

# Trends

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## Partnerships for Survival





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The Park Practice Program is a cooperative effort of the Heritage Conservation and Recreation Service and the National Recreation and Park Association.

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## Introduction

by Chris Therral Delaporte

*"The challenge of enhancing recreation opportunity cannot be met by government action alone. New Partnerships among all levels of government and the private sector will be required. New ways of combining resources from a variety of existing programs must be tested to meet our Nation's recreation needs."*

President Jimmy Carter  
Message to the Congress of  
the United States  
Upon transmittal of the  
Third Nationwide Outdoor Recreation Plan

Was Woodrow Wilson too optimistic when he expressed the view that "the highest and best form of efficiency is the spontaneous cooperation of a free people"? Isn't it naive to expect the people and institutions of a peacetime society to rouse themselves spontaneously to a common purpose, and to pursue that purpose cooperatively and with efficiency?

I think not. This issue of TRENDS offers abundant documentation of the cooperative capabilities of people and institutions—partnerships that spring up and sustain themselves in behalf of causes not associated with the immediate demands of survival.

Wilson refers explicitly to cooperation among a *free* people, that qualifying adjective takes his words beyond naivete and optimism and makes them valid. While President Wilson was undoubtedly speaking of the wartime efforts of a people who were free politically, freedom—albeit of a more subtle kind, is the driving force in *any* cooperative success.

Those of us concerned with recreation improvement have learned that too narrow a view of our mission imprisons our thinking and shackles our ability to form productive alliances with others. Old formulas—like plentiful dollars—land building—Recreation Improvement—no longer apply, because in any specific sit-

uation, one or more of the variables of need and resources have changed. Dollars are not plentiful. Land acquisition costs are nearly prohibitive, and too many existing facilities need repairs. And in some cases, recreation would not be significantly improved with the simple addition of more parkland or a new recreation center.

However, if we re-think our mission, and come to see it as one of improving people through recreation, the tools of creative cooperation become ours.

### Recreation Integrated with Other Human Needs

In its natural state, life occurs in integrated form. People's needs don't occur singly, or serially. People need not only recreation opportunities, but housing, transportation, health care, jobs and financial certainty, a sense of physical safety, exposure to books and the arts, and a host of other things. As individuals, we need these things according to the random order of individual lives, not according to a this-one-today-and-that-one-tomorrow timetable. As a society, we need them all at the same moment.

It is when we recognize that recreation needs occur inherently among a formidable array of other human needs that freedom first becomes an actor in the process of creating a partnership.

Before we even begin a dialogue with a potential partner, we must free our-

selves of the notion that recreation can ever be dealt with apart from other issues.

Our usual approach to the world and to our work—as park and recreation professionals, as agents of this or that institution, as local, state, or federal entities—often limits our ability to appreciate all the dimensions of a matter before us. As park practitioners, we are able to see quickly some of the fruits of our labors, and we are gratified by the positive responses of a recreation-hungry public. However, the unarguable significance of our recreation achievements sometimes obscures a larger view of the considerable role we play in the development of other public policies.

If we believe with conviction that our business is to improve human lives through recreation, and not just to "improve recreation," we find ourselves thinking differently. Ultimately, we find ourselves behaving differently in both our professional world and in the community at large.

When transportation policies are proposed and aired, we will hear our own voices in the debate, asking how these bear on recreation policies, and vice versa, asking what opportunities there are for bikeways, in transit corridors, for recycling of abandoned railways, for using school buses on weekends to get from the city to state parks.

When we read in the morning paper that our community experiences high rates of stress diseases, we will ask what opportunities there are for encouraging exercise and fitness in our parks and recreation facilities as part of our city's overall health promotion efforts.

And when new economic developments or new communities are planned, we will be ready to work with developers and local transportation officials to incorporate open space and recreation access considerations into their planning process. What will the quality of life be in these new and expanded communities?

There is potential for improving human lives through recreation in all of these examples. There is partnership potential for recreation professionals in them as well. Realization of this potential depends on our initial readiness to see recreation interests in the fabric of all public decision-making.

What must follow is a willingness to bring the public recreation trust to people where they need it, and in the context in which that need is expressed.

The days of public fund surpluses are over. All public priorities are becoming more refined and more explicit. The public is rightfully insisting that we, as holders of the public trust, return the maximum benefit on every tax dollar it invests. As trustees of the recreation dollar, we can no longer meet with the public alone to discuss its parks or recreation programs. We must take a clear and unconfined sense of our recreation mission into the meeting rooms of our co-trustees in other fields.

We know that recreation is a health matter, and we know that vandalism and crime affect recreation opportunities. We know that trends and changes in housing, economic development, and transportation policy influence recreation demands. We must search vigorously for the points at which recreation interests intersect with other policy and program interests, and we must pursue the crosspaths we find.

Recreation interests can be found in almost every setting where human beings exist; thus, opportunities abound for purposeful and creative partnerships in pursuit of a common goal. As in everything though, some fundamental principles apply.

### Self-Interest a Crucial Component

The term "partnership" should be used with care, and not as a label for just any arrangement to transfer funds from one entity to another. A partnership exists because all parties involved can achieve something through the partnership that they cannot achieve alone, or cannot achieve as well alone. It is important that each party have an institutional self-interest, something at stake, in the partnership. Relationships begun through coercion, or independent fiat, will not last.

The New Jersey Pine Barrens, the subject of an article in this issue, is a good illustration of differing but compatible motives converging in a partnership that

serves the interests of the individual partners, and produces important public benefits.

All parties must have something to accomplish in the partnership, and all parties must have resources to bring to it.

In Houston, a city of abundance with some special problems of open space and recreation need, an alliance among business and the federal, state, and local governments has been formed to deal with these problems. The partnership is grounded in a set of goals that is clearly delineated. While there is unity of purpose to the effort, the functions of each of the partners differ both by design and by agreement.



Partnerships require patience. Whether a partnership takes the form of an administrative, inter-agency agreement or a complex, multi-tiered structure with substantial money at stake, there will be many players involved in it. Behind each player is a set of processes—regulatory, legislative, etc.—which that player will have to assume responsibility for administering in behalf of the partnership. Many of these responsibilities will be managed out of view of the other participants, who should sympathetically allow their partner a judicious amount of time and freedom to accomplish what must be done. Though these processes sometimes seem to move much too slowly, they are, by definition, characteristics of any cooperative effort and must be accepted.

### Commitment to Partnership

A partnership is always a commitment, and it should be a commitment to perform with maximum results. In the beginning, prospective participants should explore together honestly all the needs or issues

which bring them together. Both goals and terms of agreement should be based on a thorough examination of each participant's capabilities and resources. This examination should be carried out in an atmosphere that, for a time, places individual job titles, jurisdictional boundaries, and conventional operating methods second to determining all of the practical measures that could be taken if it were in the prospective partners' interest to do so. All resources and capabilities should be scrutinized and to the extent possible, viewed with fresh eyes. Knowledge, expertise, and experience with the tools of planning and technical assistance must be valued and assigned a role. Money is often important, but it need not be, and should not be, the only bond between partners. A pledge of regulatory consistency by a key partner, or a promise of supportive zoning, can be as critical a term of agreement as any promise of funds.

I firmly believe that one of the by-products of free interplay between recreation and other areas of public policy will be a greater and more creative efficiency in all public decision-making.

The urge to remove constraints, and the drive towards interdependence, are in many ways more natural, in the fullest sense of the word, than our balkanized, man-made bureaucracies. Those of us in the conservation field do not have to go far to witness the exquisite efficiency of nature, a realm where interdependence is survival itself. The natural world seeks supporting relationships freely and spontaneously, as demonstrated by the vine winding its way towards a fencepost for support and light.

Though survival may not be the motivation in our partnerships, there is urgency in our mission to bring the healthy benefits of recreation into the organic framework of human lives. As the most refined exponent of nature, we should be making cooperation one of the highest arts of human organization.

*Chris Therral Delaporte is Director of the Department of the Interior's Heritage Conservation and Recreation Service.*

# NRPA: Meeting New Challenges Through Partnerships

by John H. Davis

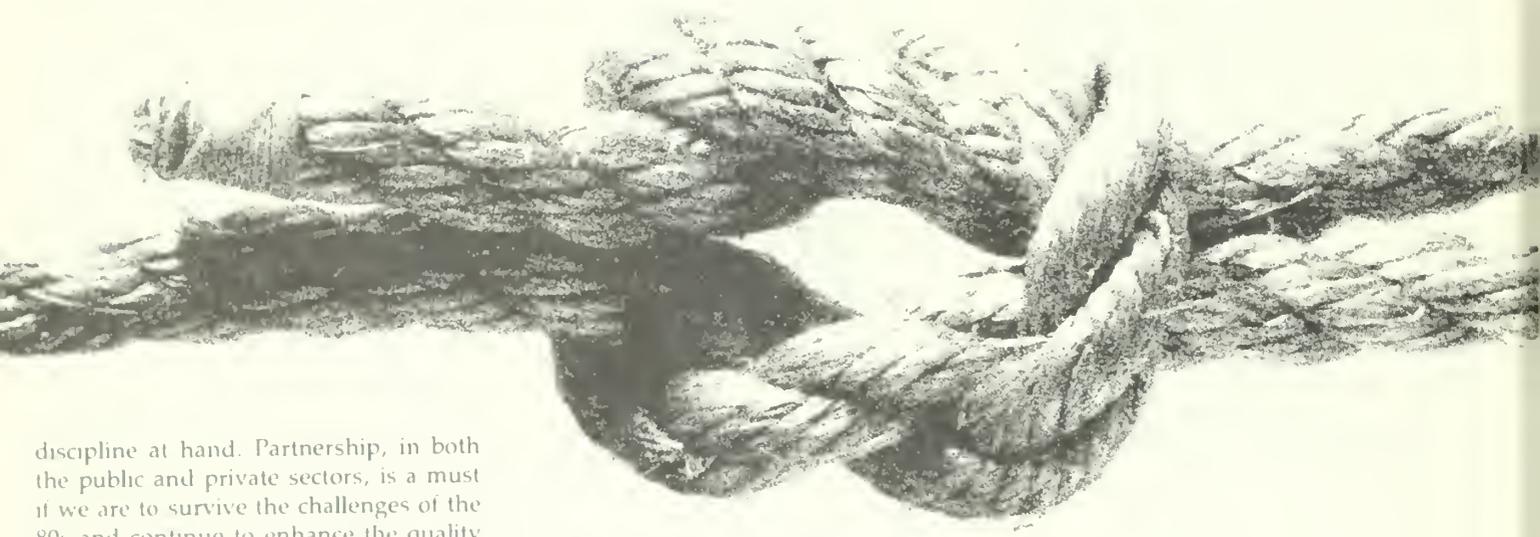
We enter the 1980s with a sense of certainty, a certainty that the park and recreation movement will be plagued by increasing inflation, increasing demands for service, and decreasing revenues. The energy crunch—its promise both of uneven supplies and higher costs—will impact heavily upon our field. It is clear that the 1980s will not be a decade for timidity in those of us in the park and recreation field.

Never has it been more critical for those of us who care about providing for and maintaining our two most vital resources—human and natural—to join together to form strong alliances so that we may make the best possible use of every

and the Heritage Conservation and Recreation Service have sought to secure adequate open space with appropriate and equitable recreation opportunities. Over the years NRPA has been a strong advocate in moulding public policy decisions in a wide range of park and recreation issues. I suggest this is a suitable role and one which should continue.

and facilities. *Grist*, on the other hand, has always served the practitioner with the most basic how-to ideas and suggestions which can be applied to park and recreation settings best suited to a broad-based clientele.

Some less visible (but no less viable) cooperative efforts of NRPA include input into the National Urban Recreation Study, the National Outdoor Recreation Plan,



discipline at hand. Partnership, in both the public and private sectors, is a must if we are to survive the challenges of the 80s and continue to enhance the quality of life for the American citizen through the provision of recreation and park services.

Certain NRPA relationships and alliances have served the best interests of their partners over the years. However, I question if those partnerships have *always* best served our constituencies. As we look to strengthening existing partnerships and forming new ones, I suggest that more thought be given to their eventual impact upon those we serve.

## NRPA Partnership Endeavors

But let's look at some of our accomplishments. Over the years the National Recreation and Park Association, the National Park Service, the Bureau of Land Management, Fish and Wildlife Service,

In another partnership, NRPA has joined hands first with the National Park Service and now the Heritage Conservation and Recreation Service to publish the Park Practice Program—perhaps the most useful of all technical assistance programs. Park Practice, with its three component publications—*Trends*, *Design*, and *Grist*, has served the profession for over 23 years. *Trends* has provided broad-based expertise on the issues of park and recreation management, always illustrating new trends and a sensitive concern for the practitioner. *Design* has been an invaluable guide for those who plan the best use of the environment at hand and particular parkland sites; it offers the latest development in design for structures

the long sought and now highly valuable Urban Recreation Recovery Program, and many others. NRPA's input has been sought and given on the subject of water quality's affecting the efforts of the Fish and Wildlife Service and the Environmental Protection Agency. Even recreation has borne fruit of joint efforts as tennis courts are developed atop waste water treatment plants and railroad rights-of-way are converted to biking and hiking trails.

These are but a few of the examples of how cooperation, information, and "wool gathering" sessions have paid off—paid off in a better quality of life and improved service to people, achieved while main-

taining basic environmental integrity. Partnerships of the past like these must continue to be nurtured. But new partnerships also must be explored.

### Economics and Demographics Necessitate New Initiatives

As we look to the future and the changing patterns of life now emerging—we must extend those parameters. Last summer's energy crunch, for example, stimulated some local park and recreation leaders' thinking about in-town campsites. Desire for camping experience is not likely to diminish, even though gas prices continue to soar. How are we to provide alternate resources to meet this and other recreation experiences?

ple whose jobs have become automated and boring, those who, for want of other positive things to do, spend an inordinate amount of time watching the "tube."

NRPA is seeking alliances in these areas. To the limit of our resources, we interface with organizations like the National Council on Aging, the AARP, the American Institute of Architects, the Conference of Mayors, and the League of Cities. We are working with the National Urban Recreation Committee on a campaign to alert alienated members of our society to what opportunities await them.

During the latter part of the 70s, California's Proposition 13 and similar tax cutting initiatives swept the country. Some of our more enlightened professional and

ing to its agents in the field and to local park and recreation agencies, is "Life. Be In It." This is an innovative media program developed by the State of Victoria, Australia. A series of humorous TV characters have been developed to illustrate the value of simple recreational pursuits. The program has been so successful that it has achieved 97 percent "recall" on the part of citizens who have seen the TV spots.

NRPA expects to use certain high-population areas as test sites for introducing this program in the United States as a public service media campaign and for special events and programs. In addition, NRPA is seeking full sponsorship to expand this media campaign nationwide.



Our very population is changing; the baby boom is over and we now deal with an emerging "older" population of 35 and above. During the 80s, 70 percent of our citizens will be adults. More than 50 percent of adult women will be in the workforce. These and other demographics will challenge us to change our mode of thinking. Traditional methods of programming rapidly are becoming obsolete. We shall have to change our park and recreation facility use patterns, even our hours and days of programming.

Can we—the federal sector and NRPA—do it alone? No. We need the help of other agencies.

More than ever we need to *forge alliances*, not merely establish relationships with other organizations. We need to work closer with organizations now serving the elderly, the drug culture, and unemployed youth. We need to reach peo-

ple whose jobs have become automated and boring, those who, for want of other positive things to do, spend an inordinate amount of time watching the "tube."

lay leaders sought the help of the private sector. In California, for example, Kaiser Aluminum and Chemical Corporation liked the "adopt-a-park" idea and has committed substantial resources to park and recreation systems. Many other communities, notably Portsmouth, Virginia, have turned to the community for monetary assistance and have received it. In addition, volunteers have helped with maintenance and have become involved in programming.

Community, school, and recreation department can come together to share buildings, energy costs, and parking. Plano, Texas, is an outstanding example of this type of cooperation and coordination—but the examples are too few.

It is my belief that the time has come for a massive campaign to "turn on" the American people—sensitize them to the value of parks, recreation, and leisure.

### Life. Be In It.

A recent development which will enable NRPA to offer innovative program-

This type of program, designed to enhance public perception of the value of constructive leisure pursuits, should have significant impact upon public policy relating to parks and recreation. But, to be successful, it *must* be conducted by local park and recreation agencies. It would be hoped that this type of program can be used to counter negative effects of tax-cutting limitations such as Proposition 13 and Proposition 4. Used properly, the program can heighten citizens' interest in the protection of park and recreation opportunities for all people.

To conclude, a massive "re-think" is called for on the part of all of us who are in the business of preserving our nation's precious human and natural resources. Only through the formation of strong alliances, with all parties pulling together, will a difference be made in American recreation in the 1980s and beyond.

*John H. Davis is Executive Director of the National Recreation and Park Association.*

## Business/Government Partnerships Boost Public Leisure Opportunities

by Tish Hunter

As the country moves into the 80s, a time of fiscal constraints and projected energy shortages, park and recreation professionals eager to improve and enhance the nation's network of open, public spaces will find their commitment, imagination, and managerial ability severely tested.

The problems created by limited resources at a time of increasing public demand for leisure opportunities, have become too complex and too diverse for public recreation agencies alone to handle. The time is ripe for partnership, especially for the close cooperation of government and the business community organized to provide more and better public leisure amenities for our nation's citizens.

A partnership is an ongoing give and take relationship; not a one-way, one-time flow of resources. Not that there is anything wrong with seeking one-way contributions of money or land. But public recreation agencies should not overlook the opportunity to use business resources in more imaginative ways for more long-term benefits.

### An Innovative Partnership Example

Consider the imaginative partnership program that the East Bay Regional Park District in Oakland, California, has initiated to tap business resources.

The East Bay Regional Park District is a limited purpose governmental agency providing regional parks and recreation to more than 1.5 million residents of two California counties. In 1977, it was faced with a crisis: Proposition 13. Almost overnight the Park District went from being a taxing agency to one dependent on handouts from the California State Legislature. In response to cutbacks in the park budget occasioned by Proposition 13, Richard Trudeau, general manager of the Park District, set in motion a program for long-term corporate support.

Kaiser Aluminum & Chemical Corporation, based in Oakland, has become the corporate spearhead of the program. Last year, Kaiser signed a letter of agreement with the Park District, pledging \$40,000



Concession operations represent another type of partnership

NPS

in cash and in-kind services for the first year of a projected three-year program to "adopt" the Roberts Recreational Area of Redwoods Regional Park, a park area near the homes of Kaiser employees.

The "adopt-a-park" program is designed to relieve the Park District of some of its park operations burdens. As set up by Mr. Trudeau, it is a program customized to fit the needs of both the park and the corporation which "adopts" it. The corporation and Park District staff work out an improvement program and the corporation signs a letter of agreement with the Park District to carry out a specific improvement program over a period of usually three years. The chosen parks usually are tied closely to corporate location or employee residential areas. At the end of the three-year commitment, everyone will sit down again to evaluate "adopting" yet another park in the system.

The approach used by Mr. Trudeau to win over corporations is very personal, requiring substantial courtship of local businesses and high visibility for the individuals and companies involved. Kaiser, for example, has won several national and local awards.

Kaiser's awards reflect the commitment that the company made in its first year, 1979, to Roberts Park. This included providing new park play equipment, installation of a solar heating device for the swimming pool, and arrangement for free summer bus transportation for low-income residents.

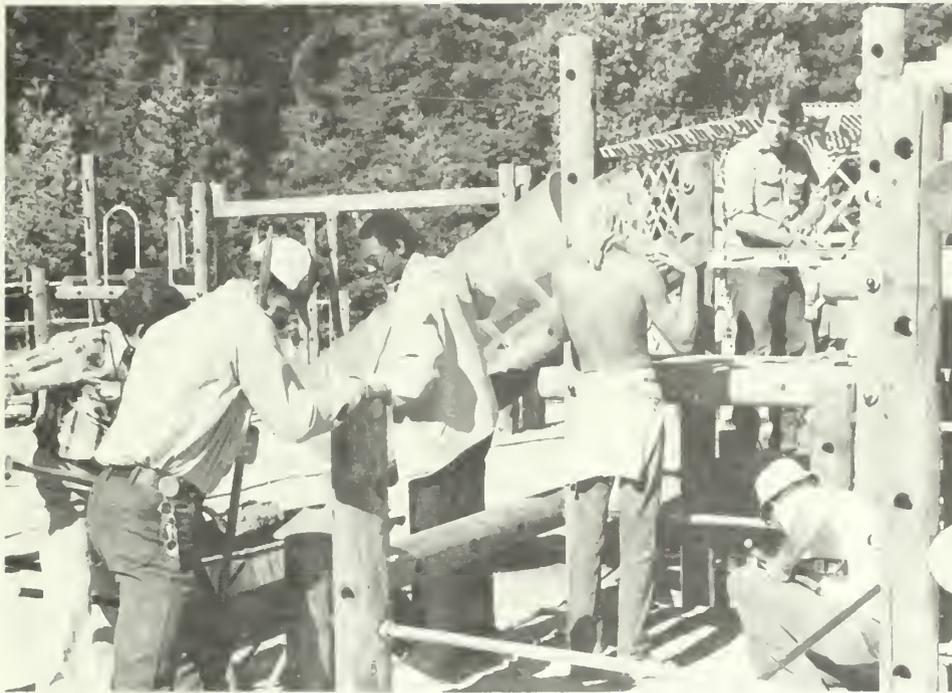
Not only did the company commit cash to the work, but Kaiser employees were intimately involved in the planning and execution of these improvements. The play area, for example, utilized Kaiser engineers, Kaiser equipment, and was installed by 70 Kaiser employees over a weekend.

Cornell Maier, president of Kaiser, carried his company's involvement even one step further. At a luncheon for forty corporations from the East Bay Region, hosted by the Park District and Kaiser, the company assumed the role of a mentor—actively encouraging other corporations to join the "adopt-a-park" business and increase their corporate philanthropy.

### Other Kinds of Viable Partnerships

Partnerships between business and public agencies concerned with parks and recreation can take other forms:

- A city may work with business to provide public recreation on private property. In certain dense urban areas like New York City, special zoning and city requirements encourage the creation of open space in exchange for certain development rights. A corporation can be encouraged to work with the city to create valuable, vest pocket parks. An outstanding example is Exxon Park in New York City's Rockefeller Center.



Employees of Kaiser Aluminum and Chemical Corporation help construct a play structure in their adopted park.  
Kaiser Aluminum and Chemical Corporation

- Private entrepreneurs may become involved in the reclamation of recreation structures. Part of a recreational pier in Baltimore, for example, will be leased to a maritime-related business as a way to increase revenue and to attract the public to the site. Off-business hours will see an intensification of recreational uses of the pier.
- Public agencies may establish a cooperative sponsorship with local corporations to underwrite transportation to park and recreation areas from in-city locations. This may involve extension of routes and/or hours, special fares for senior citizens and children, seasonal access routes, and routing in conjunction with special events. Such a program is in effect in Oakland between the East Bay Regional Park District, the East Bay Regional Transit Authority, Kaiser Aluminum & Chemical Corporation, and Chevron, U.S.A.
- Special events for the public may be underwritten entirely by business. The Pepsi-Cola Bottling Company sponsors marathon races in parks and streets throughout the country. In Buffalo, a free summer music program is presented by the M & T Bank to encourage the public use of the plaza/park surrounding its bank tower.

- Concessions run by private business are encouraged in many parks and public spaces to provide facilities and services the public agency cannot afford. Concessionaires operate the hotels and lodges in our national parks, marinas in Orange County, California, and the riding stable in New York City's Central Park to name just a few. Along that portion of the C & O Canal National Historical Park running through Georgetown in Washington, DC, the National Park Service allows restaurants bordering the canal to extend their cafe seating onto park property. As long as the use is not exclusionary, no lease is required since the Park Service considers such usage complimentary to the urban recreation purpose of the park, even an enhancement of the public's leisure experience.

The list of examples can go on and on. What a long-term partnership can do is limited mainly by the imagination.

#### Problems

Getting government and business together in a partnership is not easy, especially with governmental agencies identified under the banner of open space, parks, and recreation.

Business and government agencies supplying park and recreation services tend to view each other with a substantial degree of skepticism and suspicion over motives. This skepticism and suspicion is rooted in history and image.



Children enjoy the completed structure.  
Kaiser Aluminum and Chemical Corporation

Having dealt with public agencies seeking only to regulate or tax, business has become defensive. Park and recreation professionals bristle from encounters with businesses coveting public open space for office towers.

Such encounters are only fuel for exaggerations. There is the image of business as an exploiter of resources, an indoor world of money and power and self-serving executives who have no concern for the well-being of society.

Perhaps more serious, since it is usually up to the park and recreation agency to initiate the partnership, is the illusion held by business and even other governmental agencies that open space, parks, and recreation are amenities whose worth in the marketplace is questionable. It is characteristic of our culture to hold amenities to be "add-ons" affordable only after more "important" matters are attended to—and first to be cut if funds are short.

#### Business Participation Rationale

Why does one business participate in a recreation partnership and not another? The answer lies in the nature of the business community which is complex and fragmented. The way each business responds to the physical environment and

interacts with the social and recreational aspects of our society depends on the business' circumstances and leadership.

Ask executives of companies who have been involved in open space, park and recreation partnerships why they did it and they will give such replies as: "It fulfilled a moral commitment to the city"... "It was a gift to the citizens" (very popular during the bicentennial)... "Our employees needed an aesthetic place to use at lunchtime"... "We needed something to encourage people to linger, even to patronize surrounding shops"... "We wanted to create a community that current and potential employees would find as an attractive alternative to larger metropolitan areas. The only way to create such an alternative was to improve the physical environment."

At the heart of these public statements is the desire of business to turn a profit, gain tax benefits, shed unusable assets, improve its public image, keep its employees and customers happy, and provide community service. Generally speaking then, business' motives are ones of economics, image, and social responsibility.

Business must make a profit to survive. Thus larger corporations with many resources are more apt to be involved in partnerships than the small local business struggling to make ends meet. The more a case can be made linking the economic benefits accrued from a park and recreation amenity to the economic well-being of the business or the community, the easier it will be to persuade businesses to participate in a partnership for leisure opportunities.

As much as business is driven by the profit imperative, it is even more sensitive to the image the company holds in the community. Business will, therefore, be more inclined to participate in partnerships that offer a fair amount of positive public visibility.

A sense of social responsibility also motivates business to participate. Although there are those who insist business should confine itself to economic purposes and not social issues, a few corporate voices like the Dayton Hudson

Corporation are saying that profits are not the purpose, but the rewards of having served the community and people well. This view is based on the realization that it is the people who allow the free enterprise system to flourish—for the public's, not business' benefit. Therefore, business has a social responsibility as well as an economic one to do what it can to make our communities more livable.

Can business afford to do this? "We can't afford not to," says Mervyn Morris, chairman of Mervyn's Stores, Hayward, California. "It creates a stronger community where we do business. A stronger community attracts newcomers who become customers. It improves the executive environment. And look at the tax benefits. Why let the government do this kind of spending for you?"

Why indeed? But the evidence shows that the IRS and not philanthropy is the biggest receiver of corporate funds. The 1979 annual report on American philanthropy put out by the American Association of Fund-Raising Counsel notes that although charitable donations by corporations have increased, the contributions as a portion of corporate net income before taxes equaled only one percent, well below the maximum allowable federal tax deduction of five percent.

### How to Set Up a Partnership

There are over 1,700,000 corporations in this country. So how do we get more of them to join in a partnership with government to provide quality leisure opportunities? A partnership between government and business, as previously noted, is not easy to encourage, nor is it anything to enter into ill-prepared. Be warned also, that just because your park and recreation agency whips together in six months a corporate partnership program modeled on another agency's successful one, and just because you may have successfully created a partnership with local volunteer organizations and other governmental agencies, you cannot automatically assume that you will meet with equal success. Business requires special handling. However, the following suggestions may help.

#### • *Developing the program*

Before you can enlist the cooperation of business in partnership, you must decide what you are going to do. Keep in

mind that there are other organizations—in the arts, health, education, etc.—also seeking corporate support and that most of them have more business and fundraising savvy than the average park and recreation professional. If need be, hire experts. Your program must be well documented and as clearly thought out as possible to be competitive.

Thus it is important to spend the time (even one to two years) necessary to develop a business-like partnership program with competent staff. It took the East Bay Regional Park District over a year to get its first corporate supporter. Your program should be: goal-specific; attuned to the down-to-earth economic and political realities that concern business; responsive to the opportunities, problems, and regulations of your park system; active in public awareness programs that build the agency's image and visibility; aware of a variety of funding and implementation strategies; well-supported with solid facts; and operated with sound management practices.

#### • *Finding the right business.*

Once you have a partnership or corporate support program worked out, you need to find corporations that will be compatible with it. Investigate the companies in your area. Which ones have demonstrated a pattern of community giving? Which have headquarters in the area? Identify those which might be seeking a better corporate image. Do any have specific resources (land, equipment, people-skills) you need?

Do not overlook the company's key executives. People run a company. Many companies would not have a social responsibility program were it not for the insistence of company presidents or chairmen. Does the CEO play tennis? Does the Senior Vice President live next to a park targeted to receive corporate support?

#### • *Selling the program.*

How do you get business interested in your program? First, you must see that the idea reaches the right people—the people in top management, ideally the president or chairman. At the upper levels of management people are able to put their company's resources where their eyes are.



Cooperative ventures can bring exciting arts programming to people.

NPS

How do you meet them? Write, lean on any corporate contacts, enlist the help of well-connected friends. Can your banker introduce you? If you are a local or state agency you already should have the endorsement of your mayor or governor—and his help. Getting a toe in the corporate door is always easier if good rapport exists between city hall, the governor's mansion, and the business community. Business likes to know who it is dealing with, a problem sometimes in the public sector. So it is advantageous to be located where there is a strong-mayor or a strong-governor format of government. The truly fortunate will have found a mentor—a company or business person well-respected in the business community—to open the right doors.

The best advice on the actual selling of the idea is to be flexible, be patient, and establish a good one-to-one relationship with your contact person in the company. Negotiation is the name of the game for business, so your program should be flexible enough to incorporate what business wants and can do. The final agreement must be mutually beneficial.

Some final bits of advice: Many organizations—private and nonprofit—provide

technical assistance and mediation services that should be investigated and called upon for help if appropriate.

My own organization, Partners for Livable Places, a national nonprofit coalition of organizations and individuals, works to improve the quality of life and has developed a major program in the area of public space, parks, and recreation. This program "brokers" innovative and effective public space, park, and recreation programs from America and Europe so that others may learn from good examples. Conferences, research projects, exchanges among federal officials, publications, and technical assistance services form the core of the program. Assistance is individually tailored to the needs of each client and may include long-term advisory panels, concentrated problem-solving charrettes, educational workshops and symposia, and liaison with federal and/or state officials. Referrals to experts on planning, design, and management, and public space, parks, and recreation projects are offered free through the Partners' Livability Clearinghouse, 2120 P Street, NW, Washington, DC 20037.

Some past and ongoing Partner projects include:

- Organizing a task force for the New York Urban Development Corporation

to discuss appropriate approaches for a statewide public space improvement plan.

- Providing research and referral services for the Administrator of New York's Central Park to organizations which have successfully developed revenue-generating mechanisms to support their park operations.
- Sending a study team from Cleveland, Ohio, to tour northern European waterfront cities to look at recreational facilities among other things (the trip was to generate ideas and support for the city's new state-financed park on Lake Erie).
- Organizing and sponsoring a Smithsonian Institute Symposia focusing on public spaces in Europe that have application to the United States.
- Publishing a book on urban waterfronts.
- Working with the City of Los Angeles to look at the feasibility and strategies of developing Los Angeles as the site of an event modeled on the German Federal Garden Show, a public and private sponsored exhibition that would result in permanent park, recreation, and transportation facilities for the host city.

For further information on this subject, readers are urged to obtain:

*Private Sector Involvement Workbook*, available from the Heritage Conservation and Recreation Service of the Department of the Interior, which is a valuable, in-depth guide to making the private sector a partner in providing public leisure opportunities.

*Downtown Public Spaces*, an illustrated publication of case studies in New York State, available from the New York State Urban Development Corporation (UDC), 1515 Broadway, New York, NY 10036.

*Tish Hunter is Director of Clearinghouse Services and responsible for the special program on public spaces, parks, and recreation for Partners for Livable Places, a national, nonprofit coalition which works to improve the quality of life in our communities through the conservation and sensitive development of the physical environment.*

## Contractual Services: A Catalyst for Partnership

by Clare Beckhardt

About seven and a half million people or close to half the residents in New York State live in New York City. These are the people the New York State Office of Parks and Recreation set out to serve when a State Park region was established twelve years ago in New York City.

Serving a totally urban population would be a new experience for this state agency whose reputation had been earned on managing a vast scenic park system for such traditional activities as camping, fishing, boating, and hiking. Relating to the city's existing park and recreation system also would pose a challenge to the fledgling State Park region. The city had an extensive park and recreation system already in place, in need of help perhaps, but certainly not in need of duplication.

The state began the task of orienting itself to urban leisure needs and initiated programs that would bring to New York City residents their due share of state-supported recreation opportunities. Where needed and appropriate, the state established parks to provide recreation or to preserve historic or ecologically significant sites. Increased amounts of federal dollars were channelled into the city by State Parks in a program designed to rehabilitate the existing city park system and make those parks more usable for city residents. A state outreach program was developed; performing groups and activity workshops were scheduled at community-based facilities throughout the city to stimulate program development and staff training. Another program, which will be the focus of this article, created partnerships; a recently-released New York State Parks and Recreation report on a Contractual Services Program in its New York City Region described the program as follows:

"At the heart of the state's effort in New York City is a relatively simple strategy—to make the most of the vast physical and human resources currently available. In this process, the state functions as a catalyst, matching resources and needs, interfacing with hundreds of organizations and, ultimately, selecting a limited number of strategic projects to fund and coordinate under contract to the state."



*The Volunteer in the Parks Program generates park improvement projects such as mural painting.*

State Park Commission for N.Y.C.

### Integral Concepts

The several concepts expressed in that statement form the basis of the state's Contractual Services Program:

- *Needs and resources are matched.*

The process of matching needs and resources began in 1975 when the state organized and consulted with a task force representative of the public and private voluntary park and recreation agencies in New York City. The purpose of this consultation was to identify a state role that could best meet the leisure needs of New York City. A program of contractual services became the recommended course of action; but out of that consultation and planning process, areas of need or priority were identified to guide the state in its funding of projects. Those areas of need were a stimulation of city delivery systems, environmental education, training and employment, and transportation to recreation. Then came the task of matching resources to those identified needs.

- *Make the most of the vast physical and human resources currently available.*

In matching resources and needs, the state's contractual services program sought out resources already in place. Existing resources were, therefore, enriched or supplemented, and duplication was avoided.

For example, a project to stimulate city delivery systems emerged from a need for

indoor recreation spaces. The physical resource, the school, exists in great number throughout the city; but that resource in too many areas of the city is closed for community recreation uses unless an opening fee, generally exorbitant for community-based organizations, is paid.

The human resource is any community-based group known for its leadership role in the community and already organized to provide multi-faceted services.

Once the needs and the resources were identified, they were ready for matching.

- *The state functions as a catalyst.*

In matching needs and resources, the state acts as catalyst. Funds are provided by the state under certain criteria to put the project in motion.

Take the project of opening school facilities for community recreation use as an example. As the catalyst, the state provides funds for opening fees as well as some recreation program costs. But certain criteria must be met by the contracted community organization. As part of the state-community organization partnership, the community group agrees to match state funding with in-kind services and or funding from other sources; to create other partnerships by seeking out other groups that will share the cost of school opening fees; and to stimulate the appropriate public agencies into broadening the community use of schools.



*Ecology is observed firsthand through Operation Explore.*

State Park Commission for N.Y.C.

- *A limited number of projects are selected for funding and coordination under contract to the state.*

A basic criterion in the state's Contractual Services Program is that a funded project should have city-wide impact or, if successful as a pilot, be replicable in other areas of the city. Another equally important criterion is that the funded project is expected to lead to policy changes that will improve the delivery of recreation services.

By the very nature of these criteria, the number of projects must be limited. Projects are carefully selected, monitored, and independently evaluated for their effectiveness and for their identification of problems to be resolved.

It also is expected that after a reasonable period of state funding, generally not to exceed three years, a successfully implemented project will continue without state support. This goal is reached because the desired policy change has been effected. The project becomes a basic programmatic component of the appropriate agency and is supported by that agency. Or, the project becomes self-sustaining through solid support from other resources.

Upon completion of its planning and consultation process, the state developed guidelines and solicited proposals. The

task force that assisted the state in formulating its Contractual Services Program continued to function in an advisory capacity by reviewing the submitted proposals. Recommendations by the task force are considered by the state.

#### **State Funds Achieve Maximum Impact**

Since 1976, a number of projects have received state funds. The range of projects are associated with the identified areas of need and include such programs as community use of schools, volunteers in the parks, the establishment of community recreation resource centers, a training institute, mobile gardening and nutrition services, and outdoor environmental education classes. In any one given year, no more than \$200,000 in state funds was available; but during the 1978-1979 funding year, the thirteen funded projects leveraged more than double the amount of available state funds in other cash or in-kind resources.

Statistics also show that since the program's inception, funded projects have brought recreational experiences directly to about 100,000 people of all ages. It is estimated that hundreds of thousands more have benefitted directly from improvements in their community parks because of the program's training projects for workers and volunteers. Some 500 community organizations have had varying degrees of involvement with the program.

How these projects are conceived, planned, placed under contract to the state, and implemented can best be described by detailing two projects. One project, the Training Institute of the City of New York, addresses itself to the need for training and employment. The second project, Operation Explore, relates to the need for environmental education.

#### **Evolution of a City/State/Union Partnership**

The Training Institute of the City of New York was established this past year as a cooperative venture of the New York State Office of Parks and Recreation, the New York City Department of Parks and Recreation, and the New York City Recreational Employees Local 299. This unique partnership of state, city, and union evolved from common needs and interests. The institute's genesis began in 1977 when the state, in recognition of the need for training, funded a two-day workshop program in recreation staff training for summer youth employment workers and supervisors. As stated by the program's consultant in her evaluation report, "the primary objective of this [training] program is to upgrade recreation in the City of New York by training leaders so that they may better teach their participants in a recreation service setting."

Eight workshops were planned for the two-day program, held at Roberto Clemente State Park. Skilled instructors were contracted to teach arts and crafts, leadership, sports instruction, playground and street games, physical fitness, puppetry, dance, and music. A looseleaf training manual, containing materials for each of the activity workshops, was developed for distribution to training program participants. In response to invitations sent by the state, about 250 recreation leaders from various community agencies participated in this initial training program. Responses from the participants were positive; at a subsequent evaluation session, participating agency supervisors clearly expressed to the state the need for continuing and expanding the program.

The following summer, the program was expanded to two sections of two-day workshop programs, one section to be held at the state park, the other at a city

park facility. The training manual was updated and again distributed to participants. The state's invitation letter drew 1100 applications from 108 public agencies and community organizations. The program could only accommodate 600 participants, but all 108 agencies were represented. In addition, the City of New York requested and funded under state auspices another day of training for 100 summer workers.

At about the same time, the New York City Department of Parks and Recreation and the New York City Recreational Employees Union Local independently focused on the need for improved training programs. Budgetary constraints had substantially reduced the number of recreation employees, those employees who remained required new skills and management techniques to meet the challenge of delivering services in different ways. Recognition also was given to the need to train the large staff of CETA workers assigned to the city's Department of Parks and Recreation.

### The Training Institute

Discussions soon began with the State Parks agency and resulted in a memorandum of understanding amongst the state, city, and union that established the Training Institute of the City of New York. The institute became operational in April, 1979 and is offering, or will offer as programs are developed, recreation and park maintenance training ranging from skills development to college credit courses. Training will be offered to all public employees and private/voluntary agency staff, including volunteers, involved in delivering recreation and park maintenance services.

State, city, and union resources were pooled. State funds of \$35,000 were matched with the city's assignment of a staff member to function as the institute's coordinator and the union's provision of classroom space and printing for training manuals and materials. Thus, a unique partnership began its relationship with an endowment of at least \$100,000 in cash and in-kind service contributions. The state funds are used to contract for a training consultant for the preparation of training manuals and materials, and for

the services of selected trainers skilled in the particular areas of training programs designed and sponsored by the institute.

Training needs were assessed by the institute's coordinator in consultation with the private/voluntary sector and pertinent public agencies. Goals were established, and training programs were designed to meet immediate needs. The following provides a sampling of what the institute offered during its first year.

- *Summer Recreation Staff Training.*

The third year of this training program was expanded to four sections of two-day workshops. Two of these sections were programmed in response to the city's commitment to staff 80 percent of its playgrounds during the upcoming summer season. The enormity of this commitment becomes apparent when considering that very few playgrounds had been staffed over the past decade as a result of fiscal constraints.

To prepare programmatically for the staffing of these playgrounds, two sections of skills and leadership training were given to seasonal playground assistants, CETA workers, recreation directors, and laborers. An additional two sections of the summer training program again were offered to the recreation staff of community organizations. The number of participating organizations increased to 207; and a total of 1,000 participants, including those assigned to staff the playgrounds, were trained.

- *Recreation Management Training—A Workshop.*

This ten-week training program was conducted by the Chairman of the Department of Leisure Studies at New York University. It was offered to supervisory personnel of public agencies and a number of park maintenance supervisors. Response to the course was positive, and the course will be repeated for those who could not be accommodated. Additionally, a sequel will be offered to those who have completed the introductory course.

- *CETA Training*

This component was designed to train 57 new CETA workers, who were assigned to recreation functions within the City's Department of Parks and Recreation. The seven-module curriculum consists of agency orientation, principles of



leadership, principles of program development, programming for special population groups, activity skills development, community involvement, and special topics such as first aid. Much of this curriculum also is applicable to the training of CETA workers assigned to maintenance and operations; plans are underway to adapt the curriculum accordingly.

### Operation Explore

As with the Training Institute, Operation Explore also built upon the coordination of existing resources. Operation Explore is an outdoor environmental education program sponsored by the New York State Office of Parks and Recreation, the New York City Board of Education, the National Park Service Gateway National Recreation Area, and the Cooperative Extension of Cornell University. The program is designed to give 4th and 5th grade New York City students the chance



*Operation Explore introduces youngsters to land food chains at a restored 19th-century farm.*  
State Park Commission for N.Y.C.



to learn firsthand about land, forest, and marine food chains. The students take class trips to farms, woodlands, and beaches, then relate those outdoor experiences to their classroom studies.

The aim of Operation Explore is to provide a total experience that can be integrated into the school curriculum. Important to this goal is the preparation of materials for classroom orientation prior to the outdoor trips, follow-up classroom activities and the training of participating teachers prior to the trips.

Initiated in 1977 as a pilot project, Operation Explore offered the program to a limited number of New York City's 32 school districts. Two all-day bus trips were conducted for 125 fourth and fifth grade classes. One trip brought the class to a state park of nature woodlands and to a working farm. The second trip was to the beaches of the Gateway National Recreation Area. Each of the facilities had its staff or guides, trained by the program, conduct an interpretive tour. Prior to the class trips, participating classroom teachers attended orientation workshops and visited the sites. Following the trips, students undertook activities related to their trip experiences.

### Sponsor Expertise Fully Utilized

The resources and expertise of the sponsors were fully utilized in the program. The Cooperative Extension of Cornell University developed relevant materials, conducted teacher workshops, trained guides, and provided primary program coordination. The New York City Board of Education made the necessary contacts with school district superintendents, coordinated each district's participating schools, and provided bus transportation for the in-city beach trips. The Gateway National Recreation Area provided beach sites, interpretive park rangers for each of the Gateway trips, and developed educational materials. The New York State Office of Parks and Recreation provided funds for out-of-city bus trips to the farm and state park, developed relevant educational materials, provided park sites and guides, and assisted in the overall coordination of the program.

The pilot project was overwhelmingly successful and led the following year to a city-wide program expansion. All 32 school districts were invited to participate. Five classes each in all but three districts participated in 320 trips, serving approximately 8,000 school children. As



◀ Community, school, and recreation department can come together to share resources.  
The Nature Conservancy

▲ Gardening assistance comes into community on wheels via the "Grow Truck."  
State Park Commission for N.Y.C.



Arts and crafts skills training is provided as part of a two-day workshop program sponsored by the Training Institute of New York City.  
State Park Commission for N Y C



Dance lessons are made available at a school facility after school hours.  
State Park Commission for N Y C

stated in the independent evaluation of the program, "Even though the goal of involving all 32 districts was not achieved, the fact that 29 districts were enthusiastic participants is a mark of great success and indicative of excellent coordinated effort on the part of the project staff."

Operation Explore now is entering its third year under the same sponsorship, but will add an overnight camping component and will address the energy crisis. The camping component attempts to build upon the outdoor environmental experience and to introduce camping as an element of the school curriculum. The overnight trip also will allow participating classes to visit the farm and state park at a more leisurely pace. The energy crisis will be addressed by utilizing train transportation as a more energy-efficient substitute for the chartered buses previously used for the out-of-city trips.

Again, as with the Training Institute, State Parks will catalyze this year's Operation Explore program and provide the funds to set it in motion. The \$28,000 in state funds, to be used largely for the camping expenses and the camp naturalist-director's salary, will generate a \$95,000 program of additional cash resources and in-kind services from the three other sponsors—Cornell, Gateway, and Board of Education. A major portion, representing about 50 percent of the total costs, will be borne by the Board of Education. This Board of Education commitment is most welcome as it reflects the program's success and, more importantly, a good

direction in having Operation Explore become an institutionalized element of the school curriculum. That is the ultimate goal of this project, and one which meets an important criteria of the state's Contractual Services Program—that the funded project effect a policy change.

#### Other Contractual Services Projects

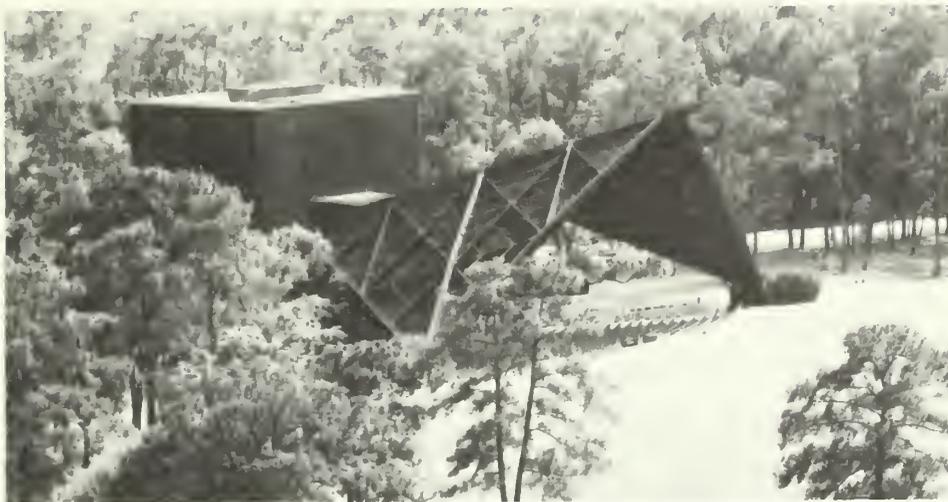
The state's Contractual Services Program in its three years of operation has been effective in coalescing many resources into various projects which have made inroads into addressing and meeting some of New York City's recreational needs. As examples, the city recreation staff is undergoing retraining and successfully assuming different responsibilities in its redirected role as coordinator of district recreation resource centers. Community volunteers, in coordination with the city's parks personnel and guidance from the private, nonprofit Parks Council agency, have been trained and provided the tools and materials to undertake realistic neighborhood park and playground improvement projects. Hundreds of community-based organizations have been assisted by the mobile Grow Truck and Chuck Wagon in developing community gardens and learning the nutritional value of their produce.

As effective as these programs have been, some are still in their model stages and need to be developed to the point where they are firmly embodied in the park and recreation system. Efforts will be made in the coming year to place the Training Institute on a solid financial basis, to promote the school as a hub of community activity and utilize schools for a variety of services, and to create a larger awareness of the benefits of outdoor environmental experiences as integral components of the school curriculum. The true test of the New York State Parks and Recreation's Contractual Services Program lies in the city-wide policy change each project can effect and sustain.

*Clare Beckhardt is General Manager of the New York State Office of Parks and Recreation's New York City Region.*

# From the Ground Up

by Mayor Jim McConn



Miller Theater in Hermann Park is one of the many new recreational resources provided through public and private cooperation. Houston Parks & Recreation Dept.

When the National Urban Recreation Study for the Houston area was released late in 1977, reactions ranged from "Is it really *that* bad?" to "What are we going to do?" The fifth largest city in the country, the city growing by leaps and bounds, the city with the seemingly dauntless economy, was ranked 140th in per capita parkland.

As one of seventeen urban areas studied by the Department of the Interior's Heritage Conservation and Recreation Service (HCRS) and the National Park Service, the Houston area was found lacking in neighborhood parks, while having outstanding examples of dual purpose land acquisitions. Since 1976, under the leadership of Judge Jon Lindsay, Harris County has been acquiring lands along Cypress Creek to serve as parks as well as aid in the flood control effort.

Houston has long been a city where public and private interests have benefited from cooperative efforts. A number of public facilities, those which contribute greatly to the quality of life in our city, have come about through the generosity of our city's business community and civic leaders.

Jones Hall for the Performing Arts, the Alley Theater, the Museum of Fine Arts, the Texas Medical Center, Rice University, the University of Houston, and our three largest parks all came about because the men and women who built Houston into a major city, and made fortunes

doing it, felt an obligation to give something of lasting value to their hometown. That sense of obligation continues today with the expansion of our cultural facilities, parks, and universities led and underwritten by private citizens.

## The Challenge Is Answered

When it became general knowledge that the city and county were lacking in parklands, several groups came together to study and address the issue. They soon saw that the rapid expansion of the metropolitan area had outstripped the resources and capabilities of the existing park systems and facilities. Citizen and environmental groups responded with initial cries of alarm and requests for more parks and open space while such resources were still affordable in the spiraling real estate market. Corporate interests realized that increased parks and open space were necessary to maintain and improve the quality of life in Houston. The unusual union of citizen groups and corporate interests with a common goal of increased parks and open space has developed a contemporary urban park ethic.

As these various interest groups discussed the problems brought into focus by the Urban Recreation Study, it became more and more apparent that the same type of public/private efforts which had provided the city with many of its cultural, medical, and educational resources would be the most logical answer to the challenge of quickly upgrading and in-

creasing its recreational resources. These groups were able to work with and through existing and newly created agencies.

## Houston Parks Board

The Houston Parks Board was created as a means of soliciting donations of land, funding, and other resources to increase park opportunities in the city and to aid in the securing of grant monies from the Land and Water Conservation Fund. Since the city cannot take title to a piece of property prior to grant approval, the Board acts as a holding agent until such time as grants are prepared, filed, and funded for acquisition and/or development projects. This allows potential donors of property more latitude in transferring title, as well as enabling eleventh-hour donations to take advantage of the tax deductions for such gifts. These donations also allow the city the opportunity to increase the usage of its bond funds and grant monies by using the value of the donated real estate as its fifty percent match for the Land and Water Conservation Fund.

This strategy allows bond funds, which are always in short supply, to be used for other needed projects. By charter, the city must have funds on hand, rather than promised, to cover the entire cost of a construction project. Thus the need for managing monies as efficiently as possible in order to serve our ever-expanding population, continues to increase.

The Parks Board also works to strengthen public awareness of the need for more parks and open space. Through its contacts with the business community, members' service on other civic committees, and speaking engagements, the Board is a very visible parks promoter.

The Board can act as a contractual body for neighborhood improvement projects paid for by private funds, and can accept donations of property. If a donated site is not suitable for a park, the Board can sell the property and use the proceeds to acquire a more suitable site.

A measure of the success of the Houston Parks Board is the donation of some 518 acres (207.2 ha) during October, 1979, which was declared as "Give-a-Park-to-Houston" Month. The sites given range

in size from 1.8 to 500 acres (.72 to 200 ha). The sources of these gifts, valued at some \$2.5 million, include real estate and development interests, a banking concern, and the family of one of the city's business leaders.

These donations were in addition to a half interest in a 717-acre (286.8 ha) site by the Brown Foundation, a body which has long been a generous civic supporter. Not only did the Foundation contribute approximately \$4.5 million to the acquisition of the site, it also has continued its support by funding the first phase of development.

### The Chamber of Commerce and The Park People

Another longstanding co-worker in improving the city is the Houston Chamber of Commerce. One of the goals of the chamber's Civic Affairs Committee is to improve parks and open space. To this end, the chamber and city jointly funded the development of the downtown Tranquility Park. This three-acre (1.2 ha) site provides a green oasis for downtown workers, with a large sculptural water feature commemorating the Apollo moon landing. This cooperative partnership will be continued in an effort to transform Buffalo Bayou in the central city into an aesthetically pleasing people-place, while providing solid economic and social/image benefits for the entire community.

The Park People, organized late in 1978, provides a broad-based, county-wide forum for park and open space issues. Serving to coordinate the many groups interested in parks and acting as a research and resource center, The Park People quickly gained the recognition and support of city and county departments. Besides helping to publicize the need for both city and county park bond issues and holding a series of well-attended educational sessions, the group works diligently to foster an atmosphere of inter-agency and intergovernmental cooperation.

### A Partnership for Quality Growth

At the center of this intergovernmental cooperation is a joint study agreement signed by Houston, Harris County, the state, and the HCERS. When the HCERS

staff was analyzing the Houston area for the Urban Recreation Study, it found that even though the park and open space situation appeared dismal, there was also a tremendous potential for dealing with the situation.

The resources necessary to rectify the lack of parks—an open, responsive political climate, potential financial commitment by city and county governments, growing public and civic awareness and interest, and private sector support—were all evident. The need for bringing these divergent interests together in a cooperative effort to solve the problem also was evident. The tool for bringing these forces together to address this complex issue was an agreement, termed "A Partnership for Quality Growth," signed February 1, 1979.

Among the initial matters to be tackled was the establishment of "a strong constituency and ethic for recreational, natural, and cultural resources." Thanks in large part to the efforts of The Park People and the increased activities of the Parks Board, this constituency is coming to the fore.

Many neighborhood groups, such as the Neartown Association, the East End Progress Association, the Eastwood Civic Club, and the Heights Association, have become partners with the city departments in increasing neighborhood park opportunities and establishing channels of communication. Each day sees the expansion of this cooperative network.

The partnership agreement also includes a work plan for addressing the many problems to be faced in rapidly expanding Houston's park system to meet the needs of the urban area. Three technical reports which identify resources are in final preparation. An *Inventory Report* will contain a comprehensive listing of recreational opportunities available from public and private sources throughout the county. An *Institutional Analysis Report* will identify the existing linkage between recreation providers, as well as potential institutional links which could impact the delivery of recreation opportunities. This report should present a basis for consolidation or reorganization of programs to achieve a more efficient system. A *Standards Report* will recommend overall system goals to be met to ensure a balanced, responsive world-class recreation system



that is achievable and relevant to Houston/Harris County.

The ad-hoc committees which are preparing these documents are composed of park and recreation professionals from city, county, regional, and federal agencies, as well as knowledgeable representatives from the private sector, civic organizations, and environmental groups.



*Tranquility Park in downtown Houston was jointly funded by the Houston Chamber of Commerce and the Houston Parks & Recreation Dept.*

This mixture of diverse talents allows a full range of input and resources.

In order to implement more fully the findings and recommendations of these technical reports, an independent fact finding body will be formed. This "Green Ribbon Committee," to be appointed by the signatories of the partnership agreement, will be charged with a one-year effort to test the findings of the reports, to determine park and open space needs as perceived by the public, and to develop strategies and recommendations for implementation of a five-year master plan for the Houston area.

### **Heading In a New Direction**

As we proceed toward the appointment of this Green Ribbon Committee, we feel that we are beginning to meet the challenge of providing adequate recreational opportunities for our citizens.

The success of our donation program has led to expressions of interest in more donations throughout the area. Both city and county governments will be pursuing these.

Other resources for supplying recreation space are becoming available. For example, a joint effort between Harris County, the Harris County Flood Control District, and the city will provide a 5.2 mile (8.32 km) long hike-and-bike trail along flood control land abutting Bray's Bayou. The city is in the final stages of leasing some 11,000 acres (4,400 ha) of land from the Corps of Engineers for development of a massive recreational complex on the city's west side to be known as Cullen Park. And Harris County is developing a large recreational facility on another Corps-owned site within the Barker Reservoir.

With our achievements during the past year, our planned activities for this year, and the tremendous potential which has come about through intergovernmental and public/private cooperative efforts, Houston is not only the fastest growing city in the country, but also the fastest growing urban park and open space system.

*Jim McConn is Mayor of the City of Houston, Texas.*

## Why Volunteer?

by Kerry Kenn Allen

Tom Wolfe branded it the "Me Decade." It was ten years of self-improvement, selfishness, and "getting in touch with ourselves."

But it was also a time for reasoned discussion of motives, needs, and rewards. Indeed, the greatest legacy of the 1970s may be Americans' new realization that they can control their individual lives, that self-interest, applied appropriately, can bring growth, change, and satisfaction.

For America's volunteer community—that amalgam of individuals, organizations, and agencies engaged in problem solving through voluntary action—it was a time of expansion and maturation. Even though the 70s were years of increasing self-interest, they also were characterized by unprecedented citizen involvement. Consider these facts:

- In 1974 the Census Bureau reported that some 37 million Americans, one out of every four over the age of 14, regularly volunteered.
- A 1978 Gallup Poll reported that almost 70 percent of adults in urban areas would be willing to get involved in their community if asked.
- The acknowledged range of volunteer activity expanded to include not only the delivery of human and social services but also the administration of voluntary agencies, participation in government, advocacy, self-help, neighborhood organizations, and a wide range of informal helping activities.

By decade's end, it was possible to conclude that there was no problem, no human need, that was not in some way being addressed by volunteers. Even in the Me Decade, involvement with others was attractive and rewarding!

### Social Changes Increase Competition for Volunteers

The recognition that volunteers do not act strictly out of altruistic instincts was far too long in coming to volunteer leaders and administrators. The acceptance of volunteers' needs as a legitimate part of the volunteer experience has far-reaching implications for those responsible for stimulating and organizing volunteer activity.



The "Me Decade" of the 1970s brought unprecedented citizen involvement

VOLUNTEER

Much of this recognition was forced on the volunteer world by changes in the broader society. New lifestyles, changing expectations, and alternative reward systems combined to usher in a new era of American culture. The impact on citizens who volunteered was no less than it was on the population as a whole.

From these changes, volunteer leaders were able to draw three clear conclusions:

- With increased social needs, there is increased demand and competition for volunteers. Those who are most successful offer their volunteers opportunity, challenge, and fulfillment.
- Volunteers as a whole no longer are willing to be treated as second-class workers.
- Volunteers whose personal needs are being met will stay longer, work harder, and be more effective.

### Diversity of Motives

Why, then, do people volunteer? The reasons may be as numerous and varied as the number of people who volunteer. Each of us, after all, acts and reacts as a result of complex emotions, past experiences, and both conscious and unconscious needs. Just as no two snowflakes,

or no two sets of fingerprints are alike, neither are any two volunteers.

As a rule, however, it is both appropriate and accurate to say that people volunteer because it is in their own self-interest to do so. Volunteering fulfills a belief, fills a vacuum, meets a need. It results in a job, new friends, a healthier community in which to live.

Here are some of the most common motivations for volunteering:

*Altruism.* Even in an age of self-interest, unselfish concern for others still exists. It is the moving force behind most of our social justice and reform movements as citizens seek to help those who are unable to cope with their own problems or who have been denied unjustly the opportunity to participate fully in their community.

Surveys of volunteers which probe motivations invariably bring responses like "I want to help others." Or, "I am solving a serious problem." Or, "They need my help." While cynics will point out that such answers are to be expected, it is also true that a willingness to give unselfishly to others is an essential aspect of virtually all volunteering.



People often volunteer because it "makes them feel good."

VOLUNTEER

*Expression of Belief.* Many people volunteer because they see their involvement as the tangible expression of a religious, ethical, moral, or patriotic belief. It is usually thought of as the motivation of those who volunteer for military service in time of war. But it is also the force behind those who seek alternative service as a tenet of their religious faith, those who undertake lay missionary assignments, those who express their willingness to become involved as a "debt" to the society. Such volunteers seek to find evidence of the strength of their beliefs in their service and may seek recognition that their involvement is motivated by a force outside themselves.

*Intangible Personal Rewards.* The first answer most volunteers will give when asked why they are involved is either "I like it" or "It makes me feel good." Neither is particularly objective or scientific. Yet both reflect the substantial intangible emotional rewards of volunteering. Leaving one's own needs and worries behind to share another's problems is indeed a fulfilling experience. The biblical injunction that it is better to give than to receive is witnessed daily by millions of volunteers.



Volunteers help out at Special Olympics.

VOLUNTEER

Volunteering also produces intellectual, emotional, and physical stimulation. It provides a challenge, relieves boredom. For many, it is a status symbol, particularly when the volunteer position is responsible, visible, and prestigious. It appeals to one's ego, one's sense of being a responsible, giving person.

It feels good.

*Tangible Personal Rewards.* Volunteering also has become a route to very tangible returns, whether it be new friends or new skills. The recognition of such benefits has been spurred largely by the women's movement. As women have sought to return to the workforce, they have recognized the need for documented work experience, for job-related skills, and for self-confidence to pursue employment. Many realize that volunteer work gives them all of these.

The resulting demands on the volunteer community have resulted in an increased number of formal programs to assess and document the value of the volunteer work experience. Today, a number of major U.S. corporations, the federal government, and many state and local governments accept volunteer experience as background for paid employment.

For many people already working, volunteering offers an opportunity to practice new skills and to explore career alternatives. For others, it is the way to transition into a new community, to confront a new phase in one's life, or to address personal problems. For all, it is a vehicle for improving the quality of life in the community and, ultimately, for oneself and family.

### Implications for Volunteer Management

With a recognition of the diversity of motivations has come the application of this knowledge to the everyday work of volunteer management. A clear understanding of motivations has direct implications for volunteer recruitment, job design, retention, and recognition. Let us address some of these.

*Job Design.* In any volunteer job, there are three sets of needs: those of the agency in which the volunteer will be working, those of the people who will benefit from the volunteer's work, and



Senior citizen volunteers can help teach valuable skills to young people. VOLUNTEER

those of the volunteer. Assuming that each of these can be defined, the best volunteer job will grow out of the overlap of these needs. It will be that set of activities that satisfies some substantial portion of everyone's needs.

This suggests that volunteer jobs are designed most effectively in partnership, rather than paid staff sitting down in isolation and thinking up tasks for the volunteer to perform. Encouraging such participation in job definition also reflects positively on the volunteer as a coworker, not as a servant.

*Recruitment.* The best single volunteer recruiter is another volunteer who is excited and rewarded by his or her work. Word-of-mouth recruitment helps to personalize the problem being addressed, reassures potential volunteers that their involvement really is needed, helps to relieve insecurity in those who have never volunteered, and gives credibility to the agency.

Although such recruitment is a natural part of any volunteer's life, it is possible to organize your volunteers to do it on a regular basis. Campaigns inviting each volunteer to recruit one other person often result in substantial numbers of new volunteers. Also, they alert your volunteers to the important role they play in helping interpret your agency's programs and needs to the total community.

*Retention.* It goes without saying that volunteers stay longer and work harder in those places where they are appreciated, where they are able to grow, and where they believe they are providing useful and needed assistance. As demand for volunteers has grown, so too has competition for them. The agencies that have been most successful in securing and retaining effective volunteers are those that have recognized volunteers' new demands.

For example, in an era of workplace democracy, it is not surprising that volunteers are seeking jobs in which they can assume increased responsibilities, in which they will be interacting with helping professionals more or less as peers, not as untutored helpmates. It is important to remember that volunteers' creativity and talent are more important than their time and energy. Settings which maximize volunteer participation, encourage volunteers to try new things, and seek volunteers' input in planning and decisionmaking, are the settings that will be blessed with the volunteers needed to get the job done.

*Recognition.* Everyone likes to be thanked for his or her effort, whether it be volunteer or paid. Frequent, sincere expressions of gratitude are an important element of any volunteer recognition. So are awards, recognition lunches, certificates, etc.

But there are other forms of recognition that are equally important, that indicate to volunteers that they are accepted as professional people who make a significant, needed contribution. These include involving volunteers in regular staff meetings, providing in-service training for volunteers on a continuing basis, documenting volunteers' work and dependability as part of a permanent personnel file, providing reimbursement for transportation and out-of-pocket expenses. Such things do more than say thank you; they help create the kind of positive, creative, sharing atmosphere in which most people would prefer to work.

Successful volunteer administrators look at volunteers not as a supplement to the workforce, but as people, individuals who are seeking both the opportunity to contribute and a reasonable return on the investment of their time and caring. In response, these administrators provide their volunteers with opportunities that are stimulating and responsible, and offer rewards willingly, not grudgingly. That, simply put, is the key to successful volunteer programs.

*Kerry Kenn Allen is the Executive Vice President of Volunteer, The National Center for Citizen Involvement.*

## Volunteer Partnerships at Jefferson National Expansion Memorial

by Peggy O'Dell

The National Park Service Volunteer in Parks Program has offered Jefferson National Expansion Memorial National Historic Site (MO) an opportunity to expand into the community and tap resources otherwise unavailable to park managers. For the last two years we have been concentrating the efforts of the interpretive managers and the Museum Education Office to develop a quality program which will attract willing people in the community and let the community know of the resources available for its use.

Defining your goals and constraints is the first step involved in establishing a volunteer program. You must consider some basic questions. Do you really need volunteers to add to your existing programs? Will volunteers add the elements you need to improve the quality of your program? Will they be an *integral part* of your program? Remember, volunteers must feel needed or they will quickly lose interest in working.

To answer some of these questions we developed a list of activities which we feel volunteers can do well and which are important to the successful management of the park. They include:

- Giving programs in the Museum of Westward Expansion and the Old Courthouse, two areas dealing with the westward expansion movement of the American frontier.
- Providing roving interpretation in the two museums.
- Providing living history demonstrations of traditional crafts.
- Staffing the information desk and other visitor services functions within the visitor center.

Not all our volunteer work involves public contact. Many individuals have contributed immensely to the success of our program by researching topics, providing library services, co-curating special exhibits, writing educational materials to complement the interpretive program, analyzing visitor use patterns, and so on.

A particularly helpful group is our handicapped advisors. These individuals, who are disabled themselves in one way or another, serve as advisors, assisting Jefferson National Expansion Memorial's staff in defining and meeting the needs of disabled visitors.



Volunteer gives an interpretive talk in the Pioneer Cabin at the Old Courthouse. Joseph Matthews

### Word-of-Mouth and Formal Recruitment Successful

Volunteers are able to do almost anything the paid interpretive staff can do but they may not be used to replace paid employees. The first thing we learned about recruiting VIPs was to be open-minded and to publicize the program widely. Word-of-mouth is an especially valuable tool among volunteers. For instance, the grandmother of a former employee works here as a volunteer 20 hours each week. She recruited her sister, who has spread the word among the volunteer organization to which she belongs. That organization has proved to be another steady source of aid.

Recruitment along formal lines is also successful. Articles in the city and suburban newspapers have attracted a substantial number of interested candidates. Others have been contacted through churches, schools, and senior citizen groups. Even the unsuspecting visitor who mentions that he or she enjoys visiting the park, subsequently may be signed up as a volunteer.

### Training and Personal Development

The level of expertise a volunteer needs to present a part of your park program does not just happen. We select our volunteers in much the same way as we do our paid staff. We have found that vol-

unteers require and deserve the same kind of training, encouragement, and personal development as paid staff members. Of course, the complexity of task and the individual's own expertise determine the amount of time involved in training.

For example, our volunteer interpreters go through the same rigorous two-week training course as paid technicians do. This familiarizes them with the park mission, the concept of interpretation, the content of the museums, and the thematic content of the interpretive program.

If volunteers are going to represent your park, they must demonstrate the quality necessary to uphold your organization's reputation. That may mean spending the same portion of your time working with new volunteers as with any new employee. In the long run it does pay off. We also have found that the volunteers appreciate involvement with the paid staff; it helps them gain the same degree of "professionalism." We all learn from each other.

After the initial training period, we encourage our volunteers to continue their personal growth. It can be difficult to maintain skills and enthusiasm for a job where you have to remember a century of American history but only work two



Joseph Matthews

The Information Desk at the Gateway Arch is staffed by volunteers

or three days a week. Volunteers need help and encouragement to continue learning and expanding their field of knowledge. Individual counselling, periodic group meetings, in-service training, and a pat on the back all serve important roles in the development of our volunteer staff.

### Commitment

We arrange specific work schedules with the volunteers which they must follow. They are expected to report conscientiously for the hours mutually agreed upon. They realize that they have accepted a responsibility and that we rely upon them. They know they are important members of the staff.

Pride in their work and an intense commitment to the park often develop. At the Arch and the Old Courthouse, we recently saw 100 percent turnover in the paid staff of interpreters in one year. In

contrast, volunteers who started when the courthouse opened its living history rooms in 1970 are still with us, still meeting their monthly commitment of service. They provide an extremely stable work force.

### Recognition

It is important to recognize the contributions of these individuals. At Jefferson National Expansion Memorial, we hold our annual luncheon in the fall. Each volunteer is given a token gift and a certificate of appreciation. This small thanks for the services received is appreciated but often the real reward is intrinsic: knowledge of a service rendered, a job well done, and continued personal growth.

Once the volunteers are comfortable with a job, we find they often want to expand their involvement. Individuals who formerly were intimidated by the thought of standing up in front of a group and talking for thirty minutes now are distressed when groups cancel their tour reservations!

Jefferson National Expansion Memorial now has a staff of thirty-seven volunteers which donates an average of 1,000 hours of service monthly. The volunteers provide direct services for the park visitors, relief for the paid staff, clerical assistance, research and library aid, and dozens of other services. The quality of a visitor's experience in the park is directly influenced by our VIPs. They are indeed very important people.

*Peggy O'Dell is a Supervisory Park Ranger at Jefferson National Expansion Memorial NHS (MO). Ms. O'Dell is Supervisor of the Gateway Arch, which includes the Museum of Westward Expansion and the Visitor Center. A graduate of the University of Missouri, Ms. O'Dell worked as a summer seasonal at Jefferson National Expansion Memorial and as a Park Ranger with the Corps of Engineers. She assumed her present position with the National Park Service in 1977.*

## Legal and Logistical Aspects of a Volunteer Program

by Betty Murphy

Volunteer assistance traditionally has been a part of the operation of the National Park Service. Numerous service and historical societies, as well as individuals, have assisted and cooperated with parks in implementing various projects. Groups developed projects, signed waivers, and purchased their own insurance to work diligently for us.

### Legislative Mandate

To protect and expand these efforts, the Volunteer in Parks Program (VIP) was created by Public Law 91-357 in August, 1970. This law gave the National Park Service the authority to recruit, train, and accept the services of volunteers.

The legislation was broad; its only major restrictions were the prohibition of volunteer maintenance work and the stipulation that volunteer services not replace permanent jobs. Assurances were given to the Congress that the volunteers would supplement the regular NPS workforce and would engage primarily in visitor-related activities such as interpretive demonstrations and visitor service activities. The legislation included insurance coverage of volunteers for protection against tort claims and personal injury while serving in their volunteer capacity; this removed a major concern over the use of volunteers in national parks.

A financial ceiling was written into the original legislation and the later amending legislation. This has not been a totally negative provision, however, since NPS has funded the program to the maximum allowed by the law. At this time that amounts to \$250,000 per year.

These funds only can be expended upon the direct costs incurred by the volunteers such as meals, lodging, and local transportation. This restriction insures that no funds can be diverted to management of the program and that persons volunteering will receive at least a minimal compensation for their out-of-pocket expenses. This also prevents, to some extent, persons not volunteering due to economic considerations.



Retired botanist works on developing a herbarium for Organ Pipe Cactus National Monument.

NPS

### Recruitment, Work Agreement, and Orientation

Volunteers come to the Park Service in various ways. Some are students, others individuals seeking an outlet for their talents, or retired persons looking for a rewarding use of their time. Due to various amounts of publicity over the past ten years, as well as word-of-mouth, the NPS has not had to put forth a concerted effort to recruit volunteers. In many cases we have more applicants than we can accommodate.

We request that interested persons apply directly to the park or parks at which they wish to work. An application is included on the informational brochure we send in response to inquiries about the program.

When VIPs begin their service at a national park they sign an agreement which

formalizes their service and gives a description of the functions they will perform. The agreement may be terminated unilaterally by the Service. Persons under 18 years of age also must submit a parental permission form. Groups may sign up as a group rather than as numerous individuals.

Training of VIPs consists, in most cases, of an orientation to the National Park Service and the area in which the volunteer will work. It is held at the area in which the volunteer is working. Since VIPs should come to us with some expertise, we do not provide training to develop basic skills. Sometimes, parks in close proximity to one another will develop joint orientation or training programs.

At the end of their service as volunteers or at an annual awards ceremony, Certificates of Appreciation, signed by the NPS Director, are given to our VIPs.

### Services and Restrictions of VIPs

The functions performed by VIPs vary from working with regular and seasonal staff on walks and talks, to greeting visitors and answering informational questions. Volunteers may give living history demonstrations, do historical work, develop or organize museum collections and/or exhibits, conduct natural history research projects, assist with resource management projects, or present environmental education programs. They engage in such varied activities as photography, arts and crafts, demonstrations, and library work.

There are some necessary restrictions on the activities of VIPs. In consideration of employee unions and to maintain the volunteer program as a supplement to the activities of the NPS, volunteers may not engage in functions which normally should be assigned to regular or seasonal personnel. They cannot serve in a law enforcement capacity, nor can they perform any function which could be considered hazardous duty. VIPs do not work a full-time schedule. Volunteers do not wear the NPS uniform. This is due primarily to the significant expense involved. The Service also feels it is important that its volunteers are recognized as volunteers, separate from the regular staff.

Housing, if available, may be provided to NPS volunteers. This is a rare situation, however, and often "housing" consists of a campsite made available to the VIP. In any case, if government quarters are provided, rent must be paid.

### Program Coordination and Management

Each park having a VIP program must have a designated VIP coordinator to maintain records on the program and to serve as the manager of the overall park program. Having an identified person, aside from their supervisor, to whom volunteers can go with questions and/or problems, is essential to the smooth op-



Young volunteer helps with kitchen garden chores at Turkey Run Farm's living history program.

D. J. Boushan



eration of such a program. It is also important that volunteers on duty know who to call upon and what to do in case of an emergency.

The question of spouses or relatives of employees working as volunteers is a sensitive one which must be dealt with carefully. It is a situation which may occur since VIPs are not federal employees. However, conflict of interest may be a serious problem if the spouse receives or appears to receive any substantial financial benefit such as food, lodging, or training in salable skills from participating as a VIP. Each case of this sort is reviewed by the appropriate ethics counselor prior to the approval of a spouse as a VIP.

VIP greets visitors to Gateway National Recreation Area's Sandy Hook Unit.

Elaine Bartlett

Many persons decide to volunteer for the NPS in the hope that this experience will lead to a permanent position. We try to discourage the VIP route into the Service, since it is not a sure one and the Office of Personnel Management regulations must be followed in all hiring. We feel it is important that all prospective volunteers are made aware of this prior to becoming VIPs.

Problems with volunteers have been minor and minimal. Making duties clear cut, providing adequate orientation, and fostering communication between park staff and VIPs, as well as showing consideration for their assistance, are the basic factors in developing a successful volunteer program.

The National Park Service has found the VIP program to have been a positive experience. Our personnel have come to know many talented and generous people from all walks of life and ranges of experience. During the past year, more than 4,600 volunteers in 200 areas of the National Park System have contributed over 400,000 hours to our programs. Volunteers have provided bridges to local communities. We have been able to develop an evolving program which benefits both the National Park Service and the people who have donated their time and talents to us.

*Betty Murphy is VIP Coordinator in the National Park Service's Division of Interpretation and Visitor Services*

# Santa Monica Mountains National Recreation Area

by Robert S. Chandler

The National Parks and Recreation Act of 1978 created the Santa Monica Mountains National Recreation Area which became the newest and potentially largest urban park within the National Park System. The establishment of the NRA culminated some 20 years of citizen efforts by the Friends of the Santa Monica Mountains, the Sierra Club, and other concerned conservation organizations to find some method to preserve a significant portion of the Santa Monica Mountains for use by the millions of people in the Los Angeles metropolitan area.

The act identifies the NRA as an area encompassing 150,000 acres (60,000 ha) within a much larger 240,000-acre (96,000 ha) Santa Monica Mountains zone overlaying the NRA. The zone fits the new concept of an "Area of National Concern" which requires maximum participation of state and local governments in planning and exercising appropriate land use controls. In a sense, the NRA is a hybrid, since it contains many elements of a traditional unit of the National Park System, mixed with areas where state and local governments have the principal responsibility. This obviously sets up an ideal condition to try new and innovative approaches. Thus, Santa Monica Mountains National Recreation Area is a laboratory for new methods of cooperative planning, land acquisition, and management.

## Legislative Requirements

Under the act, the National Park Service has been given the initial responsibility for planning and managing land in the Santa Monica Mountains. The following key provisions established the initial framework for a partnership approach:

1. Establishment of a 150,000-acre, (60,000 ha) NRA boundary within a 240,000-acre (96,000 ha) overall planning zone to involve state and local parks, private recreation areas, property owners, and numerous communities located within the mountains.
2. Requirement for the National Park Service to submit to Congress by January 1980 a comprehensive land acquisition plan to guide the Park Service's five-year acquisition program.



*With the advent of the NRA, focus on the recreational use of the mountains by nearby city residents is being emphasized.*

Paul Chelsev, Smithsonian

3. Authorization of \$125 million over a five-year period for direct federal acquisition of land in the Santa Monica Mountains. Authorization of an additional \$30 million for a new grants program to the state, and through the state to local governments, for land acquisition and development of recreation facilities within the 240,000-acre (96,000 ha) Santa Monica Mountains zone.
4. Requirement for the National Park Service to submit to the Congress within two years a general management plan containing the conceptual and long-range strategy for resources management, visitor use, and recreational development.
5. Establishment of an advisory commission to function as a vehicle for citizen involvement in planning and manag-

ing the NRA. The commission was directed to submit a report to Congress by January 1981 which assess capability of state and local jurisdictions to manage the recreation area and makes recommendations regarding changes in ultimate ownership or management.

In addition, the National Park Service is required to comment on any direct or indirect federally-funded or licensed undertaking within the overall zone. With the legislation establishing tight planning deadlines and setting a new tone for cooperative management approaches, the National Park Service staff in January 1979 began the immense task of putting this new NRA together and making it work.

## Understanding the Challenge

The Santa Monica Mountains are as complex physiographically as they are politically. Bordered by Los Angeles' Griffith Park on the east and Point Mugu State Park on the west, the area is approximately 47 miles (75.2 km) long, averaging 7 miles (11.2 km) wide.

The Santa Monica Mountains are one of two east-west coastal ranges in California and are unique in southern California as the only unspoiled coastal range in the midst of a major metropolitan area. The mountains offer visual contrast to the highly urbanized setting of Los Angeles. Most of the topography in the Santa Monicas is rugged and steep. Striking contrasts between rugged ridgetops and valley floors, riparian stream corridors and chaparral-covered slopes, sandy beaches and rolling hills define the unique scenic quality of the region. The 44 miles (70.4 km) of coastline is a mixture of private homes with approximately 22 miles (35.2 km) in public ownership. Several state and county beaches provide excellent year-round use for millions of nearby urban dwellers.

Large sections of the mountains have been carved away in recent years to make way for subdivisions, and hundreds of single-family homes are springing up throughout the area. The rising development pressure results in an area with perhaps the most active and volatile real estate market in the country.

Politically, the NRA lies within three major jurisdictions: the City of Los Angeles, Los Angeles County, and Ventura County. Los Angeles is the nation's third largest city with a regional population of 10½ million people; there are sixteen congressional districts, 82 incorporated cities, and some 7½ million vehicles on 600 miles (960 km) of freeway in the County of Los Angeles, which has a county budget of over \$3½ billion. The urban sprawl covers well over 400 square miles (1,040 km) and is seriously deficient in park and open space areas.

The challenge to the National Park Service is not only to recognize potential cooperative relationships within this complex region but to build effective partnerships among state and local governments, other land managing agencies,

private enterprise, and the thousands of property owners in the Santa Monica Mountains to somehow jointly put together a new kind of recreation area.

The initial focus of the staff was to get the program underway in three main areas: land acquisition, planning, and visitor services programs. This involved a concentrated program of getting to know the area as quickly as possible, assembling available data, and getting to know the people who were actively involved in the area. The extremely short deadlines for developing both the land acquisition and general management plans made it obvious that we would have to rely heavily on existing data. There was no new area study to use as a starting point. We were starting from scratch. There were earlier studies of the Santa Monicas, but none of these recommended a direct federal role.

Weekends and evenings were used to explore the area, learn the canyons and ridges, and get a feel for the resources. It was also a time to get to know the people who were knowledgeable about the area. This is an important element in understanding a new area and is essential in building trust and establishing credibility.

From the outset we found a high degree of willingness by other park and recreation agencies and private recreation operators to work with us in planning the NRA and developing programs. Immediately, we established the fact that we did not intend to take over existing park operations in the Santa Monicas but to supplement and develop more fully the recreational potential of the area.

### Land Acquisition

Certain strategies were involved in the land acquisition program. Within the boundary, specific lands, which met the purpose and objectives of the legislation were identified. We considered a full range of alternative land protection methods. We weighed the need for the land against the costs and impacts on private landowners and state and local governments. We began to coordinate closely with local governments so that the potential for reliance on their existing land use controls was cultivated. And we considered minor boundary changes that could save costs and facilitate management.



Consequently, the land acquisition plan employs a range of techniques. Acquisition approaches of fee, less-than-fee, scenic and agricultural easements, trail corridors, cooperative planning zones, and compatible private recreation uses are all being employed to develop an effective balance of uses within the mountains. The result will be a mosaic ranging from public land to private land and cooperative planning zones, with communities such as Malibu and Topanga existing as neighbors within the park.

Implementing a land acquisition strategy becomes increasingly difficult with the staggering land values, an appreciation rate averaging 24 per cent each year, and increased development pressure on prime recreation lands. With limited dollars in relation to total land values, the task has been to identify areas that will



*Malibu Creek State Park will continue to exist as an entity within the NRA. Geologists have found rocks here that date back 20 million years.*

Paul Chelsey, Smithsonian

provide the best return for preservation of significant natural areas, open space, and potential recreation sites.

In areas where no federal interest will be acquired, NPS will work with property owners and regulatory agencies to encourage land uses that maintain the open rural character of the mountains. The objective is not to halt all development but to encourage levels and kinds of development that do not seriously impact the scenic qualities of the area. An example would be to recommend design considerations and landscaping suggestions which both complement scenic quality and are suitable in a fire-prone area.

Even in areas identified for fee acquisition, NPS will be evaluating each parcel to determine whether the NRA objectives can be reached by purchasing in less-than-fee or perhaps by acquiring only part of the property in fee. Also, in the

fee acquisition zone, NPS generally will not buy homes except in a situation where the site is needed for a specific recreation use.

The acquisition program currently is being coordinated among the National Park Service, the California Department of Parks and Recreation, and the Santa Monica Mountains Conservancy (the state agency established to implement the federal grant program within the Santa Monica Mountains zone). This coordinated approach to land acquisition promises the best return for shrinking federal and state land acquisition dollars.

#### **Common Goals: The General Management Plan**

In the spirit of the legislative recognition that the state and local governments involved in the Santa Monicas have substantial authority to protect and provide for wise use of the mountains, the emerging planning and management philoso-

phy of the National Park Service is one of defining, agreeing upon, and implementing common goals. For instance, the plans for the state parks within the boundary, already complete, approved, and responsive to public expression, constitute a part of the "common goals" approach. As such, their implementation by the state will continue. Likewise, in some areas, county plans and zoning ordinances provide ample protection of the character of the landscape, effectively achieving the common goals of the county, the residents, and NPS, and alleviating the necessity for federal purchase.

The general management plan will seek to reflect common goals of the national, state, and local governments; the residents of the mountains; and other affected and interested parties in describing a blueprint for this new urban recreation area in a natural setting. It will address such topics as management of the natural and scenic resources, recognition of the special values of the Native Americans who once used the mountains so heavily, recreation use of natural settings by the full variety of urban and suburban as well as national visitors, protection of threatened species and airshed values, and transportation.

For the plan to be effective, the development of strong working relationships with the NRA's Advisory Commission and a 65-agency technical assistance committee is crucial. Continuing dialogue with these two groups as well as with homeowners' associations, urban community organizations, conservation groups, mountain residents, and others will be the communication link that will spell success or failure for the plan and its future implementation. In addition, a more traditional public involvement program, which began with ten enlightening and productive planning workshops will be interwoven throughout the process.

By planning for common needs and building good relationships with all the people that the recreation area ultimately will serve, NPS hopes to develop a broad-based commitment to the future of the unique Santa Monica Mountains and an effective stewardship of the land for the people of the Los Angeles area and the entire nation.



*NPS Interpretive Specialist supplements environmental education programs at Will Rogers State Historic Park*  
Tim Thomas, NPS

### Visitor Services: Partnerships Serving People

The visitor services staff of the NRA has been working to bring a number of visitor use planning concepts into reality. In developing a variety of recreation, education, and interpretive programs, the approach has been to share public and private agency resources to better serve the public. This approach has resulted in cooperative efforts between the California State Park and National Park Service rangers in providing environmental education and natural history programs.

A guiding concept behind this effort was that programs and services could be-

gin prior to the establishment of a federal land base within the NRA. An analysis of lands within the proposed boundary identified over 30,000 acres (12,000 ha) of existing public land which included a number of state and county parks available for recreational use. In addition, it found that over 30 private recreation summer camps operated within the Santa Monica Mountains, serving over 100,000 children annually. A variety of volunteer Sierra Club hikes and Resource Conservation District school programs also utilized the area. Obviously, a great deal of recreation activity already occurred within the mountains. Out of this analysis three important philosophies emerged:

1. The NRA could serve as a facilitator in bringing a variety of organizations together in the mountains to jointly serve the public

2. National Park Service programs would be developed to augment and expand existing activities rather than duplicate state and local recreation efforts.

3. Joint staffing of programs between federal, state, and private recreation organizations would be an effective method of sharing resources and maximizing existing program dollars.

Jointly sponsored programs currently are underway in environmental education, teacher training workshops, recreation summer camps through the American Camping Association, interpretive programs for the handicapped, and special recreation events. An intensive effort in community outreach will begin this spring with a cooperative transportation program. This program will make it easier for members of community organizations within transit-dependent areas of Los Angeles to spend a day in the Santa Monica Mountains. Designed to serve more than 15,000 people, the program will provide positive experiences that, hopefully, lead to return visits by participating groups. The jointly funded program is a cooperative effort among five agencies.

### Working Together for the Future

The new approaches and partnerships at Santa Monica Mountains in land acquisition, planning, and management will establish new directions for future parks. The challenge of getting citizen groups, agencies, and organizations to pull together for a common goal is real. Cooperative efforts are a must if we are to survive in a world of spiraling costs and limited dollars for establishing and managing new parks, particularly in complex urban settings. We must look for opportunities to work together rather than excuses to proceed independently. The concept of combining resources to jointly serve the public is here to stay.

Developing active partnerships is one way of making it work for now and for the future.

*Robert S. Chandler is Superintendent of the new Santa Monica Mountains National Recreation Area in California.*

# The Pinelands National Reserve

by Sean Reilly and Chick Fagan

Picture yourself canoeing down a dark meandering stream with tall Atlantic white cedars bordering every turn in a quiet, seemingly endless float toward a coastal bay. Occasionally portions of the stream bank open up to wild cranberries and a variety of rare orchids. The woods contain a large number of rare and endangered plants and animals. Timber rattlesnakes bury themselves in the moist sand along the streams to hibernate through winter. Tree frogs and other amphibians inhabit the backwaters of the bogs and the thick mosses. Beavers and otters build bankside dens and bald eagles winter near the mouths of the rivers that enter the bays.

Unless you knew where you were, it would be difficult for someone to convince you that you were in one of the most urbanized states of the nation — New Jersey. Yet New Jersey contains some 1.1 million acres (440,000 ha) of these unique pine barrens, ribboned by winding river corridors and dotted with small towns and farm communities.

Not a wilderness in the pure sense of the word, the pine barrens have been exploited over the past three centuries by significant bog iron, glass, and paper making industries. But none has endured. With its demise, each industry has left entire towns in the pinelands to succumb to obsolescence and the ravages of fire, vandals, and time. An occasional stone wall, sand road, or ornamental tree is all that remains of some once-prosperous industrial communities.

Another reason that civilization has bypassed much of the pine barrens is that the loose, sandy soils that are predominant in this region do not lend themselves to traditional forms of agriculture. For centuries, this has helped to discourage enduring human settlement. In contrast, the wet lowland areas of the pinelands support very productive blueberry and cranberry cultivation which is firmly established as part of the "piney culture" indigenous to the region.

## Early Protection Efforts

In recent years, large-scale development often has been proposed for these



vast, flat, easily overturned lands of pine. Public outcry managed to thwart these proposals, but various governmental entities and local groups have recognized the need to assure some permanent protection to the area's unique natural and cultural resources. Some local governments have tried to establish protections of sorts; but it has been difficult for them to address economic factors that transcend political boundaries.

In the mid-1960s, a study conducted by the National Park Service and the Philadelphia Academy of Natural Sciences recommended preserving an undeveloped portion of the pinelands. While the study did not survive the report stage, one of its proposals was implemented many years later. In 1972, the New Jersey state legislature created a regional agency, the Pinelands Environmental Council, and charged it with establishing some control over development in the region.

This Pinelands Environmental Council was clearly dominated by local interests, some of them more interested in compatible development than in environmental protection. Political differences between the council members and Governor Brendan Byrne intensified. When the council submitted a draft of its plan, the document was criticized by state officials. At this time, the New Jersey Commis-

sioner of the Department of Environmental Protection (DEP), David Bardine, appealed to Nat Reed, then Assistant Secretary of the Interior, for help in protecting the pineland resources.

In response, a 1975 Department of the Interior study recommended protection of more than a million acres (400,000 ha) of New Jersey pinelands. That study, plus the continuous pressure of local interest groups, proved to be the springboard for new and successful efforts to protect the area.

In 1976, Governor Byrne convened a conference in Princeton to seek public input on measures that would protect pineland resources once and for all. From this conference came an Executive Order by the Governor establishing a committee charged with recommending an effective protection strategy. While in its final stages, that study added fuel to the debate brewing over pending federal legislation to designate the pinelands as the first National Reserve in the nation. In November of 1978 that legislation was passed; Section 502 of the National Parks and Recreation Act finally named the New Jersey pinelands as a National Reserve.

## A New Concept in Landscape Preservation

The Pinelands National Reserve concept provides for a new form of partnership which combines the capabilities and resources of the local, state, and federal governments and the private sector and provides an alternative to large-scale direct federal acquisition, which would be inappropriate in the pinelands.

In creating the Pinelands National Reserve, Congress recognized that the pinelands region embodies an extraordinary combination of ecological, scenic, cultural, recreational, and educational values and that these values are being threatened with irretrievable loss due to poorly planned and inappropriate land uses. The growth of retirement communities, the advent of casino gambling in nearby Atlantic City, and the relentless gnawing away of the pineland fringe areas by suburban expansion and uncontrolled mining of sand and gravel have combined to guarantee the demise of the pinelands.

The creation of the National Reserve was the culmination of a growing awareness at both the state and federal level that foresighted action was needed on a scale which could not succeed without full intergovernmental cooperation. That spirit of cooperation is fundamental to the National Reserve concept.

### The Commission

Federal legislation mandated the creation of some state planning entity. Accordingly, New Jersey's Governor Byrne established the Pinelands Planning Commission by Executive Order #71 in February, 1979. The commission is the vehicle or forum for the National Reserve partnership. Its 15 members represent all the groups and public entities that have any interest in the area. Seven members are appointed by the Governor; seven others by the counties effected by the legislation. The final member represents the Secretary of the Interior. Mr. Don Kennard, a private consultant and former state senator and representative with a wealth of environmental experience, presently holds this position.



The commission is responsible for preparing a comprehensive management plan which, when implemented, will adequately protect the pinelands' special values and provide for appropriate recreational opportunities and economic activities. The comprehensive management plan must provide for a wide array of traditional and innovative land management techniques which will complement and protect the investment of approximately \$60 million in state and federal land acquisition funds for the pinelands.

At the same time it established the Pinelands Planning Commission, Executive Order #71 also gave the commission the authority to review any development or construction projects applying for state permits. This development review process was set up to discourage incompatible development of the pinelands during the planning process.

The commission's diverse makeup has proved to be both an asset and a liability. On the plus side, no faction can claim it is not represented. However, obtaining a consensus on any matter from such varied interests can be very difficult and time consuming. Delay in the appointment of the commission's Executive Director further handicapped early planning efforts.

### Pinelands Protection Act

In June of 1979, however, the Governor appointed Terrence Moore as the commission's Executive Director and signed the state legislature's Pinelands Protec-



tion Act into law. Under the Pinelands Protection Act, the renamed "Pinelands Commission" was strengthened and given broader authority. The act set up the Pinelands Commission within the state Department of Environmental Protection. Yet the commission functions as an independent agency; its members report only to the Governor.

Additionally, the act extended the commission's powers of development review to cover all local building projects. Interim development standards were established; they are relatively simple but tough. Not everyone favors the interim standards but they will remain in effect until superseded by the standards of the final comprehensive management plan.

### Time Pressures

The Pinelands Protection Act calls for adoption of the comprehensive management plan by August 1980. Prior to this, the plan must be submitted to a Council of Mayors for further recommendations. So the commission is racing against time to meet its deadline.

To accommodate the commission's double mandate of planning and development review, Terrence Moore has hired two separate staffs. Only the planning staff receives federal funds. With his planning staff, Moore has worked out a method by which he hopes to meet the state deadline with at least a rough draft of the plan. They have enlisted the service of a small core of consultants. The consultants are making an initial resource inventory and analysis. After their reports are submitted, the commission will review and synthesize their material into a workable comprehensive management plan for the pinelands.

As of early Spring, when this article was prepared, the reports were coming in and staff review was well underway. Many of the reports were being presented to the public for further input.

After synthesizing the reports, many of which contain different objectives, the commission wants to adopt certain broad policies and follow through on them quickly, with a program to implement each policy. These policies and programs will comprise the final comprehensive management plan. After additional input

from the Council of Mayors, the plan will be adopted.

### Comprehensive Management Plan

This comprehensive management plan will cover every significant land use issue. These will include criteria for acquiring lands, land acquisition methods and types of payments, management of acquired lands, protection of ground and surface waters and of agriculture, recommendations for intensity of recreational use, management of scientifically unique natural areas, zoning, transfer of development rights, tax impacts, and a host of scientific and technical considerations necessary to back up strict land use controls.

After adoption by the state, and within 18 months of receipt of funds through Section 502 of the National Parks and Recreation Act, the Pinelands National Reserve Plan must be submitted to the Secretary of the Interior. As indicated earlier, the objective of the plan is not to create another national park, but to assure the protection, preservation, and enhancement of the area's unique natural and cultural resources through an effective federal, state, local, and private sector partnership.

### Need for Government Consistency

Obviously growth factors can't be ignored when dealing with the pinelands. Many people are watching to see the degree to which the final plan can accommodate controlled development without compromising the resource protection goals for the area. Governmental consistency on this subject is crucial. Federal agencies must realize that a federal mandate exists to protect the unique resources of the pinelands and to refrain from activities that might compromise them.

To help accomplish governmental consistency, the Federal Advisory Committee has been formed. It includes those federal agencies that impact on or will be impacted by the comprehensive management plan. This committee, working in cooperation with the Region 2 Federal Regional Council, serves as the primary coordinating mechanism between the federal government and the Pinelands Commission. In addition, the Heritage Conservation and Recreation Service pro-

vides technical assistance to the commission, helps its members to better understand the federal perspective, and channels federal funds to the state.

New Jersey state legislation also helps promote government consistency. Present state law requires that local plans and ordinances conform with the final comprehensive management plan and the Pinelands Commission has been given the authority to enforce this conformity.

### Political Differences

Final resolution of political conflicts arising from this enforcement authority and other aspects of the planning process will be crucial. The question most often asked by local and county governments is how will the comprehensive management plan affect their historically independent right to zone and manage their own land use.

By soliciting policy recommendations from the public and the Council of Mayors, the commission hopes to make local governments feel part of the areawide planning effort. Ideally, the local jurisdictions will bring their ordinances into compliance with the final plan voluntarily; the commission does not want to act like a superpower. But this is a definite problem area that many people will be watching.

It is interesting to note that for the past two decades every municipal official has indicated a desire to preserve the natural resources of the pinelands. The problem was that they never found the mechanism to do so. Now they have the undeniable opportunity to protect those resources. Will they have the political wherewithal to see it through?

The jury is still out. Hopefully, all parties involved will find a way to cement this partnership in landscape preservation and their ambitious planning efforts can serve as a model for the entire nation.

*Sean Reilly is Pinelands Coordinator for the New Jersey Department of Environmental Protection. Chick Fagan is an Outdoor Recreation Planner in the Northeast Regional Office of the Heritage Conservation and Recreation Service.*

Photos courtesy of Chick Fagan

## PEPCO: In Partnership with the Community

by James H. Parsons, Stephen M. Genua, and D. Scott Gravatt



Garden plots, regulated by Watkins Regional Park, dot portions of the right-of-way.

Les Heng

The Potomac Electric Power Company (PEPCO) is headquartered in the Nation's Capital, and serves the electrical energy needs of Washington, DC and the surrounding metropolitan area. The service area is supplied through a network of transmission lines on 300 miles (480 km) of rights-of-way which cover over 8,000 acres (3,200 ha). This land area is necessary for the reliable transmission of high voltage electricity, but at the same time, it often is possible to use this land for additional purposes, as long as they do not interfere with the power company's needs. Because of its program of fostering such compatible uses, the Potomac Electric Power Company is indeed a good neighbor.

The PEPCO program and the process it employs to implement compatible use of company land by the community it serves could be replicated or adapted to the needs of many other areas. Local park and recreation agencies certainly should attempt to gain maximum benefit from similar partnerships with utility companies.

In PEPCO's case the process begins with the purchase of the land. PEPCO's overhead transmission line rights of way are purchased in "fee simple" with the



Mimi-bike tracks have been authorized in sections.

Les Heng

exception of state and federal property, where easements are obtained. Most of the rights-of-way through PEPCO's suburban service areas were purchased years ago, before the boom in development and the accompanying increase in the cost of land throughout the Washington area. As a result, the right-of-way properties are extremely important assets to PEPCO. The sheer density of suburban development would make these rights-of-way impossible to duplicate.

### Clearing And Vegetative Maintenance Practices

Once the land is purchased, the necessary right-of-way preparation and construction begins. Right-of-way preparation has evolved from the old clear cut method to a selective clearing method which leaves shrubs, herbaceous vegetation, and low growing tree species such as dogwoods, cedars, and holly. In addition to this low vegetation, a fringe of taller trees is left along the edge of the right-of-way. These trees are saved based on their height, with the heights increasing as you approach the edge of the right-of-way. This selective clearing method and "tapered edge" offers a more pleasing appearance than the clear cutting. However, both methods make it possible to use the land in many ways. After the

clearing work is completed, the actual transmission line is erected. It consists of lattice towers or steel poles supporting the electric lines.

Once the line is constructed, the power company must maintain a relatively low vegetative ground cover that will not grow up and interfere with the wires. This maintenance program is administered by PEPCO's Forestry Section. The vegetation maintenance takes one of two forms. The first is grass mowing. Where a right-of-way passes through an urban, suburban, or commercial area, PEPCO rights-of-way are planted in grass, which is mowed during the summer months. The second form of vegetation maintenance is referred to as brush control. Areas which are not used by the public are allowed to grow low shrubs, plants, and trees. Taller trees are selectively removed approximately every four years.

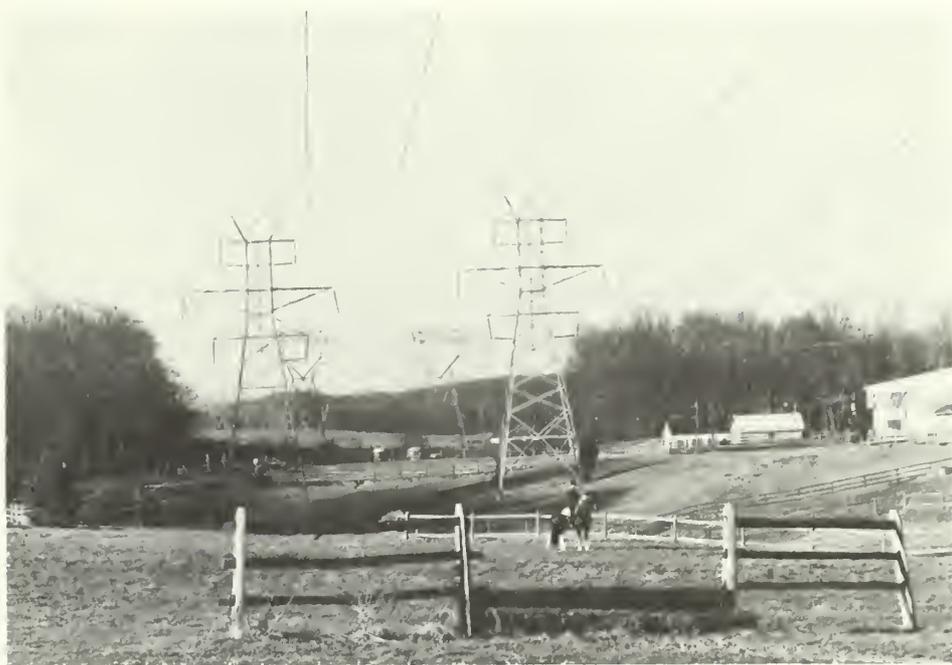
### Compatible Uses of Rights-of-Way

This background knowledge of the land provides a framework for understanding what the power company means by a compatible use. The use must be com-



*Selective clearing method leaves a low level of desirable vegetation along right-of-way.*

Les Henig



*A Potomac horse center uses part of a transmission line right-of-way.*

Les Henig

patible with the method of vegetation maintenance employed, the maintenance of the physical facilities, and of course, the transmission of electricity.

PEPCO allows many compatible uses. Presently, civic, governmental, private organizations, and other utilities use PEPCO property, at no cost. These different groups represent a wide range of activities, from family gardens to the preservation of rare wildflowers and birds, to research studies on the environmental effects of transmission lines.

One of the rights-of-way passes through the U.S. Department of the Interior's Patuxent Wildlife Research Center where scientists study and monitor the wildlife and vegetation. On another right-of-way, the Chesapeake Bay Center for Environmental Studies is researching the configuration of forest patches needed to maintain bird and plant communities. These are just two of the several educational and research studies being performed on PEPCO's rights-of-way.

As mentioned earlier, PEPCO installed most of its lines prior to the extraordinary spread of suburban developments. So the majority of the wires originally passed

over farmers' fields and through rural woodlands. At that time, compatible use generally was limited to farming and use by other utilities such as the telephone, water and sewer, and gas companies. As the population in the metropolitan area grew, the farmlands became suburban residential communities. Where formerly there were only one or two families in an area, there now are hundreds whose backyards adjoin the rights-of-way.

One can imagine the diversity of uses that have resulted from this situation. There are numerous gardens, children's play areas, hiking, biking and horse trails, public street crossings, a minibike track. One development even has part of its golf course on a right-of-way. In areas that have escaped development, grazing livestock and croplands under the wires remain a common sight. Quite literally, the Potomac Electric Power Company is in partnership with the community.

The power company is pleased to consider a request from any responsible individual, business, civic organization, or government agency for a compatible use of right-of-way property. PEPCO receives many letters each year requesting permission to use its property. Each request is given careful consideration to determine whether or not it will interfere with the company's operations. If it is decided

that the requested use is compatible, permission is granted by means of a letter of agreement which is sent to the requesting party for its approval. All requests are handled by the Manager of PEPCO's Real Estate Department, located at 1900 Pennsylvania Avenue, NW, Washington, DC 20068.

The Potomac Electric Power Company has been extremely successful in the joint and multiple use of its rights-of-way for recreation, agriculture, preservation, and research. It envisions even greater use of these properties in the future for such activities. Indeed this is supported by an increasing number of inquiries from the urban and suburban communities within PEPCO's service area.

*James H. Parsons, Stephen M. Genua, and D. Scott Gravatt are Foresters within the Forestry Section of the Potomac Electric Power Company (PEPCO).*

## The W&OD Railroad Regional Park

by Darrell G. Winslow



The first section of the W&OD trail runs through Falls Church, VA. A number of local, State, and Federal partnerships made this regional park possible. Northern Virginia Regional Park Authority



The Northern Virginia Regional Park Authority (NVRPA), which is supported by three cities and three counties, is an excellent example of a partnership that works for the acquisition, development, and operation of regional facilities to serve the densely populated area of northern Virginia.

NVRPA which celebrated its 20th anniversary in 1979, has developed facilities that are generating over \$2 million in revenues per year. Presently under construction are several major regional parks that will benefit the general public.

The Park Authority has acquired 8,000 acres (3,200 ha) of land in its 20 years of existence. One of the most significant acquisitions was the recent purchase of the abandoned Washington and Old Dominion Railroad right-of-way from the Virginia Electric and Power Company (VEPCO). NVRPA is developing the right-of-way into a hiking-biking-horseback riding trail known as the W&OD Railroad Regional Park. It is 42 miles (67.2 km) long, 100 feet (30m) wide and comprises 480 acres (192 ha) of land. The trail starts in Alexandria and extends through the northern Virginia countryside to Purcellville in Loudoun County

### Right-of-Way Purchase Agreement

For nearly ten years the Northern Virginia Regional Park Authority sought to acquire the right-of-way from VEPCO through donation, lease, or any conceivable method other than outright purchase. The bottom line rested with VEPCO, which insisted that the right-of-way be purchased. After a successful bond referendum to gather the seed money necessary to begin acquisition of the land from VEPCO, the Park Authority was fortunate in getting cooperation and assistance from many individuals and agencies.

First of all, VEPCO agreed to a firm price for the acquisition as long as it took place within a five-year time period. At present, NVRPA has acquired 40 of the total 42 miles (64 of the 67.2 km) of right-of-way.

### State and Federal Aid

A grant was received from the Virginia Commission of Outdoor Recreation which permitted NVRPA to acquire most of the right-of-way.

Further assistance came from the Heritage Conservation and Recreation Service of the U.S. Department of the Interior in the form of a grant from its "Rails to Trails" program. This enabled the Au-

thority to open and fully develop the trail from Falls Church, Virginia, to the Town of Vienna, a distance of approximately six miles (9.6 km). This section also included the construction of an eight-foot (2.4 m) wide strip of asphalt with landscaping and other scenic improvements in areas where neighbors of the trail indicated a desire for such projects.

NVRPA also received excellent cooperation from the Virginia Department of Highways and Transportation. The Department has constructed bridges for the trail over major highways in the area, at a cost of approximately \$500,000. As trail development moves westward, the Park Authority is optimistic that this cooperation will continue in order to provide safe crossings at other major highways.

### Local Partnerships

Park and recreation directors in the communities that the trail traverses have been extremely helpful and supportive of the project, as it enhances their own trail systems. In many cases, the trail presents an opportunity for them to use the land to enhance the park and recreation facilities within their jurisdiction.



Students from the local Community College practiced their clown act at the W&OD opening to the delight of youngsters. NVRPA



The bridle path, with its pleasant rural setting, lies within easy access of Washington, DC city dwellers. NVRPA



The grand opening of the trail was an old-fashioned community fair, attended by thousands of local residents. The train in the foreground is a replica of an old W&OD model. NVRPA

In Falls Church, for example, the Park Authority obtained monies from garden clubs and other organizations to do extensive landscaping on a two-mile (3.2 km) section within the city. Another donation was received from the Historic Preservation Society of Falls Church for construction of a wayside along the trail.

Local pony clubs and horse societies are cooperating in the planning process for an adjacent bridle path, separate from the hiking-biking trail. Members of these organizations meet regularly with NVRPA staff, giving constant guidance on trail construction. Local hiking and biking clubs, likewise, have lent complete support and aid to the planning and development of the trail, and the Northern

Virginia Chapter of the Virginia Society of Ornithology has identified more than 100 species of birds near the park.

Finally, the *Design* series of the Park Practice Program has been used regularly as a source of ideas and inspiration as NVRPA park development is planned.

#### Partnership Magnifies Potential

While the W&OD Railroad Regional Park is one of the most complex projects NVRPA has undertaken in its 20-year history, it illustrates what can be accomplished through partnership and cooperation on a regional basis. No one agency could have implemented this project alone.

It is estimated that the total public investment for this trail, when completed, will be nearly \$6 million. This includes approximately \$3 million for land acquisition and \$3 million for development.

The W&OD Railroad Regional Park is fast becoming a major trail for walkers, cyclists, horseback riders, and joggers. Further potential exists for this park to serve as the backbone of a commuter trail system through northern Virginia. This would enable people not only to ride, jog, or hike for pleasure, but also would provide them with an alternate means of transportation to their jobs.



Hundreds of bicycle riders formed a parade along the trail as they rode to the site of opening day ceremonies for the W&OD trail

NVRPA

Other possibilities include future connections with neighboring trails, such as the Appalachian Trail, the C&O Canal Path, the Four Mile Run Trail, and the National Park Service bike trail along the Potomac River.

From an operational standpoint, cooperation is the key word. For example, NVRPA depends on the law enforcement agencies of the various political subdivisions through which the trail passes to ensure proper safety for users and to enforce NVRPA rules and regulations. Local police and sheriff's departments have given excellent support in this area.

Since the trail is starting to be used more heavily, local recreation departments are building parks or other types of recreation areas adjacent to the trail. For example, in Vienna the trail lies within a few feet of the town recreation complex and is adjacent to its athletic fields. Fairfax County has acquired a number of sites adjacent to the trail for future park use. In Herndon, the W&OD trail bisects a new golf course and is near the new community center. Moving westward, the Loudoun County Board of Supervisors just last month approved the purchase of land on Goose Creek, which is adjacent to the W&OD trail, for the first county park.

Further cooperation took place in Leesburg when the NVRPA staff volunteered its services, at no cost, to master plan parkland adjacent to the trail for the local county park system.

In summary, the successful operation of the W&OD trail is dependent upon the cooperative attitude of nearly everybody in northern Virginia. Such broad cooperation is essential given the nature of the project. The integrity of the trail will survive only with the total cooperation of the many individuals who control the destiny of all types of future planning and the implementation of new services to meet new needs in northern Virginia.

*Darrell G. Winslow is Executive Director of the Northern Virginia Regional Park Authority (NVRPA).*

## Partnership Dynamics

by Howard Levitt and Ray Murray

*Item:* Kaiser Aluminum and Chemical Corporation "adopts" Roberts Regional Park in Oakland, California. Benefits to the users of the East Bay Regional Park System: \$50,000 per year. Benefits to Kaiser: Extensive positive public relations and a sense of involvement for Kaiser employees.

*Item:* Georgia-Pacific Lumber Company donates 70 acres (28 ha) to the City of Crossett, Arkansas for a new community park. Benefits to the citizens of Crossett: Land valued at \$120,000. Benefits to Georgia-Pacific: Nationwide recognition and economic advantages.

*Item:* The Koshland family donates funds for the acquisition and development of a park in a park-deficient area of San Francisco. Benefits to the citizens of San Francisco: A \$300,000 contribution, largest single private donation in 41 years. Benefits to the Koshland family: A lasting birthday legacy for the "man who has everything."

*Item:* Private foundations, corporations, and individuals in the community contribute dollars, materials, and expertise worth almost \$1 million to convert an obsolete New York City asphalt plant to an indoor/outdoor recreation facility. Benefits to the residents of Yorkville and the Citizen's Committee for the Asphalt Green: Development of the only green open space within miles, plus a new sense of community involvement. Benefits to the donors: Tax benefits, favorable publicity, and a sense of accomplishment of a "miraculous" transformation.

These examples are merely a small sample of the kinds of public/private partnerships possible. In this Partnership issue of *Trends*, many other kinds of partnership arrangements are described. This article explores the "why and how" of partnership—why the private sector is motivated to become involved in the cause of public recreation and how these motivations can be used to foster partnership.

When do partnerships work? The answer is simple. Partnerships work when each party involved derives a benefit. Partnerships operate on a basic principle of social interaction, the *Exchange Principle*.

Under the Exchange Principle, partners in a transaction may gain in equal or different kind (money, goods, services) and quantity. However a partnership transaction is constructed, something is gained by both partners. Understanding the economic, personal, and professional agendas which motivate your potential partner is a crucial first step in forging strong partnerships.



The Embarcadero Center

### Economic Incentives

The tax laws of our country encourage the donation of land, cash, and goods to public park and recreation agencies and nonprofit, tax-exempt organizations which work for the public good. Within prescribed limits, the value of donations made to public and nonprofit recreation agencies is deductible dollar for dollar from the donor's pre-tax income. Through this deductibility, donations serve to lower an individual's or a corporation's tax exposure by lessening the amount on which they are taxed. In some cases this even may shift a taxpayer into a lower tax bracket.

Consequently, a dollar donated to public recreation costs the donor less than a dollar. For most corporations, a donation of one dollar costs 54¢ in corporate assets, since the corporate income tax rate is generally 46 percent. For individuals, too, a similar benefit results, depending on their tax bracket. In certain land donation partnerships, these income tax benefits may be coupled with other tax benefits to create situations in which an individual or corporation actually makes money by donating recreation property to a public or nonprofit agency.

Tax benefits aren't the only economic incentives to public/private recreation partnerships. Many corporations under-

stand that improving a community's recreation resources also stimulates employee morale, fitness, and productivity.

In San Francisco, the Hyatt Regency Hotel underwrote the installation of a public fitness trail on property surrounding the hotel. The reason? An enhanced environment attracts fitness-oriented guests to the hotel.

A nearby commercial/office complex, the Embarcadero Center, adopted a heavily used adjacent city park to provide a high level of maintenance which the San Francisco Department of Recreation and Parks was hard pressed to deliver due to funding cuts. In this same spirit of combined economic self-interest and urban community service, selected urban and suburban recreation areas across the country are being assisted by corporations and businesses.

Of course, it is clearly in the economic self-interest of builders, real estate companies, neighborhood groups, and home and apartment owners to contribute materials and labor to create and maintain the well-being of community recreation resources. The presence of high-quality recreation spaces, facilities, and programs can mean literally thousands of dollars in added value to homes and investment properties. For example, a study of economic benefits related to the East Bay Regional Park District revealed a three to nine percent higher value in property located within a half-mile (.8 km) of its park units.

Economic incentives can be viewed from still another perspective. A compelling motivation for involvement of all sectors of society in recreation partnerships is the connection between lack of recreation facilities and programs and the incidence of crime, particularly youth crime. A very effective fundraising campaign was initiated by the Southgate Recreation and Park District in Sacramento County, California, in cooperation with a local television station. A series of public service shots were aired which posed the question, "Where will kids turn for fun if public recreation opportunities aren't available?" Vandalism and mischief can be very costly.

Businesses and corporations spend from thousands to millions of dollars on advertising. More and more firms are recognizing the hard dollar value of the free positive publicity that can be generated around a solid public-private partnership.

### Personal and Professional Agendas

Partnerships are made by people. Each person has personal and professional agendas which motivate him or her to react positively or negatively to a proposal. Assessing a prospective partner's personal and professional agendas will enable you to pitch your proposal accurately and cement the partnership.

A personal agenda is made up of a person's basic interests apart from those associated with his or her professional career. People are interested in actions that will benefit their family members, friends, church, clubs, service organizations, leisure pursuits, and social vision. A personal agenda is shaped by bloodlines, friendships, and personal beliefs.

A factor in forging one corporate/public agency partnership was that the partnership benefitted a park in which the key corporate decisionmaker's daughter had spent enjoyable summer vacation days. Many people have personal interests related to parks and recreation.

Professional agendas are based on how a person perceives his or her job responsibilities and career advancement goals. For an elected official, professional agenda items probably include implementing campaign platforms, getting re-elected, and establishing a record of accomplishment in office. In a recent issue of *Fortune*, an article noted that to ascend the corporate ladder today, executives need civic involvement activities in their resumes. Activities benefitting public recreation can strengthen the professional agendas of these business leaders. Most decision-makers are concerned about responsible allocations of dollars, value received for value given, effectiveness measurement, and demonstrable results.

The importance of assessing and relating to personal and professional agendas is crucial to selling your partnership proposal. Opportunities exist for building



*Both tax and public relations benefits help motivate businesses to sponsor local parks.*

Lawrence Halprin and Associates

solid linkages in even the most adverse situations. A negotiation involving a corporate-owned coastal property in Texas evolved from an impasse to a constructive dialogue after the person making the proposal diverted the conversation temporarily away from the negotiation. She recognized that the corporate executive was wearing a class ring from her alma mater; a brief conversation on common campus experiences put the executive in a more helpful frame of mind.

Richard Spees, Vice President of Kaiser Aluminum and Chemical Corporation in Oakland, California, and a friend of public recreation has commented, "Americans are a partnering people. Our problems are too complex for a separate group or sector to handle by itself." This American proclivity to partnership may be at the heart of the noneconomic reasons for public/private partnerships. We like to join forces and pitch in to solve problems.

Some people contribute to public recreation out of a desire to simply "do good" or to "leave a mark." Some people are motivated by guilt and make generous contributions as a balm to their conscience. Some people have special emotional reasons for wishing to help public recreation—a memorial to a deceased parent, a relative with a physical handicap, a sense that recreation programs provided enjoyment, enrichment, or even "straightened them out" as a youth. Some individuals feel that government is too important to be left to the civil servants, that their advice and assistance can improve public services.

Unlike individuals, corporations operate on a profit margin and cannot make contributions for strictly noneconomic reasons. However, corporations are made up of individuals with the full range of personal motivations. An effective public or nonprofit partnership negotiator first will define the economic advantages in forging alliances with corporations and businesses, then will discuss the reinforcing noneconomic motivations of the corporate decisionmakers. Because a favorable public image means so much economically to a corporation or business, a contribution to the cause of public recreation usually will serve both the corporation's economic needs and the noneconomic needs of its personnel. Cornel Meier, President of Kaiser Aluminum and Chemical Corporation, in describing his company's experience in helping public recreation to other major firms in northern California, first enumerated the economic advantages, but concluded that the prime advantage to Kaiser was that "Involvement in helping public recreation is fun!" He went on to describe how adopting a park provided Kaiser employees who volunteered their time to help construct a play structure an opportunity to get to know each other better outside the workplace and to feel that their employer was a force for social betterment. Furthermore, many Kaiser employees in Oakland are users of the park.

## The Systematic Approach—A Prelude to Partnership

One way to build an effective private sector partnership program is to utilize a systematic, three-step process of inventory, analysis, and implementation.

1. *The Inventory* stage consists of identifying:

- *Your agency's needs.* What are the dollar, material, equipment, and expertise needs of your agency? Make a detailed list, by category.
- *Existing sources of assistance.* Where does your present funding and other assistance come from? List them, and note which could be better utilized.
- *Private sector resources.* Using field surveys, personal knowledge, chamber of commerce lists, yellow pages, etc., list as many private sector resources as possible. Include vacant or underutilized private lands or buildings.
- *Public and private underutilized lands and facilities.* Check with the planning department for aerial photos. Identify those parcels and facilities which might have recreation potential.

From the outset, it is advisable to involve your collective agency brainpower and utilize the insights and ideas of field staff members who know the community and agency needs on a firsthand basis. Having compiled lists of needs, resources, lands, and facilities, you are ready to begin phase two.

2. *The Analysis* is a critical step in the systematic approach of the private sector. It is during this phase that an imaginative program administrator and his or her staff analyze the private sector for ways that its products, services, and skills can be related to the agency's identified program needs. In this phase, public or nonprofit agency needs are matched with the likely private sector sources of assistance.

During the analysis phase, do as much detective work as possible about your key private sector resources. For corporations, find out: Where are they located? What do they sell/produce? What is their economic situation? What is their community profile? How can they satisfy a public recreation need? Who makes de-



*A business-government partnership provides upkeep for Vaillancourt Fountain; a focal point of San Francisco's Justin Herman Plaza.*

The Embarcadero Center

isions? Do they need favorable publicity?

Look beyond the obvious. Sure, a construction company can donate labor, equipment, or materials, but maybe it also can provide valuable advice on maintenance practices.

Do your homework on individuals too: Where do the influential people live? Where do they work? What is their economic and social status? Are they known to be charitable? If so, to what causes? What are their leisure-related interests? Are there some personal motivations that might be pertinent? What is your best initial appeal to potential donors? Who are their friends and relatives? Does anyone connected with your organization have an "in" with these key individuals?

Remember to analyze corporation and business decisionmakers as individuals. Then attempt to relate both to their personal and professional motivations.

Once you have determined what private sector resources exist in your community and how they might assist in providing money, materials, or labor to your agency or organization, your groundwork has been laid for phase three.

3. *The Implementation* of a private sector involvement partnership program involves: a) determining the scope of the partnership effort—systemwide, neighborhood, or project-specific; b) selecting a mechanism or combination of mechanisms to get the partnership underway; c) deciding on a direction of approach; d) considering the timing of the approach;

and e) following through on all private sector initiatives.

- *Scope.* Some partnerships are best geared to accomplishing a specific component of a project. Others lend themselves to serving a particular neighborhood. Still other partnership ventures address needs of the entire agency or organization. You will need to create a variety of partnerships to satisfy different needs.

- *Mechanisms.* There are any number of mechanisms that may be used to create partnerships. A "friends" type foundation may be needed to help accomplish a systematic fundraising effort. A "gifts catalog," listing your specific needs and their costs, may be the perfect vehicle to market your needs to potential donors including the service clubs in your community. A coordinated volunteer program may augment your limited personnel resources. A scrounging program to gather someone's recyclable or reusable castoffs might expand both community involvement and environmental awareness. A joint project with an industrial recreation provider could be mutually reinforcing.

The HCRS Information Exchange can provide publications which describe various mechanisms. See "Who Can You Turn To?" in this issue of *Trends* for Information Exchange membership information.

- *Direction of Approach.* What specific individuals, businesses, or groups of businesses will be enlisted as partners in providing a recreation opportunity? Within a corporation or business, which individual will you approach first?

A good rule of thumb: Aim as high as you can for the person who can say yes. There is a corporate adage that everyone but the top executive is paid to say no. Use sympathetic contacts within the company to present your case. Decisionmakers often are more easily swayed by another member of their peer group. Public relations or community relations vice presidents often can see the value of good partnership efforts. Members of the Boards of Directors also can be effective in winning favorable decisions.

- **Timing.** Be aware of the tax year. Corporate tax years vary, so research each corporation's tax year during your analysis phase. Check annual reports for this information. Make your appeal early in the tax year, though your proposal may not be approved until the end of the year when the corporate profit picture is clearest. Watch out for reorganization periods. They are poor times to make your initial approach. Notice when a corporation or an individual could benefit from good publicity and allow your partnership project to serve that end.
- **Follow through.** Be certain to publicize private sector generosity unless specifically requested not to do so. Publicity often stimulates more generosity. In St. Louis County, Missouri, the publicity surrounding a land donation resulted in three additional offers within a few weeks. Remember that most corporations, and many individuals, give in order to gain public exposure and recognition. This legitimate need should be respected. So, too, should a request for anonymity. At the very least, each act of private sector generosity deserves a sincere thank you. Some contributions merit a ceremony, others a written letter of appreciation from the Mayor or Chief Executive. Still others may warrant the naming a park or structure to commemorate an especially generous private sector partner. We all love to be recognized for our good work. It fires us up to do even more.

### Making a proposal

Your systematic private sector process will surface suitable potential partners. How do you actually enlist their support? The answer varies with the circumstances, but there are some basic tips for "selling" a potential partner on the benefits of assisting your agency:

#### 1. *Initiate contact through allies.*

If the key person who can say yes to a partnership is not known personally to you or someone on your staff, try to enlist an ally to initiate contact. You may not imagine yourself even indirectly con-



*Private donations produced both the land and sculpture for St. Louis County's striking Laumeier Park*

Gretta Kraft

nected with a decisionmaker in a large multi-national corporation, but you might be surprised. A few years ago, HCRS sought an ally for an approach to one of the very largest international conglomerates. As we discovered, the father of an HCRS employee sat on the Board of Directors of the firm in question. We had our ally, made our approach, and ultimately sold the corporation on a bargain sale to a public agency that saved the public \$1.2 million. Cultivate contacts through membership in professional organizations, service clubs, and civic groups.

#### 2. *Arrange a personal meeting.*

There is no substitute for a face-to-face meeting with a potential partner; try hard to get one. A personal meeting humanizes your appeal and makes it harder to say no. Before the meeting, spend some time with your staff rehearsing the proposal. Try to find missing points or weak arguments. When the big day comes, relax and be confident. You'll be meeting with a fellow human being.

#### 3. *Prepare a written proposal.*

For many kinds of partnerships—cash contributions, land donations, etc.—it is important to prepare a concise written proposal. The proposal should specify what you want, why you want it, what the result will be, what's in it for the donor/contributor, and how you intend to recognize the gift. It should be brief, no longer than two pages, and sufficient to allow the potential donor to weigh your request after the initial proposal is made. Leave several copies with the prospective donor, or mail copies before the meeting if the donor desires.

#### 4. *Follow up on the initial contact.*

If a prospective donor requests additional information, provide it immediately. If you meet with a positive response, arrange to accept the gift or contribution as quickly as possible. Many contributions are made in the heat of passion and depend on fast action on your part. If the initial reaction is negative, try again. Many donors like to be courted. Some deliberately say no to test your staying power. Walk the line between persistence and annoyance. Your own sensitivity will tell you where that line falls.

#### 5. *Provide recognition.*

If the most appropriate form of recognition will take a bit of time to arrange, convey official gratitude immediately. Be sure to provide at least as much publicity and recognition as you implied you would.

### Corporate Business Partnerships

Some corporations are very generous and are well recognized for their public spirit. Most corporations, however, are not in the habit of making contributions. In fact, only about 6 percent of the 1.7 million corporations in this country make any charitable contributions, and only a small percentage of the money given benefits public recreation. We believe that the partnership potential between recreation agencies or organizations and the corporate sector has only just begun to be explored.



Partnership arrangements can pool or loan transportation resources.

Gateway NRA

Consider some of the ways in which corporations and businesses can assist public recreation:

- Loaned executives
- Loaned equipment
- Volunteer labor
- Loaned/shared facilities
- Training
- Joint purchases
- Efficiency analysis
- Transportation
- Professional services
- Computer time
- Public relations
- Funding
- Data management
- Land
- Sponsorships
- Endowment funds
- Foundations
- Insurance coverage
- Endorsements
- Adopt-a-park or program

These are just a few of the possible interactions between recreation agencies and the corporate sector. To create effective partnerships with corporations, you must be thorough in your planning and marketing. Judith Berger, a research consultant from Mill Valley, California, in an excellent article in the September 1979 issue of *Western City* magazine, titled "Getting Together With Business," describes the components of successful private sector partnership.

#### 1. *Mutuality of interest.*

Business usually can sense what is in its best interests, but as a public agency administrator selling a partnership, you should clearly outline your perception of everyone's economic and noneconomic advantages from the partnership. This will help your corporate partner sell its stockholders and Board of Directors.

#### 2. *Equal ownership of program.*

According to Harry Reichner, Executive Vice President, Philadelphia Chamber of Commerce, "That means equal representation and participation and financial support." Most corporations prefer that their contributions leverage additional financial support from other sources.

#### 3. *Minimum red tape.*

If you expect enthusiastic participation from the corporate sector in helping your agency, you're well advised to smooth your own decisionmaking processes and procedures to minimize delay and other red tape. Government red tape is a red flag to the corporate sector. Also, the business community prides itself on immediate results.

#### 4. *Strong symbolic leadership.*

As Jim Hagarty, of the Public Affairs Department of Pacific Telephone, notes, "Top people have to be involved at the outset; they are the ones with the resources." This is two-sided advice: top people from both the public agency and corporate partner should be involved.

#### 5. *Adequate organization.*

"You need a structure that gets things done, a working Board of Directors with very active committees, and competent

staff to formulate plans and carry them out." So says Jack Fitzpatrick, Senior Vice President, National Alliance of Business. Don't approach a corporation unless you have gotten your own act together, and designed a workable framework for corporate involvement.

#### 6. *Product and process.*

The private sector doesn't like to undertake a project without an end date and product. The process is important, but the product must be the prime objective.

### Establishing Corporate Partnerships

Ms. Berger outlines six steps to take in establishing partnerships:

#### 1. *Identify community needs and priorities.*

This is the first step in approaching any private sector resource. Involve your entire administrative and field staff, and other department heads as well. Try for a consensus on problems and a commitment to enlist private sector help. If you cannot get the support and commitment of public agency personnel, it is unlikely that the corporate sector will commit its valuable time and resources.

#### 2. *Approach visible business leaders with headquarters in your city.*

Approach them with an identification of the problems, a rationale for business involvement centering around mutual benefit, and an invitation to an informal meeting to share information and perspectives. Aim for top decisionmakers in the corporate hierarchy.

#### 3. *Ask the business community for advice and ideas; return with a request for assistance.*

Dick Spees of Kaiser Aluminum comments, "A prestructured project that comes to the private sector from government is unlikely to succeed—rightly or wrongly. Come to the business community with a need, not a structure."

#### 4. *Jointly establish a structure conducive to producing results.*

How to get the job done depends upon who has the best combination of experience and resources. The structure should be worked out by all parties to the partnership.

5. *Mount a communications campaign.*

Let people know, through press releases, feature articles, and speeches, what they can do to make a private sector partnership work.

6. *Anticipate problems.*

These may include arguments over who takes credit for accomplishments, frustrating delays, and business reluctance to "serve on another committee."

### Soliciting Land Donations

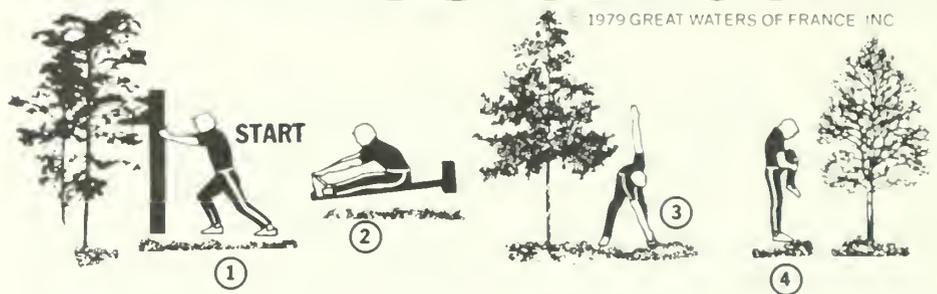
The full or partial donation of land is a special realm of private sector partnership. It involves a basic understanding of income, real estate, and capital gains tax laws, other economic and noneconomic motivations, and a liberal dose of the art of negotiation. Through land acquisition solicitation, millions of dollars worth of property is added to the public recreation estate each year at little or no cost to the public agency. Some agencies have been very effective at soliciting land donations. Seventy-five percent of the St. Louis County Park System is the result of private sector donations.

As mentioned earlier, there are situations in which a landowner can make more money by donating a property to a recreation agency or organization than by selling it for its full fair market value. This can occur when the landowner has a high adjusted gross income, and the property was originally acquired at a very low price and has greatly appreciated in value. In a donation transaction, the value of the donation, which is deductible against taxable income, may be worth more than the net return from a sale, when selling expenses and capital gain taxes have been deducted from the net return.

In addition to tax exposure and selling expenses, a landowner attempting to sell property also has certain holding costs: property taxes, insurance costs, maintenance costs, policing costs. These holding costs cut into the profit from a sale and constitute points to raise in proposing a donation or bargain sale. An HCRS publication, *Land Conservation and Preservation Techniques*, available from the HCRS Information Exchange, describes in detail the economic dynamics of land transactions



## FITNESS CIRCUIT



The Parcourse Fitness Circuits, established by Perrier in parks across the country, represent the growing interest of business in recreation partnerships. Perrier Great Waters of France, Inc.

Once a reasonably strong economic case has been made, the noneconomic motivations come into play and may tip the scale in favor of a donation or bargain sale. Obviously there are situations when the noneconomic motives alone will prevail, such as when a landowner wishes to leave a legacy. What better legacy than a public recreation resource, particularly if it bears the donor's name?

Some land negotiation tips to keep in mind:

1. *Develop a set of options.*

Your written proposal should have a full range of options with the advantages and disadvantages of each briefly enumerated. A summary sheet is also helpful.

2. *Don't misrepresent yourself.*

In making a land solicitation, your goal is to sell the *concept* of a donation or bargain sale. To do so will involve making some assumptions as to the donor's income, the original cost, and the current value of the property. Unless you are a tax attorney or accountant, don't leave the impression that you are. If you can sell the concept, the prospective donor will turn the project over to his or her own financial experts for fine tuning.

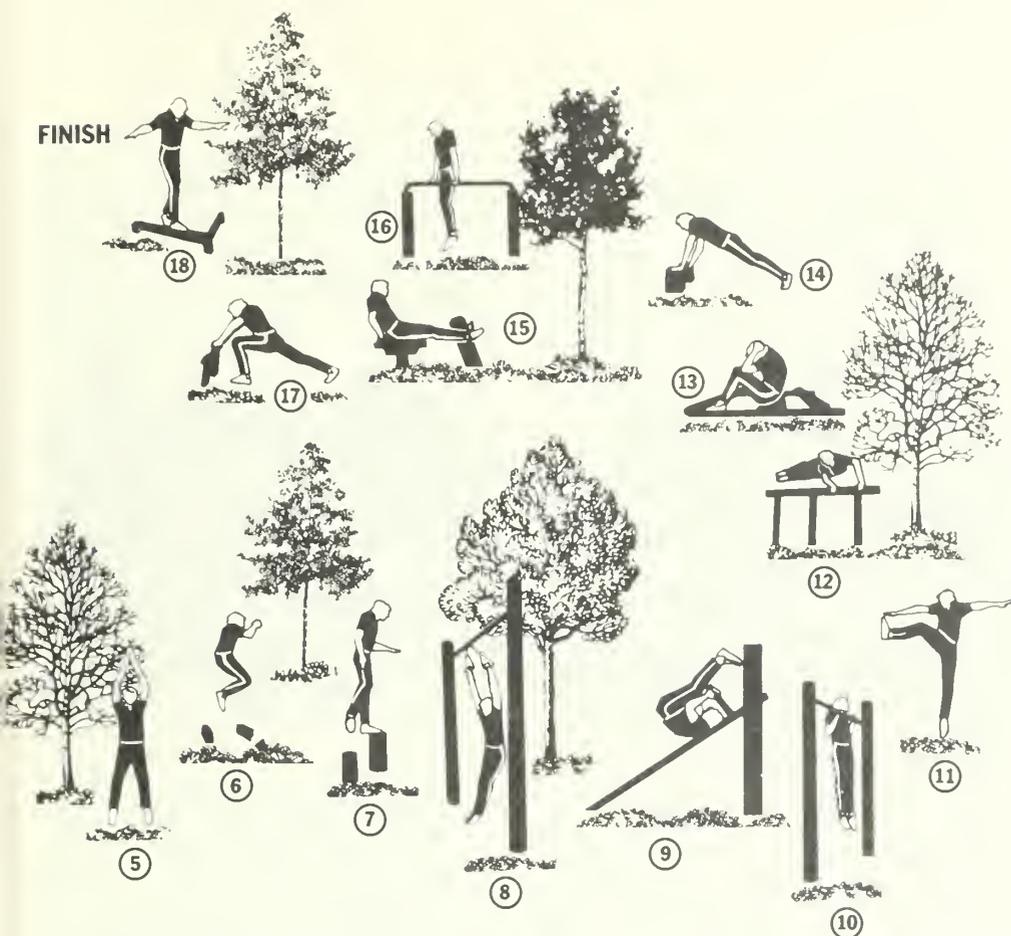
3. *Prepare to negotiate.*

Corporations, in particular, are used to negotiating with public agencies. Be clear before you enter negotiations what your agency can and cannot do—how much public money is available, for example. Listen carefully to the donor's concerns and be responsive to them. Remember, too, that the value of a full or partial land donation is tax deductible only if it is made gratuitously. If a donation results from a zoning variance on another parcel owned by the donor, it is not considered a charitable contribution.

4. *Watch other laws and regulations.*

Keep in mind that if federal or state grant funds will be used in development of a donated site, that the Uniform Relocation Act (PL 91-646) and its state equivalents apply. Simply stated, this means the donor must be made aware of the property's fair market value, and his or her right to receive full value compensation. Also keep in mind grant regulations that can affect the timing and val-

FINISH



uation of land donations.

5. *Be patient.*

Land donations can take months or years to accomplish.

**Foundation Grant Seeking**

Foundations are of two varieties—public and private. The primary difference is in the source of support. Public foundations generally receive their funding from annual membership fees, small contributions, and grants from private foundations. Private foundations are those which exist to give money away.

Soliciting foundations is a stylized and formal process. Private foundations contribute over \$2 billion annually to charitable causes. Yet the public and nonprofit recreation community has not been a significant recipient of foundation funds.

Nationwide, less than 2 percent of all foundation giving is assisting recreation. Of 400 foundations surveyed in California by HCRS in 1976, only 60 indicated an interest in recreation-related projects.

But private foundations have been major benefactors of some recreation proj-

ects. The Heritage Park project in Ft. Worth, Texas, received grants of \$260,000 from the Sid Richardson Foundation and \$206,000 from the Amon G. Carter Foundation. Much more could be done by recreation providers to tap into the foundation funding-pool. Some things to bear in mind in soliciting foundation grants are:

1. *Prepare yourself.*

There are literally thousands of foundations, large and small, and competition for grants always is intense. To be successful, you will need to learn the vocabulary, understand the application process, and perfect grant writing skills. Training in fundraising is readily available from a variety of sources, and we highly recommend it.

2. *Tailor the approach.*

Utilize foundation reference books to learn a particular foundation's application procedure. In general, foundations prefer a brief initial letter of explanation. If they are interested, they will ask for a more detailed proposal.

3. *Determine funding goals.*

To economize on your foundation fundraising effort, eliminate from considera-

tion those foundations which do not fund projects or programs applicable to your agency. Be realistic. It's a poor idea to radically alter your grant proposal to suit the not-too-compatible objectives of a particular foundation. It's better to spend extra time lengthening your list of compatible foundations.

Some foundations cannot or will not fund governmental institutions. A "friends" foundation might overcome that obstacle. It's also important to remember that most foundations are looking to fund prototype short-term projects, or provide seed money for ongoing efforts. A proposal to fund recurring personnel expenses will have a tough time.

4. *Use personal contacts.*

Because most foundations must consider so many more outstanding proposals than they can possibly fund, the role of personal contact assumes greater importance.

5. *Share information.*

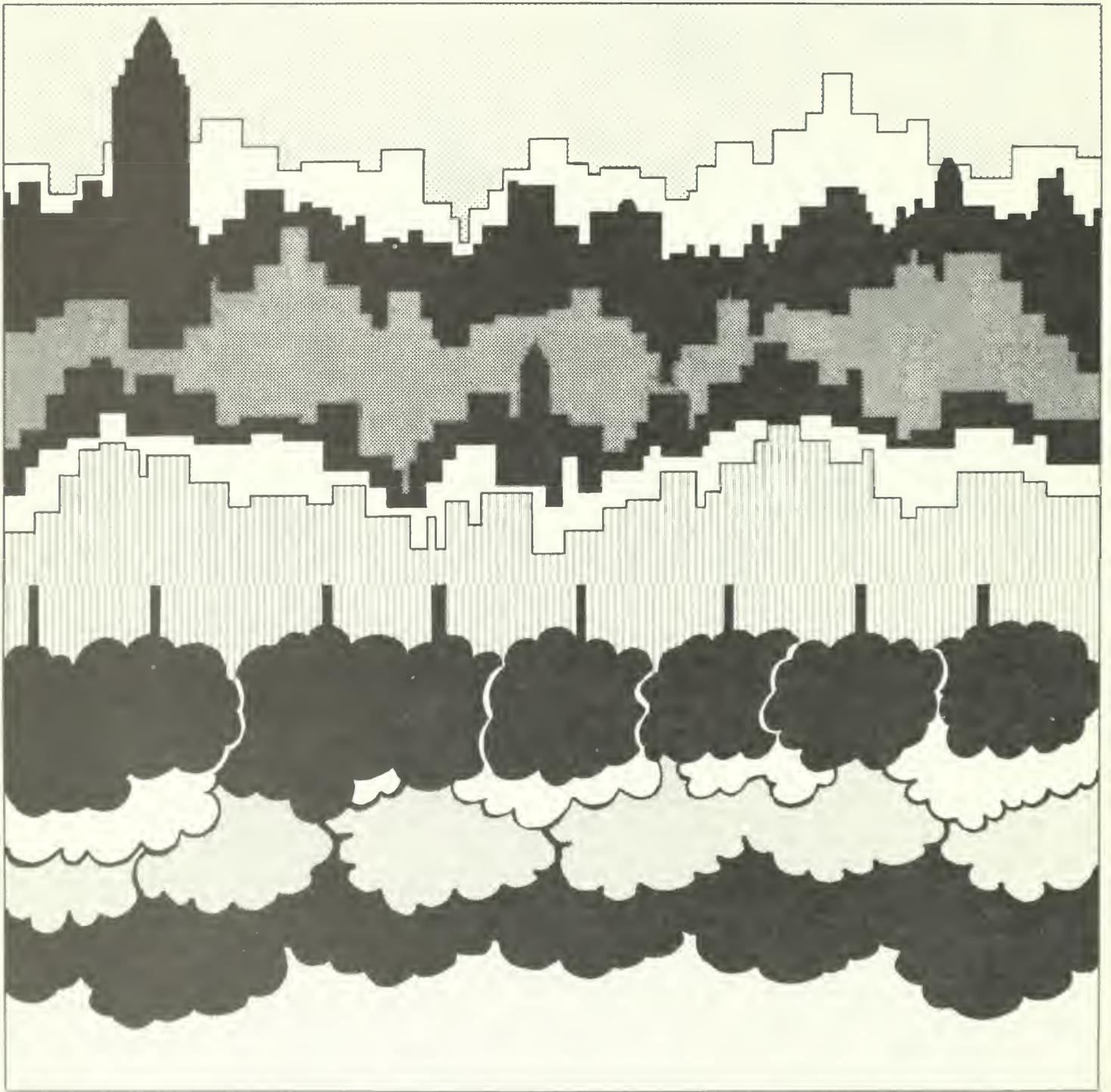
Sharing information and proposal critiques with other agencies and organizations is one of the best ways to improve your grant skills and effectiveness.

**Wrap Up**

We have briefly surveyed some of the ways private sector partnerships can be built. As tax support for governmental services lessens, and as the need for self-sufficiency becomes even more imperative, a shift toward the private sector as a partner must be made.

A number of recreation agencies and organizations have been successfully soliciting private sector support for years. Others have recently entered the field with enthusiasm and great effectiveness. Understanding economic, personal, and professional motivations is the key to creating partnerships. The potential is there but your own motivation must be strong. In a real sense, your survival may depend on it.

*Howard Levitt and Ray Murray are with the Division of Planning and Technical Assistance in the Pacific Southwest Regional Office of the Heritage Conservation and Recreation Service.*



# HCRS: A Partner and a Partnership Broker

by Meg Maguire

1980. Start of a decade. Time for reflection and projection. What will the future hold? How will those issues we work on—environmental protection, recreation opportunities for all, preservation of our heritage, restoration of our cities—be affected by rapid convulsions in the economy? By energy exploration? By a distrust of government?

There are no fixed answers here—few guideposts for the times in which we live. But one thing is sure: innovation both in our institutional arrangements and our human communications is a top priority.

My prognosis for the 1980s is that "doing your own thing" is out. It has cost us too much to turf fight, to duplicate, and to fragment our concerns.

What is coming in the 1980s is *partnership*, in which each party contributes up to the limit of its ability in order to realize its own objectives.

The Heritage Conservation and Recreation Service (HCRS) has worked in a variety of ways during the past three years toward partnership arrangements with state and local governments and private sector institutions. The administration of our three grant programs—the Land and Water Conservation Fund, the Urban Park and Recreation Recovery Program, and the Historic Preservation Fund—all reflect this intention.

HCRS is small as federal agencies go with about 600 permanent employees in Washington and the regional offices. Yet, the agency administers programs required to fulfill over 30 different pieces of legislation. In spite of our expanding and changing mission we do not feel that it is realistic to expect large increases in staff or funding. Rather, we try to use our limited resources to work with others for a multiplier or expansion effect—to benefit recreation and preservation.

## Coordinated Federal Action for Recreation

One major front for this partnership strategy has been in coordinated action with other federal agencies where the joint benefits for recreation and other programs are just beginning to be seen. Recreation has strong relationships with the energy conservation priorities of the Department of Energy; the employment programs of the Department of Labor; the arts programs of the National Endowment for the Arts; the health and physical fitness goals of the Department of Health and Human Services; and the crime prevention strategies of the Department of Housing and Urban Development. Other agencies have found it to be in their *own self interest* to be partners with HCRS to achieve their priorities. They include:

*Department of Energy*—\$60,000 has been provided to HCRS to support the development of an energy conservation training program directed specifically at parks and recreation. It will emphasize such issues as seasonal operations, lighting, maintenance and service operating hours, retrofitting, planning for energy efficiency, and life cycle costing. Our agency will also try to get a set-aside of grant funds to implement energy conservation in the training program.

*Department of Labor*—Funds have been provided to identify exemplary projects with employees funded by the Comprehensive Employment and Training Act (CETA) and which involve park and recreation activities. The identified projects will have to meet both Labor's interest in providing training to participants in preparation for long-term employment and HCRS' interest in establishing alternatives for meeting the labor needs of park and recreation agencies. Once identified, these exemplary projects will be documented and information given to interested people.

*National Endowment for the Arts*—Funds are being awarded to selected communities to plan for expanding high quality art and cultural opportunities in community parks and recreation facilities. This will serve the objectives of both the arts and recreation interests.

*Department of Health and Human Services*—Two separate agreements have been negotiated to increase recreational opportunities for the elderly and link physical fitness and mental health with community recreation systems. In this way, we are able to use some of the resources of HHS recreation and at the same time further the health promotion goals of that agency.

*Department of Housing and Urban Development*—This agreement emphasizes including a requirement for safe recreation facilities in housing and redevelopment projects. Recreational planning would be included in planning for housing projects to make them more livable and mitigate the high crime often found in these projects.

These interagency agreements, or "Memoranda of Understanding" as they are called in the federal government, are not simply bureaucratic exercises. They are intended to have direct practical benefits through coordinated funding, information or technical assistance for local communities. A very practical demonstration of partnership is in Houston, Texas. In 1979, HCRS signed a partnership agreement with Harris County, the City of Houston, and the State of Texas to develop for the first time in the city's history, a comprehensive approach to recreation and neighborhood preservation. A strong neighborhood outreach program has started; \$16,000,000 in lands and other donations has been received; a major bond issue was passed; and the commitment by both the private and public sector to provide close-to-home urban recreational opportunities is leading to a visionary yet realistic parks and service master plan.



*No longer can we consider recreation needs separately. We must forge new alliances to meet all the human needs of the people we serve.*

NPS

In Denver, Colorado, HCRS has begun a project with the Trust for Public Land to implement a neighborhood self-help program to acquire and develop recreation areas without using public funds. Aspects being tested include the formation of nonprofit, tax-exempt groups to acquire land or property that is not being used to its full potential.

HCRS also has helped start an Urban Waterfront Action Group which is a partnership of federal and private organizations dedicated to both the revitalization of urban waterfronts and development of their use for recreation. We also have conducted case studies of urban waterfront revitalization and published technical assistance materials to encourage these programs.

### Technical Assistance

A vital link in the interlocking chain of partnerships is HCRS' role in providing technical assistance and information exchange. We serve as a conduit, learning from you and sharing your successes with others.

We have put a great deal of effort into developing ways of keeping you informed of current developments in the park and recreation field. The HCRS Information Exchange is a major way to share information. For a small investment of federal funds, the Exchange has become, in less than a year, a successful way to anticipate the information needs of the park and recreation professional and to respond to your urgent needs for information. In addition to continuing to provide you with information about materials of interest to recreation, we will provide information on exemplary projects in the field through our SHARE system.

The Park Practice Program which publishes *TRENDS* is another way we keep you informed by bringing you management information, how-to and design ideas.

HCRS is available to help answer questions, find solutions to problems and take advantage of opportunities. Each of HCRS' regional offices located in Anchorage, Alaska; Seattle, Washington; San Francisco, California; Denver, Colorado; Ann Arbor, Michigan; Atlanta, Georgia; Philadelphia, Pennsylvania; and Albuquerque, New Mexico provides advisory services to park and recreation professionals and organizations. HCRS staff are uniquely qualified to provide help in the use of volunteers, gifts catalogs, fundraising, use of donations and tax incentives, foundations, urban waterfront development, etc. We can also help with use of fees and charges, contract services, the impact of capital expenditures on future year maintenance budgets, and energy conservation.

There is much that we are doing; there is also much we are *not* doing that many of you perhaps think we should be. As a public agency we want to be responsive to your needs if we can be. To do this you must let us know what those needs are. Consider then, this article to be an invitation to a dialogue.

### Conclusion

Other articles in this issue have covered some of these local partnerships in action. They challenge all of us in the 1980s to try to meet both recreation and other goals together and to undertake cooperative endeavors to expand recreation. Working together, the whole can be much greater than the sum of its parts. Partnerships offer us not only a way to survive, but also to excel.

*Meg Maguire is the Associate Director for Recreation Programs for the Heritage Conservation and Recreation Service*

# Who Can You Turn To?

## The HCRS Information Exchange

The HCRS Information Exchange depends on an informal network of contributors to continually expand its collection and contribute to the improved delivery of recreational/cultural services in the United States. In order to provide first class, up-to-date information, it asks members to contribute materials that will then be announced through a publication called *Technical Assistance NOTIFICATIONS*. Such materials would include significant newsletters, reports, journals, handbooks, films, brochures, surveys, publications, audio-visual aids, studies, program evaluations, and training manuals.

The HCRS Information Exchange welcomes any interested organization as a member. Simply request a membership form from:

The HCRS Information Exchange  
U.S. Department of the Interior  
Heritage Conservation and Recreation Service  
440 G Street, NW  
Washington, DC 20243

With membership you will receive *Technical Assistance NOTIFICATIONS*, which includes:

- Abstracts and order forms for *free* HCRS materials.
- Abstracts and ordering information for materials produced by Federal, State and local government agencies; private organizations, educational institutions, etc.
- A Calendar of Events listing upcoming conferences, workshops, training sessions, meetings, etc.
- Notices on matters of importance.

**Regional Offices of the Heritage Conservation and Recreation Service** can provide additional technical assistance and can refer park and recreation agencies to other Federal, State, local, and private sources of help on various matters.

**Pacific Southwest Region**  
P.O. Box 36062  
San Francisco, CA 94102  
415/566-0182

**Northwest Region**  
915 Second Avenue  
Room 990  
Seattle, WA 98174  
206/442-4706

**Mid-Continent Region**  
Box 25387  
Denver Federal Center  
Denver, CO 80225  
303/234-6462

**South Central Region**  
5000 Marble, NE  
Room 211  
Albuquerque, NM 87110  
505/766-3515

**Southeast Region**  
Richard B. Russell Federal Bldg.  
75 Spring Street  
Atlanta, GA 30303  
404/221-3445

**Lake Central Region**  
Federal Bldg.  
Ann Arbor, MI 48107  
313/668-2023

**Northeast Region**  
Federal Office Bldg.  
600 Arch Street  
Philadelphia, PA 19106  
215/597-7989

**Alaska Area**  
1011 E. Tudor  
Suite 297  
Anchorage, AK 99503  
907/277-1666

## VOLUNTEER: The National Center for Citizen Involvement

This is a nonprofit organization dedicated to the growth of citizen volunteer efforts. Working through a network of associate organizations, Volunteer collects and disseminates current information, responds to the needs of volunteer leadership, and tests new ideas.

Local, regional, and national conferences focus on volunteer leadership development. The quarterly *Voluntary Action Leadership*, newsletter *Volunteering*, and bimonthly *Newsline* offer technical assistance and program-oriented information. Demonstration programs illustrate innovative volunteer efforts. Consultation and evaluation services assist a wide range of volunteer-involving programs.

Volunteer also monitors legislation and regulations affecting the volunteer community and, through sponsorship of National Volunteer Week, focuses public attention on the indispensable role private citizens play in community problem solving.

For further information on the organization's programs and services, write to VOLUNTEER: The National Center for Citizen Involvement at:

1214 16th Street, NW or P.O. Box 4179  
Washington, DC 20036 Boulder, CO 80306

## Other Sources of Help

**National Association of Counties**  
1735 New York Avenue, NW  
Washington, DC 20006

**National Association of State Park Directors**  
% William R. Ryan, Chief  
Div. of Parks & Recreation  
Dept. of Environmental  
Management  
83 Park Street  
Providence, RI 02903

**National League of Cities**  
1620 I Street, NW  
Washington, DC 20006

**National Recreation and Park Association**  
1601 N. Kent Street  
Arlington, VA 22209

**Partners for Livable Places**  
2120 P Street, NW  
Washington, DC 20037  
(See article by Tish Hunter  
in this issue of *Trends*)

**U.S. Conference of Mayors**  
1620 I Street, NW  
Washington, DC 20006



*Cooperative ventures can bring exciting arts programming to people.*

NPS

**Letter from Your  
Managing Editor**

Dear Readers:

I hope you have enjoyed this issue of TRENDS as much as my staff and I have enjoyed the planning and pulling it together. We felt that "Partnerships for Survival" was a most appropriate theme for our first TRENDS published under the new cooperative arrangement between the Heritage Conservation and Recreation Service and the National Recreation and Park Association.

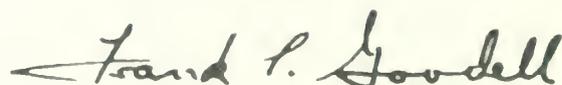
Our new "partnership" is an exciting step in a process that began 23 years ago. Some of our venerable readers may recall that the Park Practice Program emerged as the result of an agreement in 1956 between the National Park Service and the National Conference of State Parks to exchange technical and operational information between members of the park and recreation community. Over the years, the production of the program evolved into a cooperative agreement between the National Park Service and the National Recreation and Park Association, an umbrella organization which includes the National Society for Park Resources (formerly the National Conference of State Parks).

At the beginning of the 1980 Fiscal Year, Park Practice along with several other technical assistance programs was transferred by the Congress from the National Park Service to the Heritage Conservation and Recreation Service, a sister bureau within the Interior Department. HCRS has assumed the cooperative agreement with NRPA, and the program continues with HCRS preparing the contents of the publications, and NRPA printing and distributing them on a paid-subscription basis to the park and recreation community at large.

We envision an expanded role for our technical assistance publications, with TRENDS addressing issues of primary concern to a broader array of administrators and practitioners of park and recreation areas and facilities. The Summer 1980 TRENDS, well into the production stages, is entitled "The Park and Recreation Employee." It will focus on the workings, philosophies, and career development of those persons who make the park and recreation community such a challenging occupational field to work in and who provide the public with enjoyable experiences.

Future TRENDS issues are on the drawing board . . . reflecting readers' suggestions and topics of wide interest and appeal. If you have a particular subject you would like to see covered, please write to me and share your ideas with the Park Practice Program staff. Let's develop a "partnership" for the benefit of all!

Sincerely yours,



Frank C. Goodell  
Managing Editor  
Park Practice Program

**EXPLORE NEW HAPPENINGS IN PARK  
MANAGEMENT AND OPERATIONS WITH TRENDS**

**1975**

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Winter	Communications
Spring	Environmental Education
Summer	Marine Biology, Parks and Recreation around the World
Fall	Park and Recreation Programs

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**1976**

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Winter	Maintenance
Spring	Camping
Summer	Scientific Research Emphasis
Fall	Innovative Financing

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**1977**

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Winter	Historic Preservation
Spring	Natural Resource Management
Summer	Public Involvement Emphasis
Fall	Arts in the Park

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**1978**

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Winter	Trends in Park Management
Spring	Serving Special Populations
Summer	Medley of Summer Concerns/Opportunities
Fall	Urban Park and Recreation Opportunities

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**1979**

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Winter	Energy Conservation & Environmental Education
Spring	Rivers and Trails
Summer	What's New in State Parks?
Fall	Law Enforcement and the Park Mission

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**1980**

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Winter	Safety and Occupational Health
Spring	Partnerships for Survival
Summer	The Park and Recreation Employee

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For additional copies, back issues, or subscriptions to TRENDS, write to the National Recreation and Park Association, 1601 North Kent Street, Arlington, Virginia 22209.

Please send articles and comments to the Managing Editor, TRENDS.



**HCRS**

U.S. Department of the Interior  
Heritage Conservation and Recreation Service