.
  - 2.4 Continuing to increase community involvement with the Sacajawea Center.
3. **DELIVERABLES:** The contractor will provide oversight and be responsible for all aspects of implementing the plan. This is to include but is not limited to the following:
  - 3.1 Providing monthly progress reports/plan updates.
  - 3.2 Working with team members and other resources as identified, develop and implement lobbying strategies for gaining approval.
  - 3.3 Coordinating and meeting with key community, agency and legislative leaders and representatives.

- 3.4 Assisting with drafting and negotiating operating agreements with tribal,
  - 3.5 Developing and producing communication strategies, message points, and materials for key constituencies.
  - 3.6 Exploring and assisting with developing new and expanding existing sources of revenue and resource support.
  - 3.7 Facilitating and documenting team meetings.
  - 3.8 Identifying, coordinating, and managing public involvement critical to gaining legislative and executive approval.
  - 3.9 Developing alternative activities and methods for achieving long-term sustainability as necessary and/or identified.
4. TIME FRAME: October 30, 2007, through August 30, 2009

### **Owner Provided**

The City and project partners will provide the following materials and services:

1. *Sacajawea Center Master Plan*, Concepts in Writing, Inc., September 2007
2. Sacajawea Center Director from the City of Salmon staff will be assigned as the primary contact for local coordination, meetings, and communications.

### **Proposal Instructions**

Proposals must be submitted to the City of Salmon by 4:00 p.m. to the following address:

City of Salmon  
Attn: Angie Hurley  
200 Main St.  
Salmon, ID 83467

All questions and clarifications must be submitted in writing to the above address or emailed to [ahurley@centurytel.net](mailto:ahurley@centurytel.net).

The qualified firm's proposal shall include, at a minimum, the following information:

- Company name, address, phone, fax, email and name of primary contact for the proposal
- Summary and references for similar projects
- Names and experience of all key personnel
- All subcontractors' information and qualifications included in the proposal
- Description of the contractor's approach to project scope of work
- Cost breakdown by key elements of the scope of work, including travel and expenses
- Rates for all key personnel
- Comments and suggestions to the scope of work
- One reproducible copy of the proposal (unbound) and five (5) bound copies of the proposal

Proposals will be considered only from firms or individuals that are well established in an appropriate field, who are financially responsible, and who have the resources and ability to provide services in a professional manner. Firms or individuals must have experience working with Idaho legislative processes, rural history museums/interpretive centers and/or state or national parks, public involvement and Native American culture. The City may request additional information as deemed necessary. Failure to provide such information may result in the proposal being considered unresponsive.

The City of Salmon reserves the right to reject any and all proposals, to waive any informalities in the proposals received, and to accept the proposal deemed most advantageous and in the best interest of the City of Salmon. The City of Salmon also reserves the right to obtain financial data or other supplemental information concerning the firm and/or its subcontractors.

### ***Evaluation of the Proposals***

The City of Salmon and project team shall be the sole judge of their own best interests, the proposal, and the resulting negotiated agreement. The City reserves the right to investigate the reputation, integrity, skill, experience, and quality of performance under similar operations of the proposer, before making an award. Awards, if any, will be based on both an objective and subjective evaluation of proposals and proposers. The City's evaluation criteria shall include, but not be limited to, consideration of the following:

Experience with legislative processes of similar scope:	30 points
Qualifications of personnel directly involved in the project:	20 points
Experience with engaging public involvement:	20 points
Experience with team facilitation:	20 points
Completeness of the proposal:	10 points

The City and project advisory team will evaluate the proposals. Depending on the number of proposals and the criteria, a short list of qualified proposals may be selected for additional review. The City may require the apparent preferred proposer(s) to provide a formal presentation to the selection committee. Following the selection of the preferred proposal, the City will conduct negotiations with the selected firm. If the City and selected firm cannot reach agreement on the final terms and conditions of the contract, the City of Salmon will notify the firm of their decision to end negotiations and begin negotiations with the next qualified proposer. Following successful negotiations, City staff will make a recommendation to the Salmon City Council in a public meeting to approve the contract. If the selection committee has determined that none of the proposers are qualified, that proposals do not meet the scope of work, or that a contract cannot be agreed on, the City of Salmon reserves the right to re-advertise the request for proposals.