Albany, New York
September 9-12, 1991

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PARTNERSHIPS IN PARKS & PRESERVATION

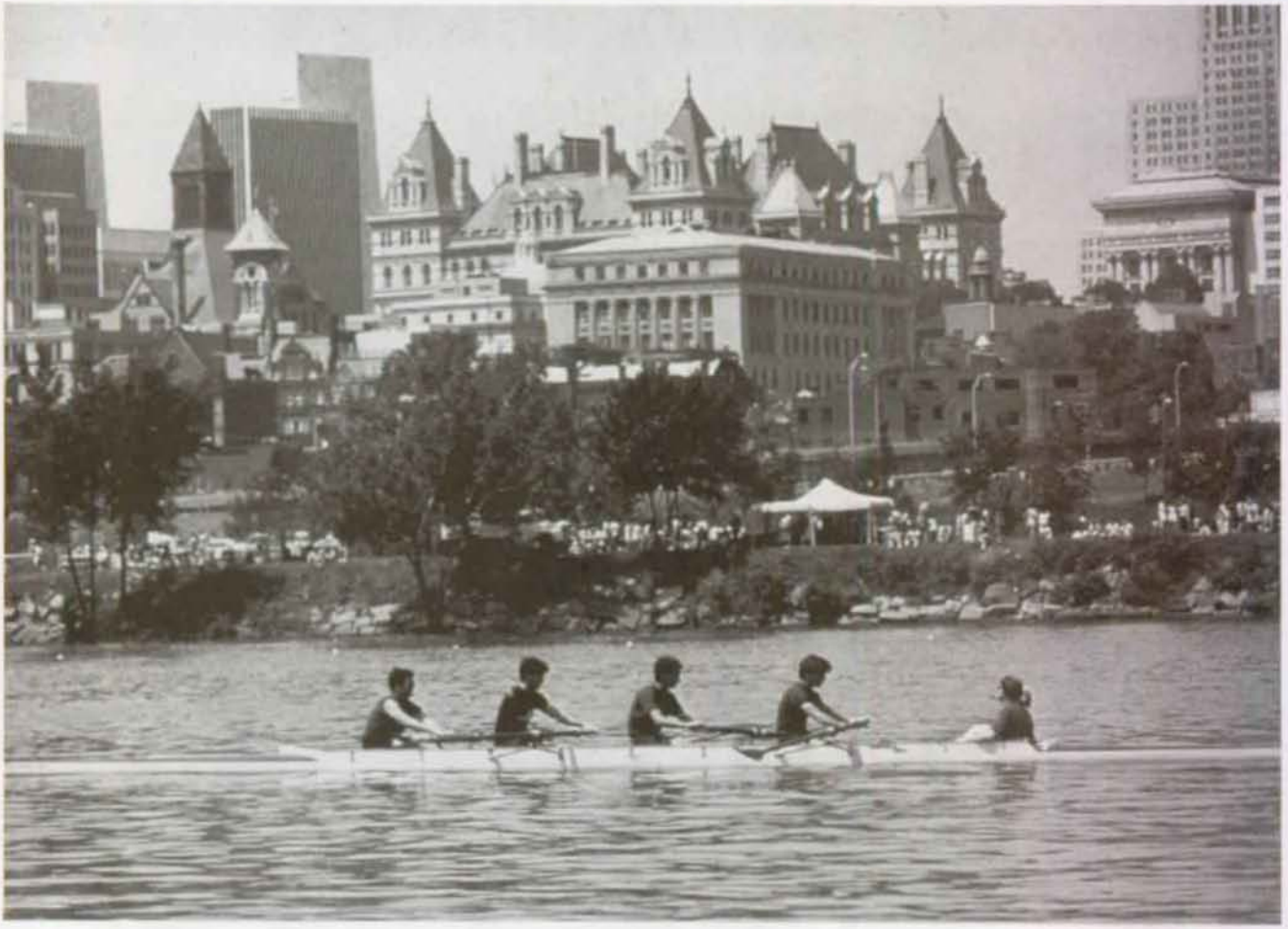
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PARTNERSHIPS IN PARKS & PRESERVATION

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Albany, New York

PREFACE

The sponsors of the Partnerships in Parks & Preservation conference are pleased to provide in this volume the papers presented during the sessions in Albany, New York, September 9-12, 1991. Together, the papers offer a broad perspective on partnerships – the historical development of the partnership concept, the importance of community support, impacts on the quality of life, and how partnerships can be used to catalyze economic development.

Partnership parks are the result of a cooperative strategy for protecting natural and cultural resources and may combine privately-owned residential and commerical properties and Federal, state, and locally held lands. Thus, the partnership approach is a vehicle for protecting these resources without total public agency ownership.

The conference was designed to provide park planners, managers, developers, and public officials at all levels of government the opportunity to share knowledge and expertise on the partnership parks concept. The objectives of the conference program were

- to define the elements that are common to the concept of partnership parks in all their manifestations;
- to present a detailed discussion of each of these common elements and provide participants a reference workbook that contains an analysis of the elements;
- to view partnerships through a series of field workshops that emphasize the elements;
- to apply the common elements so that each participant has an opportunity to evaluate the partnership concept and its application back home; and
- to develop a summary of the conference for review by policy makers.

Conference participants had the opportunity to select workshops in three tracks – urban/local, corridor/linkage, and regional – which were tailored to their professional interests; and field trips which gave a first-hand look at pioneering and successful partnership approaches.

Annotated bibliography prepared by John Hnedak, National Park Service; publication edited by Ron Greenberg, National Park Service; design and production by JW Graphics, Alexandria, VA. The sponsors acknowledge with appreciation the financial contribution to this conference from the National Recreation Foundation.



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INTRODUCTIONS

James M. Ridenour	**Director, National Park Service**
Orin Lehman	**Commissioner, New York State Office of Parks, Recreation and Historic Preservation**
Paul C. Pritchard	**President, National Parks and Conservation Association**

National Park Service



James M. Ridenour, Director

Two weeks ago we held our Founders Day picnic on the Mall in Washington, D.C., to celebrate the 75th anniversary of the founding of the National Park Service. Even in 1916, when Stephen Mather was charting the future of the National Park Service, it was obvious that no one agency would be able to preserve and protect our nation's natural and cultural resources. Mather knew the National Park Service could only protect a small fraction of these resources and that others would need to enter the battle if the special places of America were to be preserved in perpetuity.

Mather was one of a number of leaders who saw the need to develop strong State and local park systems to meet America's open space needs. As a result of those early pioneers, State park systems have developed throughout America to the point they now draw twice as many visitors as National Park System units and protect more than 10 million acres of this nation's open space estate. Those early efforts forged a partnership that resulted in the development of the National Conference on State Parks, which Stephen Mather chaired while he served as the first Director of the National Park Service.

Now 75 years later, that first cooperative effort has blossomed into a formal partnership between the National Park Service, the National Association of State Park Directors, the National Conference of State Historic Preservation Officers and the National Association of State Outdoor Recreation Liaison Officers. This partnership's goals are to strengthen the national understanding on issues related to our national and State parks, historic preservation, and the Land and Water Conservation Fund Program.

I might add that a co-sponsor of this conference, the National Parks and Conservation Association, was also an early partner with the National Park Service. The Association was founded in 1919 to focus on defending, promoting, and improving our country's National Park System, and it has continued to do that for more than 70 years.

We also have the Bush Administration's wholehearted support of our partnership efforts. For instance, for the first time in ten years, the 1992 budget request included funding for state grants from the Land and Water Conservation Fund. The President's "America the Beautiful" and "Thousand Points of Light" initiatives urge the public to become active partners in the stewardship of our public lands. And Secretary of the Interior Manuel Lujan has said that to properly accomplish our mission, we must rely on support and assistance from many partners who share our stewardship goals.

From those early partnership efforts to the present, we have all learned in the last 75 years that the road less traveled is not the avenue to take if we are to succeed in our quest to protect our resources. The road we must travel is with each other, both in the private and public as well as the nonprofit sectors. We cannot afford, nor should the public sector own, all of America's significant cultural and natural resources and the buffers needed to protect them. I have always felt that placing buffers around parks only results in a never-ending need to acquire more land.

Buffers beget buffers of buffers. There seems no end to public acquisition of land if we chase the buffer argument. It's better to work with our neighbors to reach a consensus on the values we all want to protect, regardless of our economic interest. With a common vision, we can chart a course of preservation that will enhance the economic fabric of a community or region while preserving the area's cultural and natural values.

Examples of that type of approach working successfully are growing on a daily basis. This conference is an opportunity to learn from the successes and failures of past partnership efforts.

I hope each of us will capture the principles of partnership success, which we will hear today and see tomorrow, to take back to our home communities. I am convinced this type of innovative technique is the reality of the present and the only hope for the future. Through innovative partnerships, we can develop a shared responsibility for preserving and protecting the pockets of open space and the historic fabric of our communities. If we are successful, our children's children will have the quality of life our grandparents envisioned for us.

New York State Office of Parks, Recreation and Historic Preservation



Orin Lehman, Commissioner

Partnership, once a word of the private sector, is gaining new meaning as a byword of government. Public agencies at all levels are discovering the wisdom, and indeed the necessity, of redefining traditional intergovernmental relationships. The resulting partnerships are bringing more effective sharing of resources, and responsibilities, to better serve diverse and growing public needs and expectations.

Since 1850, when New York became the first state in the Nation to assume responsibility for a historic property at Washington's Headquarters in Newburgh, our state has been a pioneer in the protection and preservation of our natural and cultural resources and in making them accessible to the public. Today, through the Office of Parks, Recreation and Historic Preservation, New York administers a vast and diverse state park system of more than 200 parks and historic sites that serve more than 60 million visitors each year.

One of my priorities as Commissioner of an agency deeply involved in direct public service has been the growth of our role as a partner with other governmental agencies and with the private sector. Among our most successful partnership initiatives has been New York's Urban Cultural Parks Program.

The cornerstone of the Urban Cultural Parks Program is the blending of state and local government resources with those of the private sector, focusing on preservation, and education, coupled with the economic revitalization of downtown areas within our state.

Unique in concept, these Urban Cultural Parks (UCPs) each have a core of natural and historic resources – public buildings, old mills, churches, main streets and traditional parks. They are far more, however, than mere collections of buildings and green spaces. Each UCP links its resources with a historic theme, to draw visitors, inspire local pride and expand tourism potential.

Visitor centers, supported by $16 million in state funds from New York's 1986 Environmental Quality Bond Act (EQBA) are in varied stages of development at all 14 UCPs. The purpose of these centers is quite straightforward–to orient visitors and residents to community history and resources and to encourage them to experience and use those resources.

This conference, itself the result of a partnership, takes a look at the innovative ways the partnership parks concept is being applied throughout the country. As you view the Urban Cultural Park in the capital city of Albany, and listen to the speakers gathered from around the Nation, I hope you will sense the high priority this concept must have in our minds and in our actions. As you return home, I encourage you to seek out ways to apply the ideas you have learned.

The very existence of some of our most precious natural and cultural resources depends on your commitment to forging and maintaining effective partnerships. I join with my colleagues in the National Park Service and the National Parks and Conservation Association in wishing you a successful and productive conference.

National Parks and Conservation Association



Paul C. Pritchard, President

When most people think about the national parks, what comes to mind most often is a picture-postcard vista – the beauty and majesty of Yosemite, the geysers of Yellowstone or maybe a grizzly bear slapping at fish in an Alaskan stream. Back in 1916, when a National Park System was envisioned, the national parks were perceived mainly as aesthetic treasures. We still value the scenic vistas, but today we view our national parks as more than wildlife zoos or a collection of geologic features. National parks are considered the core of near pristine ecosystems and our goal is to preserve habitat to sustain diversity of life, and in the case of our cultural areas, to preserve and enhance historic viewsheds.

In the 75 years since the National Park Service was established, the Park System has grown to over 350 units. We still have the big natural areas but with the addition of the national monuments, historical parks, wild and scenic rivers, national seashores and recreation areas and over a dozen more categories of parks, we have come to the realization that the preservation of the integrity of a great National Park System is dependent on developing a great national system of parks. The partnership park concept – the notion that Federal, state and locally-held lands that collectively encompass large urban, rural or regional areas can successfully achieve compatible conservation, economic, social and environmental objectives – is one way to achieve this goal. Yet, its future depends on the ability of trained specialists, park planners, designers, government officials and community activists, who are willing to identify and assess the importance of the resources in their community, then mold a common vision, and eventually institutionalize the partnership, and finally, proceed to manage and operate the park for the benefit of the local community, the region and in some cases, the Nation.

Partnership parks are the wave of the future. Recently, in San Antonio, Texas, I saw how the National Park Service was working with the Roman Catholic Church, the community, and state and local governments to preserve the old missions which collectively reflect an aspect of American history sorely neglected in our present system of national parks – our Hispanic heritage. There is a need for more such partnership parks in the west and east, in rural communities as well as urban centers. The need is particularly acute in our cities, as cries for increasing recreational opportunities for inner city youth are echoing in the streets over the noise of jackhammers and snarling traffic.

While it is less likely that there will be many more large natural areas acquired in fee and managed exclusively by the National Park Service in the lower 48 states, there still are important aspects of our natural and cultural heritage that deserve protection. The partnership park concept is one way to achieve that lofty goal of creating a national system of parks.

There is really little new in the concept of "partnership parks." The National Park Service years ago joined with state governments and the private sector to establish the Lyndon B. Johnson National Historical Park in Texas as well as the Lowell and Boston national historical parks in Massachusetts. The State of New York has institutionalized the "urban cultural park" (UCP) partnership park concept with the establishment of the Hudson-Mohawk, Saratoga Springs and Schenectady urban cultural parks, and of course, there is the Hudson River Valley Greenway. More states are sure to follow New York's example. What is new is that the need is now and these models have proven their worthiness.

Today, more than ever, as Federal and state land acquisition budgets continue to tighten, government is increasingly relying on partnerships with private land conservancies to protect lands. In earlier times, the Federal Government might have acquired such real estate in order to save it. These days, however, private conser-

vation organizations such as the National Park Trust, the Trust for Public Lands and the Nature Conservancy, to name but three, as well as hundreds of local land trusts, play a vital role in preserving lands, sometimes managing them as preserves or merely holding them in trust until they can be transferred to the Government. Such partnerships will carry not just the National Park System into the 21st century but our national system of parks as well.

My hope is that you, the participants in this landmark conference, will embrace this park planning process that you will learn about over the next three days. It will enable us to work as partners not only to provide a framework for preserving our Nation's precious natural and cultural resources but also to bring to our communities the notion that we all have a common interest in safeguarding, enhancing and enriching our Nation's natural and cultural heritage.

GENERAL SESSIONS

Frank A. Bracken	**Deputy Secretary of the Interior**
William J. Althaus	**Mayor of York, Pennsylvania**
Mario M. Cuomo	**Governor, State of New York**



Frank A. Bracken,
Deputy Secretary of the Interior

There's a lot on the agenda, but I'd like to take a few minutes to welcome you to Albany and to say thanks to those who have worked so hard to put this conference together. We've all heard that if we want something done, we have to do it ourselves. I've believed for a long time, however, that, if we want something done, we have to work cooperatively with others to accomplish mutual goals.

Several years ago, some of the people in this audience decided we needed a forum where we could discuss experiences we've shared while working in partnership situations. They figured that such a forum might help us work together even more effectively and improve our stewardship of the resources entrusted to all of us.

So here we are, thanks to the sponsorship of the National Park Service; the New York State Office of Parks, Recreation and Historic Preservation; and the National Parks and Conservation Association and its New York chapter. Our purpose here is to better understand exactly what makes good partnerships work, and to acknowledge and encourage our commitment to the principles of this concept.

The Department of the Interior has been very lucky with its partnership efforts. Over the years, many successful partnerships have been forged. An excellent example of such an effort is the National Park Service's Volunteers in the Parks program. This volunteer effort last year alone encouraged more than 67,000 individuals to donate their time to the parks.

President Bush is especially pleased with this effort and what it says about the willingness of the American public to work with us to protect this nation's heritage. About the National Park System, he has observed, "I'd like to be known as a President who strengthened our park system and passed it on to the next generation of Americans in better shape than when we found it . . . I know that this is one legacy which we must preserve for generations to come."

Partnerships will help us accomplish the President's and Interior Secretary Manuel Lujan's stewardship goals. For instance, at the Department of the Interior, we're improving our stewardship of resources through the "Take Pride in America" partnership with the Dow Chemical Co. and Huntsman Chemical Co. This effort has resulted in an extensive recycling and public education program at major parks across the country. Acadia, Grand Canyon, and Great Smoky Mountains, the pilot parks, produced more than 100,000 pounds of glass, aluminum and plastic during the program's first two months of operation. Yosemite has just begun the program, and we hope to bring many more parks on board in the future. As we extend this type of effort to other areas under the Department's stewardship umbrella, the success stories are sure to mount.

We've also worked actively to support stateside grants through the Land and Water Conservation Fund, which has resulted in a proposed increase of $30 million in President Bush's budget for fiscal year 1992. And we're involved in other important partnership endeavors with Federal, state and local groups on complex issues such as water use in south Florida and air quality as it affects special places such as Shenandoah National Park.

Partnerships aren't simply about getting the job done, however – they're about "how" we do it. Partnerships bring together everybody who has a stake in the outcome of a particular issue. Let's face it. All of us know we're going to have to deal with differing opinions at some point. We might as well do it when everyone is just beginning to explore an issue. That way we can arrive at innovative solutions which benefit all the partners.

There has to be some common ground, or a partnership endeavor won't succeed. Usually, that common ground is either the resources the partners oversee or a joint goal. The strongest partnerships seem to possess a jointly shared vision. A vision implies not so much a specific goal as a whole range of goals – a future condition for or attitude

about the resources the partners hope to preserve by acting together.

I don't need to tell you how important partnership arrangements are. Many of you here provide eloquent testimony to their success. Many others of you know enough about how well partnerships work that you are eager to try such an approach. Partnerships make a world of difference in resource management. They extend oversight, protection and public access not just to *individual* Federal, State, local, and private properties, but to a wide range of properties protected by groups working cooperatively and in harmony with each other.

We're all aware that the world we live in grows increasingly smaller as our technological powers draw us closer together. We're also pretty clear on what our natural and cultural environment has to offer, as well as the sorts of areas that should be set aside and preserved. I think most of us acknowledge that there are few additional Yosemites, Independences and Yellowstones to be added to the National Park System. What lies ahead for this generation, instead, should be a steady effort to connect and protect what we have already. We can do this through such tools as federal grants to state and local groups, technical assistance in the protection, enhancement and development of rivers and trails, and effective surplus property use. All of us know, too, that as we work toward accomplishing these goals, difficult problems become resolvable because we're working together.

In just 33 days we will mark the 25th anniversary of the National Historic Preservation Act, the foundation upon which we have built our most extensive network of partnerships. From the beginning, we characterized our administrative approach as an expanding partnership. Originally confined to the 50 states and the National Trust for Historic Preservation, it has grown to include nine territories and similar jurisdictions, more than 630 Certified Local Governments, and an incalculable number of private organizations and individuals. We have expanded the National Register to 58,000 historic listings, worked with private owners who have invested $15 billion in the rehabilitation of 25,000 historic structures, and have spawned numerous state and local programs to support the cause. This is a far cry – and a proud one – from the time when the principal threat to historic places was the Federal Government itself. Can you imagine these things having been accomplished if we had followed the old conventional bureaucratic approach of hiring large numbers of federal employees and sending them out to do the work?

Last year, we celebrated the 25th anniversary of the Land and Water Conservation Fund. As I mentioned, this Federal, State, and local partnership is extremely important and has made it possible for more than $3 billion to be appropriated to the 50 states, the District of Columbia, Puerto Rico, the Virgin Islands, American Samoa and the Northern Marianas for planning, acquisition and development of outdoor recreation opportunities. More than 35,000 projects have been approved, with 2,300,000 acres of land acquired – quite an impressive and long lasting partnership!

So, as you can see, Federal involvement with partnerships has a long and distinguished history. Today, we use partnerships between Federal, State, local, and private groups to protect and reclaim extensive waterway systems, vast tracts of forest land, and the historic heart of America's towns and cities. But remember, when these and other partnership efforts were first put in place, they were experiments with new ways to carry out programs that seemed as if they wouldn't get done any other way. And like any new program, it took a while before people accepted them. We, too, have some partnership efforts that are experiments. They are efforts that mean much to a lot of people but that may take some other form as we better understand what is needed to accomplish desired goals in the years ahead.

Secretary Lujan's Outdoor Recreation Initiative will promote partnerships to enhance Americans' opportunities in the areas of hiking, camping, boating, winter sports, bicycling, fishing, hunting, and touring. Program coordinators hope to develop a national network of "Hikeways" and "Bikeways" to supplement the Bureau of Land Management's "Back-Country Byways" program. Recreational fishing is another thrust of this initiative that will rely on partnerships between the Federal Government and the private sector to create new fishing opportunities and expand access to our nation's network of lakes, streams, and rivers.

The Secretary's national archeological strategy includes interagency, intergovernmental, and public-private partnerships that are improving the preservation and protection of

archeological resources. These same partnerships provide better opportunities for the public to learn about, visit, and even participate in professionally-supervised archeological investigations.

America's Industrial Heritage Project is an innovative partnership effort focused on a nine-region area of Pennsylvania. This partnership helps the public understand the development of the area's iron and steelmaking industries. We've also launched the Park Service's Rivers, Trails and Conservation Assistance Program, which brings together federal agencies, private organizations and landowners who work together for the future use and protection of this country's important land and water resources.

Another new endeavor, which we've wholeheartedly endorsed, is the Native American Indian Tribal Historic Preservation Initiative. To date, more than a million dollars in grants have been given to the participating tribes to promote partnerships at the individual, as well as the tribal level. We believe this initiative will help us make progress in several new areas, especially in the identification and preservation of cultural landscapes.

One of the Secretary's personal interests, of course, is the American Battlefield Protection Program. It is new enough – and flexible enough – that it also may change as we work with our partners to try to determine the most effective ways to protect the important historical resources battlefields represent. And that's what's good about this program. It's unique. It doesn't take a "cookie cutter" approach. In fact, I think the best partnership efforts work this way. They're tailor-made to the needs they're created to serve. Each partnership effort has its own identity. Yes, you can learn something from all of them –what their strengths and weaknesses are to make your own partnership effort stronger – but in the long run, each partnership endeavor is as individual as those who come together to make it happen.

Earlier, I said that partnerships make the most sense as far as good resource management is concerned. However, they're not always the easiest approach through which to accomplish your objectives. Why? Because there is risk involved. You never know if your partners are going to accept and act on ideas that you feel are central to your agenda, whether they have markedly different ideas of their own, or whether they even have the commitment necessary to carry the effort to its proper conclusion. As logical as working jointly toward a common goal sounds, effective partnerships take a lot of thought and planning. Basic principles such as cooperation, a mutually-shared objective, and commitment, make them work!

Bear in mind, however, that the Federal Government doesn't always have to be a key player in partnership efforts. A lot of good work has gone on and *continues* without Federal involvement. An area isn't protected forever simply because the Federal government has a say in what steps are taken. There are many dedicated private, local and State land managers who support and protect this country's network of parks and recreational areas as diligently as does the Federal Government. The Rails-To-Trails Conservancy, in partnership with citizen groups, railroads, and others, is working diligently to transform portions of this nation's no-longer used rail network into a corridor of hiking trails, among them, for example, the Illinois Prairie Path, created thanks to the leadership of Chicago naturalist May Watts. Then, there's the Everts, whose personal story of commitment resulted in the protection of New Jersey's Pinelands. People such as these keep our system of parks and open space alive and vital. Without them, there'd be a lot fewer opportunities for all of us to relax and pursue our favorite recreational activities.

So where do we go from here? The excellent record of our partnership accomplishments makes me hope that we'll only continue in the approaches we've already established and that we'll continue to assume the risks accompanying any partnership arrangement because of the impressive successes we've had in the past and are likely to have in the future. I suspect all of us find ourselves involved in many more partnership agreements than we once were, and, in fact, that's probably why many of us are here – to pick up as much information as we can about these kinds of working relationships and to pass such information on to our coworkers back home. We're here to learn as well as to teach, and to consider and possibly to shape some very basic policy approaches.

We will continue to rely on partnerships in the future. We no longer can afford to protect battlefield areas the way we did at Manassas. The price is too high, both in fiscal and in human terms. Working together–working with our neighbors–is a long and honored American tradition. It continues to be the best way to get things done.



William J. Althaus, Mayor of the City of York, PA

By the end of this conference, the simple solution to the challenges of parks preservation should have become clear. And the answer, as we all know and have all said from time to time, is a "public/private partnership." All you need to do is create a cooperative effort among government, the corporate community, the non-profit community, and neighborhood volunteers. This brings to bear all the resources and commitment necessary to address neighborhood parks issues and maintain and preserve our recreational assets.

If only it were that simple. If all that was necessary was to identify the conceptual answer then we could all fold up our papers and go home. But the problem is not and has never been conceiving of the answer, but rather how to create it.

The setting in which we address these issues is a very challenging one. In the past decade, Federal funding to local government has been reduced by 70% in adjusted dollars. In addition to the almost incomprehensible debt of our Federal Government, more and more states are experiencing extremely difficult budget challenges. Many local governments, particularly those in the northeast, have long suffered from stagnant revenue sources and are faced with either substantial cuts in service or increases in local taxes. Overlaid on all of this is a substantial anti tax sentiment around the country. This gloomy picture is real and is not likely to improve dramatically in the near future.

Let me offer the perspective of a local official in a very challenged city on the kinds of difficult decisions we face and how we make them. The fundamental issues are how do we preserve the quality of life, particularly in our parks and historic properties, while delivering what are generally viewed as "basic services." Those basic services are police and fire protection and infrastructure maintenance. These obligations cannot be avoided and are at the same time extremely expensive. The obvious need to deliver these services, and deliver them well, makes it extremely difficult for a local government to increase or even maintain the level of commitment to cultural and recreational resources. Put in its grimmest form, the question could be posed to a city resident: "If you have to make a choice, would you prefer police and fire protection or parks?" That is not a fair question but unfortunately it becomes closer and closer to reality. But that should not be so and must not be so. If government is forced to put all of its resources into those traditional "basic services," and substantially diminish its attention to the quality of life in our communities, then we most assuredly will need more and more police and fire protection. In a community without parks or any recreational or cultural resources for the inner-city community you are only exacerbating the living conditions which create the need for more police and fire protection.

Having created a stunningly gloomy picture, perhaps there is some obligation to offer suggestions to improve the situation. Let me offer a few ideas which can work and do not involve substantial costs.

• Improve the intergovernmental relationship. Among the various levels of government, both the lines of authority and the line of communication are often blurred. Good communication is not a substitute for good money, but it certainly can help. Duplicative or conflicting efforts can be avoided. In the field of historic preservation, the working relationship among the Advisory Council, the State Historic Preservation Officers and certified local governments provides a model for cooperation which actually works. It is built upon constant communication and cooperative effort. The same attitude could be brought to bear on more cultural and recreational activities with much success.

• Quid Pro Quo. Private companies become involved in community efforts both for altruistic reasons and self interest. While appealing to the former, reward the latter.

In York we use direct corporate sponsorship for many of our park, recreational and sports activities. There is nothing wrong with a corporation which has donated money to improve a park or restore a monument expecting a little public recognition, and there is nothing wrong with giving it to them.

In York we are reaching out to families who live near parks, seeking their volunteer effort to maintain and monitor the facilities. In exchange we are able to offer free family memberships to our swimming and ice skating facilities.

• Involve the schools. Kids love parks. (Perhaps this is partly because anytime kids are in parks, they are not in a classroom.) Our most historic park in York, Penn Common, which exists under an original grant from the family of William Penn, abuts the enormous city high school. Students use the facility regularly for recreation and physical education. At the same time the school district provides the funding to keep the historic monuments free from graffiti or deterioration. A class of trainable mentally retarded children spends two mornings a week in the park cleaning up glass and litter. In effect, they view it as "their" park and well they should. They recognize that the more they can do to help us, with our limited resources to maintain the facilities, the more they will be there for their enjoyment.

• Tax credits. Both the Federal and state governments should provide, and authorize local governments also to provide, tax credits for corporations and individuals to maintain and rehabilitate both park and historic facilities. It is true that the Federal investment tax credit for historic preservation still exists, but it has been so restricted as to be of no value in many cases. Pennsylvania has a neighborhood assistance tax credit program for certain housing and community projects. Expending such credits to park development and historic preservation would be extremely beneficial.

Their notions of tax credits do not come without cost. They are in the category known as "tax expenditures" which does not relieve them of impact on governmental budgets. However, they are the most valuable form of governmental expenditure in that they leverage private investment. Unlike most governmental efforts to foster private development, tax credits produce tangible, measurable results.

• Leadership. Those in position at any level of government or the volunteer and non-profit community, to have their voice be heard, need to stand up and speak out on the need to maintain and preserve our recreational, cultural and historic assets. Otherwise, budgetmakers will respond to anti-tax sentiment and allow facilities to deteriorate in a dangerous way. Cities with no parks or historic properties will become dreary places and that is a self-compounding slide.

President Bush said in his inaugural address that "we have more will than wallet." That is true but it is equally true that we must find more wallet. The problems in this country – both the ones like housing and drugs, which claim the headlines, and the less obvious ones like the deterioration of our historic inventory – simply must receive more attention. Critics will say that money alone will not solve any of these problems. I concur, but I respectfully insist that good will alone will not solve them either. I have never seen a historic property restored or maintained on good will and good intentions. The municipal parks of York, Pennsylvania are not maintained solely by the kindness of the neighbors. It is a substantial and important governmental undertaking. It is time we recognized our responsibility and met it.



Mario M. Cuomo,
Governor, State of New York

As we move toward the third millennium, decades of history stack up behind us – rich, diverse history, reflected brilliantly in our buildings, landscapes, artifacts and people. The mosaic of places and things that constitutes our identity is forever expanding: 18th-Century farmsteads, 19th-Century battlefields, 20th-Century downtowns, canals, factory complexes, grand theatres, roadside diners, even hydroelectric plants. In twenty years, our definition of historic treasure will be expanded by yet another generation. Who can guess which of our creations our children and grandchildren will covet? The passenger terminal at JFK? The suburban neighborhoods of baby-boomers? Looming office complexes of glass and steel? Howard Johnson's?

At the same time our chest of treasures is growing, forces that would conspire against the preservation of our historic jewels are gaining strength too. These are not evil forces, they are simple facts of life. Opportunities for housing, employment, investment and growth are the rights of each generation. Sometimes, as all of you know so well, these forces clash with the need to preserve. As a result, our national mosaic has a few chips in it: grand theatres, old ballparks, battlefields and sometimes whole downtowns lost.

Our challenges are two-fold. The first is fundamental: to keep our determination to preserve our past ever so much stronger than the forces that would consume it. The second is the subject of this week's gathering: in the face of dwindling budgets and the crosswinds of change, to find innovative ways to preserve the manifestations of our past – to shepherd the treasures we have created and inherited safely on to those who will follow.

Traditionally, we have looked to government to stop, or at least minimize, the loss of our historic resources. In New York, I am particularly proud of the job we have done. Our Office of Parks, Recreation and Historic Preservation has for five consecutive years received the Nation's highest appropriation for federal preservation funding. In other words, "We're Number One". During the past five years, we have committed more than $48 million from the 1986 Environmental Quality Bond Act to grants for preservation and urban cultural parks. Another $56 million has gone to municipal parks projects. Our State historic preservation law is one of the best in the country; it makes preservation a priority in the day-to-day business of state government.

Now, however, governments at every level – including this State government – are faced with shrinking revenues. Yet demands on government for housing, health care, roads and dozens of other priorities, including preservation, grow every day. The days when the National Park Service or state agencies, like New York's Office of Parks, Recreation and Historic Preservation or Department of Environmental Conservation, could simply acquire property to protect it are behind us. Grant programs everywhere are suffering. In short, individual government entities are losing their ability to carry the preservation banner single-handedly.

Beyond harsh fiscal realities, there is another reason that government – be it State, federal, or local – cannot by itself assure that our most precious historic and natural resources will survive. During the past decade, there has been a growing recognition that preserving history means more than just saving a single site or area. Rather, we now recognize that an entire area or region, like our Hudson River Valley, the Adirondacks or what we now know as the Hudson-Mohawk Urban Cultural Park, can constitute in its totality a resource of preeminent importance. These resources sprawl across governmental jurisdictions, and include a patchwork of public and private ownership. Yet their value to us and to our society is incalculable.

These three things – our growing chest of historic treasures, diminishing government resources, and a new

appreciation of the importance of a regional view of planning, preservation and development – have pushed us to find new approaches to preservation and interpretation. One word keeps emerging as the best solution: partnerships – partnerships between government and the private sector, and partnerships between levels of government. Here in New York we have led the way in development of partnerships in the name of preservation and conservation. Here in New York we have proven that "partnership parks" work.

New York State's Urban Cultural Parks Program has used the partnership of State and local governments and the private sector to preserve some of New York's most important and impressive historic downtowns. The State provides technical assistance, grant money and marketing. The local community provides interpretive staff, capital improvements, and sponsors special events and street festivals. And the private-sector puts the buildings to work as shops, offices, museums or cultural centers. In short, we use the unique attributes of the historic downtown to help the downtown save itself. We fulfill our own needs for the growth and development of the community, and at the same time fulfill our responsibility to preserve a crucial link between past, present and future generations.

New York has also used partnerships to address the preservation and conservation needs of larger, multi-jurisdictional areas. The Hudson-Mohawk Urban Cultural Park – RiverSpark – is an alliance of seven communities that collectively represent one of the nation's greatest centers of labor and industry. The Adirondack Park, at 6 million acres – one of the largest parks in the country, includes thousands of lakes and some of the most beautiful landscapes you will ever see, as well as dozens of towns and villages and acres of privately-owned land. It is perhaps the queen of partnership parks. And it works. That magnificent resource – the Adirondacks – is home to thousands of residents and welcomes millions of visitors a year, but at the same time retains much of the majesty the Iroquois knew centuries ago.

Our most recent exploration into the world of partnerships is perhaps our most ambitious yet: The Hudson River Valley Greenway. The Greenway, I hope, will become New York's emerald necklace – a place where the resources of one community become the resources of a broader community, where the value of the whole transcends the sum of the parts. We are now working on a plan for the Greenway that will bring local governments into regional alliance to guide the development and preservation of the Valley as a whole. Once mature, the Greenway will physically link urban centers to natural areas, preserve agricultural landscapes, and interpretively link the many wonderful historic sites the Valley has to offer.

Cooperation between governments and the private sector is no longer a goal, it's a necessity. The fate of many of our national treasures – including some of our State and National parks, threatened as they are by inappropriate development, deteriorating air and water quality and lack of funding – is to a large degree in the hands of local government and the private sector. We in government simply cannot protect these gems on our own. I hope that as you tour our partnership parks, you will be inspired by our efforts.

In welcoming you to Albany, the capital of New York State, I sincerely hope you enjoy your stay. But I would also impart upon your work here a sense of urgency; for while our resources to preserve have diminished, our responsibility to pass our historic and natural treasures to our children has not. Fulfilling that obligation will be no easy matter in the years to come. Our success will depend in large measure on people like you, whose energy and imagination will forge new and better ways to use our limited resources in the name of preservation and conservation. I join with Deputy Secretary Bracken, Director Ridenour, and Commissioner Lehman in wishing you good fortune and much success in your important work.

WORKSHOPS

PARTNERSHIPS IN PARKS & PRESERVATION

URBAN/LOCAL

Paul M. Bray — **The New Urbanism: Cities as a Collection of Natural and Cultural Resources**

Luther Propst and Bill Paleck — **Reconciling Development and Park Protection: The Rincon Institute at Saguaro National Monument**

Christopher Lindley — **Rochester and Its River: A Unifying Gift Of Nature**

Sarah Peskin and Peter J. Aucella — **Lowell: "A Public/Private Renaissance"**

The New Urbanism: Cities as a Collection of Natural and Cultural Resources

Paul M. Bray

Paul M. Bray, an attorney, is the pro bono general counsel of the Hudson Mohawk Urban Cultural Park Commission. He is the former chairman of the Adirondack Research Center and a former director of the New York City Parks Council. Mr. Bray serves on the Mayor's Advisory Committee for the Albany Urban Cultural Park. He is a founding director of the New York Parks and Conservation Association; director of the Washington Park Conservancy; and a member of the Subcommittee on Historic Preservation, Parks and Recreation of the Environmental Section of the New York State Bar Association. A graduate of Columbia University School of Law, Mr. Bray has drafted numerous state environmental laws; served as a planning consultant to municipalities; and has written on subjects including parks, architecture, environmental management and planning.

A writer for the New York Times wrote: "There is no 'park' at Lowell National Historical Park; the entire city is the park." Lowell and New York State's urban cultural parks are the vanguard of a new urbanism – a coherent philosophy where urban culture, an emphasis on linkage and civic engagement, and an enhanced public realm make city life enjoyable and a civilizing experience. The new urbanism is still in an inchoate stage, but its rewards can be seen.

Healthy cities have an ego, a sense and pride of place and awareness of where they came from and where they are going. These attributes are increasingly rare and the failures of urban planning are many and well documented. As M. Christine Boyer declares in *Dreaming the Rational City*, "...our modern city-scapes show little awareness of their historical past. New architectural structures, spaghetti highway interchanges, and historic preservation projects are seldom integrated with the existing texture. Instead the historical centers of the city are dangerous to modern life; they had to be completely removed or reduced to museum pieces."[1] Fragmented cities suffer from what sociologist Richard Sennett calls "a surfeit of sameness,"[2] which works against individuals and groups engaging their city as a community. The result has been a decline of the social fabric of cities and shared institutions like parks, libraries and schools. Past cures for the ills of cities like modernism and urban renewal have only added scars to the already damaged tissue of our cities.

The physical and social problems presented by cities are daunting. One can understand a healthy scepticism to the notion that the new urbanism represented by the idea of the city as a park or as applied in urban cultural parks offers any degree of solution to the challenges presented in today's cities. Yet, the concept of integrating historical permanence with change and the practical approaches of linkage, civic engagement and improvement of the public realm offer meaningful answers for reweaving the fabric of social life in cities. Furthermore, economic viability is built into the urban cultural park model.

The city as a park or urban cultural park takes the park ideas of resource protection and beneficial enjoyment or public use and applies them to an overall settled or urban landscape that possesses a coherent heritage and a civic capacity and will. Referring to urban parks like Lowell in her book on the history of urban parks, Galen Cranz wrote: "These urban cultural parks, which were intended to preserve an important part of the Nation's industrial and economic history for educational and recreational purposes, were opened on the assumption that all parts of the city – its work spaces, living quarters, and connecting streets – had equal aesthetic and recreational potential, that the city was in fact a work of art worthy of appreciation and objectification."[3]

The entire urban landscape with its amalgam of cultural and natural resources becomes the "park" and being a park is the unifying force for developing a shared image or ego and an integrated resource based urban planning effort. The new urbanism revives a leadership position for urban parks in the process of urban planning. The urban planning focus is on the goals of preservation, education, recreation and economic development. Economic development concerns are as fully integrated in urban cultural park planning as planning for traditional park features like visitor centers and interpretive and recreational programming.

The pillars of the new urbanism are urban culture, linkages, civic engagement and the public realm. An understanding of each is necessary to understand the vision of the city presented by the new urbanism.

Urban culture – encompassing the story of man's attainments as they occurred in an urban setting – is the binding element of the new urbanism. Its discovery and celebration support the human need for rootedness and identity and provide the ballast of an historic context needed to navigate the course of change. "To be rooted" wrote Simone Weil, "is perhaps the most important and

least recognized need of the human soul."[4] Cities which are the source of our collective soul are the places where we are most likely to find our roots. Unlike other urbanized nations which celebrate their urban culture, urban culture in America has suffered the fate of indifference.

To appreciate the significance of the discovery of urban culture it is useful to recognize that the denial of cultural heritage is an historical pattern in American history. American literature and art are examples. In the introduction to the 1957 edition of *The Golden Day*, Louis Mumford wrote: "For those now immersed in 'American Studies', the absence of anything like an appreciative attitude toward American literature and art before the present generation must seem almost incredible. But one need only scan earlier critical historical texts in these fields up to the nineteen twenties to see with how many misgivings some of our greatest works of art were still regarded – or with how few misgivings they were disregarded."[5] In the 1920s, when American literature was not taught in the colleges of America, Mumford was one of the discoverers of the American literary tradition of Melville, Emerson, Thoreau and Whitman or what Van Wyck Brooks called a "usable" past.

American cities possess a useable past or urban culture, a source for a fresh sense of confidence in our own creativity – past, present and future. While today American culture is not ignored as American literature was in the 1920s, urban culture is frequently invisible in our cities except for ethnic enclaves and museums. We are just beginning to discover our urban culture as a component of the community and to make use of it.

American cities have been the engine of much of our Nation's economic prosperity and culture. Historian Arthur M. Schlesinger declares, "The city, no less than the frontier, has been a major factor in American civilization; without an appreciation of the role of both, the story is only half told."[6] While we have raised the story of the frontier to mythical proportions, we have generally disregarded the story of America's cities. Yet, the role of the city in shaping the Nation has meaning for all citizens as it provides essential information for defining Americans as individuals and members of communities.

The urban culture of any city is the story of the city's development and growth and resulting traditions and rituals. These stories are about inventors and capitalists who started industries which triggered the process of urbanization, workers who organized cooperatives and unions, immigrants who started new lives, reformers who campaigned for child labor laws or women's rights and civic leaders who organized to build an opera house or theater. They tell why the city got started and what its successes and failures were over time. Recorded history, memories and physical form are their source.

The focus on urban culture calls for the historic preservation movement to expand its scope. Preservation architect John I. Mesick pointed this out when he commented: "A city is the ultimate artifact of our culture...and when we talk about preserving it, we are talking not just about buildings and spaces, but cultural preservation, everything that we are."[7] Urban culture is identified, celebrated and made an integral part of a living city by an urban cultural park not only showcasing landmarks and historic districts, but also by seeking to interweave historic and contemporary structures and actively interpreting urban culture through a wide variety of media. Attention to the past goes beyond elements of style to seek a comprehensive grasp of reality at earlier times as well as what makes cities work today like the hangouts or third places exalted by Ray Oldenburg in his book, *The Great Good Places*. Hangouts play a spiritual role in binding communities together. Historic preservation needs to be concerned with the overall quality of civic and community life in order to successfully carry out its original mission of protecting historic buildings. This broad compass helps an urban cultural park through its planning process and programs to become a valuable forum for an informed dialogue between the imperatives of preservation and change.

Like Paris at the turn of the century when sightseers were given tours of a tobacco factory, the government printing office, the courts, the morgue and the sewers, the Gateway – the tour arm of Riverspark urban cultural park – for example, offers tours of the park's working industries and institutions as well as historic sites. An urban cultural park offers residents and visitors alike contact with the most important facets of the city it encompasses: its economy, industries, neighborhoods, law, history and the balance between man and nature.

Early attention to urban culture came in efforts to put it to use to revitalize gritty cities like Lowell. The powerful images of the period of industrialization could be used to transform a city where everything was perceived to be dull into a city where everything is interesting. For example, new life was given to century old mill buildings through adaptive uses and to the canals in Lowell. The more graphic example of the use of urban culture as a planning tool in a gritty city evidences the value knowledge and appreciation of urban culture plays in any city. It fosters a sense of self worth in citizens of the city who come to more fully realize the continuum of which they are part. Identifying a city's urban culture as part of urban cultural park planning becomes the basis for the collective act of developing a shared image or vision and a consensus on

urban planning values and goals. While there are many forces at work in the urban landscape that lead to fragmentation and separation, urban culture stands out as a unifying force.

Linkage is the second pillar of the new urbanism to increase recreational opportunity and unify the city, body and soul. Traditional urban parks were designed to be separate and apart from the meanness of the city. Olmsted's notion of concealing parks like New York City's Central Park from the city endured while his idea for a system of urban parks and boulevards as connecting tissue has fared poorly. All parts of the city as a park are of interest and there is nothing to be concealed, so the premium is on systems and linkage of natural and cultural resources as well as new arrangements between governmental and private entities. One of the first actions in establishing the Hudson Mohawk Urban Cultural Park – or Riverspark – was the planning and creation of a heritage trail linking over 60 historic and natural sites in six neighboring communities with a shared urban culture. This trail highlighted the urban culture of these communities, became a force for rehabilitating existing public areas and establishing new public areas, and was a tool for promoting visitation and recreational activities like a heritage marathon. The urban culture of the city of Saratoga Springs or the Saratoga Springs Urban Cultural Park is associated with the city's mineral springs which led to its development as an elegant 19th century resort. The attention on the city's urban culture as part of the planning of the urban cultural park highlighted the existence of mineral water fountains in many of the city's traditional urban parks. This led to an effort to restore the fountains and establish a greater linkage among the city's parks. Restored or expanded urban park systems, heritage trails and urban greenways and corridors as part of urban cultural parks have become emblems of the new urbanism.

As natural and cultural urban resources are linked, new arrangements and alliances between causes ranging from the arts and the environment to neighborhood revitalization and economic development are formed. Urban cultural parks create the conditions for working together. In the 1980s partnership became a buzzword for the public-private arrangements that generated urban amenities as a by-product of commercial development. Riverspark urban cultural park began with an agreement between six cities and villages. Today, it is part of a state system of urban cultural parks which is a framework for long and short term arrangements between state and local governments and their respective agencies with their many diverse and singular missions affecting the urban landscape. New arrangements expand the means for carrying out the many activities and projects which enhance the urban quality of life.

The city as a park developed because of the efforts of concerned citizens on behalf of their cities, and civic engagement has become a pillar of the new urbanism. The process of establishing an urban cultural park is a powerful force in engaging individuals and organizations in a dialogue about their cites. Success in fostering broad civic engagement can be attributed to beginning the process positively, with a shared urban culture and a common interest in enriching the urban environment. Unlike urban renewal which began with the premise of cities being diseased and offered surgical solutions, successful urban cultural parks have drawn together a diversity of civic leaders, businessmen, local public officials, educators and interested citizens to survey the positive assets and resources of their city. A shared image develops around the strengths of a city and the dreams people have for it. This coalescing is not for the purpose of creating a new and separate initiative with its own organization and constituency, but rather to find the soul of the city and chart a course that offers a common purpose to all the otherwise disparate elements of the city.

The fourth pillar of the new urbanism is the public realm. Good urban parks, plazas, boulevards and esplanades, and lively pedestrian streets make city life a civilizing experience. Great cities are distinguished by their parks and other features that make up their public realm or estate. Forces are at work to enhance the public realm in cities just as other forces weaken it. Urban leaders have come to recognize that cities must actively compete for residents and businesses by enriching the urban environment with arts districts, festival market places, parks and generally festive activities. Yet, cities must do this at a time when, as Robert B. Reich points out, "In many cities and towns, the wealthy have in effect withdrawn their dollars from the support of public spaces and institutions shared by all and dedicated the savings to their own public service."[8]

To counteract the succession from the public realm, urban cultural parks offer a concerted approach using the aforementioned pillars of urban culture, linkage and civic engagement to improve and maintain a city's public realm. When the city is a park with visible and celebrated urban culture, the citizenry can better see how the features of the city relate and how they fit in the continuum of time. Urban planning in an urban cultural park is more likely to develop a consensus because the focus is upon sustaining and enhancing proven qualities of the city rather than quick fixes, quantum leaps and architectural acrobatics. Even though improvements in the public realm of even the best planned urban cultural park often must be opportunity-driven by available public funding, a good resource based

management plan and the dividends from linkages and civic engagement help to generate good opportunities.

The new urbanism has demonstrated that cities today offer more promise than pathology. One can not ignore the dire consequences of "the city of the permanent underclass" portrayed by Peter Hall in his book *Cities of Tomorrow*, or the insidious forces destroying cities as communities described by Robert B. Reich in "Succession of the Most Successful." Cities have been shamelessly left to care for the social ills of society without the tax base or funding adequate to the needs. But the scattered, land consuming and now urbanizing suburbs are a costly failure and no alternative to cities. As part of the global economy, America has to compete with nations that possess strong, healthy cities offering the traditional urban advantages with regard to education, the arts, energy conservation, entrepreneurial activity and what William H. Whyte calls the "intelligence networks" of clubs, restaurants and street corners. For better or worse, America is going to come to terms with its cities. The question is whether it builds on the promise of our cities or simply reacts to the pathology while denying the usable past.

The reformers like Benton MacKaye who advocated an ecologically balanced form of decentralization, America's business and professional classes who review cities as places where the unenterprising are left behind and those who are simply threatened by the cultural and social mix of cities have either denied or ignored the benefits and civilizing experience of city life. Neither the new-town nor urban renewal solved the pathological problems of the city. The recent efforts to recapture or revive the urban experience and community represented by the neotraditional planners of projects like Seaside in Florida offer a body without the soul of urban culture. Neotraditional planning offers no real solution. The formless edge cities will never provide the balance and diversity that traditional cities have achieved and remains an important objective.[9] Therefore, the field is open to the advocates of the new urbanism or the revellers of the traditional city to lead the way for cities to realize their potential.

The new urbanism is creating revellers of the rich cultural diversity of our cities by fostering the discovery of urban culture. This leads to unlocking the unique and diverse resources of the city and the civic will to tap these resources for the beneficial enjoyment of the public. The result is a more legible and livable city, one that overall becomes an educational and recreational resource giving insights into the distinctive human, natural and economic forces which shape and drive the city. The conditions created promote the highest qualities of community and these qualities may be the best answers to the ills of the city. The new urbanism is not a quick fix but rather a sustained approach to improving what should represent the highest achievement of a society, its cities. It is significant and appropriate that a new but firmly rooted concept of park is leading the way toward a new urbanism.

Notes

1. M. Christine Boyer, *Dreaming the Rational City*, The MIT Press: Cambridge, Mass., 1987; p. 286
2. Richard Sennett, "Whatever Became of the Public Square," *Harpers*, July, 1990; p. 51
3. Galen Cranz, *The Politics of Park Design: A History of Urban Parks in America*, The MIT Press: Cambridge, Mass., 1982; p. 141
4. Quoted in Richard Sennett, *The Conscience of the Eye*, Alfred A. Knopf: New York, 1990; p. 227
5. Quoted in Lewis Mumford, *My Works and Days*, Harcourt Brace Jovanovich: New York, 1979; p. 242
6. Quoted in Francesco Dal Co, "From Parks to the Region," *The American City*, The MIT Press: Cambridge, Mass, 1979; p. 184
7. Quoted in Paul M. Bray, "The New York State Perspective; Urban Cultural Parks," Proceedings Greenline and Urbanline Parks Conference, May, 1983
8. Robert B. Reich, "Succession of the Most Successful," *New York Times Magazine*, January 20, 1991; p. 42
9. The five sociologist authors of *Habits of the Heart* write about our need for a real community which they call a "community of memory" involved in retelling its story (urban culture); and Richard Sennett in his recent book *The Conscience of the Eye*, one of a trilogy of books about urban culture, writes about how the "city ought to be a school for learning how to lead a centered life." These books make an almost passionate argument that the diversity, complexity and connection to the past associated with cities is an essential need for individuals in a society.



Reconciling Development and Park Protection: The Rincon Institute at Saguaro National Monument

Luther Propst and Bill Paleck

Luther Propst is director of the Sonoran Institute and Rincon Institute. He formerly directed the Successful Communities program at World Wildlife Fund & The Conservation Foundation in Washington D.C.

Bill Paleck has worked for the National Park Service since 1967 and has been the superintendent of Saguaro National Monument in Arizona since 1987.

The Problem: Local Responsibilities and National Interests

Isolation and the seasonality of the tourist trade have historically constrained growth in communities located near many units of the National Park System. Almost by definition, national parks were created far from the pressures for intensive development. For over 100 years, this isolation has helped protect wildlife populations and the ecological integrity of many national parks from the adverse effects of incompatible land use of adjacent private lands. However, as more Americans choose to live on the perimeter of wild areas, as communities adjacent to these areas grow and prosper on an increasingly year-round tourist trade, as technology increasingly allows people to move their jobs out of urban areas, and as cities grow in increasingly dispersed patterns, many national parks have become magnets for suburban, retirement, and resort development.

This development around national parks is doing great harm – reducing and fragmenting wildlife habitat, introducing exotic plants and animals, polluting streams before they flow through parks, impeding or expanding recreational uses, and degrading air quality. Most significantly, inappropriate development around protected areas isolates wildlife habitat and cuts off movement routes, creating habitat "islands" that are too small and isolated to guarantee the long-term maintenance of species diversity. Often this development not only threatens biological diversity and other park values, but threatens the very quality of life that can attract sustainable development.

Inappropriate development of adjacent lands presents perhaps the most pervasive and intractable threats to the long-term integrity of many national park units. However, not all environmentally sensitive land can be acquired as a public resource. There will always be adjacent or secondary private land that must be managed carefully if the micro-and macro-ecosystems are to retain, or regain, their natural integrity.

Threats to national parks and other protected natural areas from incompatible adjacent development are readily apparent in the desert Southwest. For example, demographers project a dramatic increase in population and urbanization in Arizona's Upper Sonoran Desert and its vicinity, especially on the urban fringes of Phoenix and Tucson, over the next several decades. Population growth in southern Arizona between 1985 and 1990 averaged two percent per year, and is expected to continue in the 1990s at an annual rate between two and three percent. This development pressure tends to be greatest adjacent to protected areas and in scenic mountain foothills.

Cooperative Approaches to Reconcile Conservation and Development

To ensure the ecological integrity of national parks in rapidly growing regions, measures to defend these areas must be vigorously pursued. Most park service managers and adjacent communities have not been eager to address the conflicts that may arise when incompatible development threatens national parks. Park managers face difficulty getting involved in extra-territorial issues and risk triggering a negative backlash from unsympathetic local officials or offended landowners.

In its 1985 study, "National Parks for a New Generation: Visions, Realities, Prospects," the Conservation Foundation concluded that the most promising approach to such challenges is to devise protective measures tailor-made for the unique local circumstances surrounding each park, rather than following a uniform, nation-wide methodology. The report called for creating diverse cooperative mechanisms involving landowners and local governments in ways that reflect the needs and aspirations of adjacent communities. The report concluded that such mechanisms are likely to be more effective if they involve strong local constituencies that recognize the contribution that national parks make to the local quality of life.

In order to create a cooperative mechanism protecting the ecological integrity of Saguaro National Monument, World Wildlife Fund & The Conservation Foundation (WWF) and the National Park Service have worked with private landowners, state and local governments, natural resource scientists, and local environmentalists to create and fund a non-profit conservation and environmental education organization called the Rincon Institute.

Saguaro National Monument and Adjacent Development

Saguaro National Monument was established in 1933 to preserve and protect "the exceptional growth thereon of various species of cacti including the majestic saguaro cactus." The Monument is comprised of 83,574 acres (including 71,000 acres of legislatively designated wilderness) and consists of two units, each of which was some 20 miles from the city of Tucson when they were created. Over the years, Tucson has grown to the very boundaries of the Monument, making Saguaro a suburban wilderness area. By the mid-1980s, continued piece-meal subdivision and unplanned development of land adjacent to the Monument raised concerns about the Monument's ecological and scenic integrity.

A proposed mixed use resort-oriented community on the 6,000-acre Rocking K Ranch, which shares a five-mile boundary with the Monument's Rincon Mountain Unit, embodied the diverse land use challenges facing the Monument. The Rocking K was one in a long series of issues arising from development of adjacent private lands that collectively will determine the future ecological integrity of the Monument and the quality of the visitor's experience.

Rocking K Development Company proposed to transform the ranch into a mixed use resort and residential community, with four resorts, over 9,000 housing units, and related commercial uses. Realizing that some form of urban growth would very likely transform the Rocking K Ranch and the surrounding Rincon Valley over the next 20 years, the Park Service concluded that planned development with significant environmental protection measures would be preferable to incremental piece-meal development, even if the planned development had higher overall residential density. The scale of the proposed Rocking K development offered the opportunity to protect integrated corridors for undisturbed wildlife movement.

The Park Service, county officials, WWF, and local environmentalists worked with the developers to produce a site plan that protects critical wildlife habitat and restores degraded riparian habitat throughout the ranch. The development plan sets aside over one half of the total area as protected open space in a system of integrated wildlife corridors, which are keyed to riparian habitat. Rocking K Development Company has also joined national and local environmental organizations in supporting legislation to add 1,900 acres of the most ecologically significant portion of the Rocking K Ranch and another 1,600 acres of neighboring ranch lands to the Monument.

The development plan also includes provisions for restoring critical riparian habitat along Rincon Creek, a principal drainage which issues from the Monument and has been degraded by decades of farming and cattle grazing. This restoration is particularly important for the area's wildlife, since desert riparian environments are as much as 10 times more productive wildlife habitat than desert uplands. The plan also provides new public access into the Monument and 15 miles of public hiking and equestrian trails, contributing substantially to the county's aggressive recreation and trails initiatives.

While a sensitive land use plan and park expansion were desirable, alone they were insufficient to adequately ensure the Monument's long-term ecological integrity from regional growth pressures. The challenge was how to ensure stewardship of environmental values, not just in the short-term, but through a succession of homeowners over the next several decades. Long-term guarantees were needed so that commitments made by the developer were not overlooked after the ranch was fully developed and as development proceeded on nearby properties.

The Rincon Institute

A new kind of institution was needed to meet the need for long-term stewardship. Therefore, the Rincon Institute, an independent, nonprofit organization was created to provide long-term protection for park resources.

The Rincon Institute will provide independent professional guidance for the area's environmentally-sensitive development, assuming a variety of non-regulatory roles and working cooperatively to demonstrate that the area can accommodate sustainable development in a manner that protects the Monument's ecological integrity. In short, the Rincon Institute's focus will be three-fold: to provide professional guidance and oversight for the environmentally-sensitive development and management of the Rincon Valley; provide environmental education; and manage natural open space for educational, scientific, conservation and public outdoor recreational values. The Institute's specific functions will include:

Environmental education. The Institute will provide environmental education programs for Rocking K homeowners, commercial tenants, employees, and resort guests. The Institute will provide or enhance opportunities for outdoor recreation (walking, horseback riding, bicycle

riding, hiking, bird watching, nature photography) and study of wildlife, natural history, and on-site archeological resources. Perhaps most importantly, the Institute will conduct educational programs for new homeowners, tenants, and employees, introducing newcomers to what for many is an alien desert environment, and explaining the importance of protecting their new landscape. Additionally, the programs for homeowners will explain the rights and responsibilities set forth in the deed restrictions.

Restoration and management of wildlife habitat. The Institute will protect open lands for conservation and outdoor recreational purposes. It will cooperate in the long-term management of restored lands and critical wildlife habitat along Rincon Creek. As an independent, endowed organization, the Rincon Institute is uniquely qualified to provide long-term maintenance for restoration projects that often require a 30 to 60 year time frame, much longer than feasible under most institutional and budgetary arrangements.

Research. The Institute will work with the University of Arizona, the National Park Service, and other resource management agencies to co-sponsor resource inventories, wildlife and vegetation studies, and monitoring of environmental conditions in the Rincon Valley. These activities will assess the long-term impacts of development and increased human use as well as the effectiveness of mitigation strategies.

Environmental monitoring and compliance. The Rincon Institute will assist with ensuring that future builders, homeowners and tenants comply with deed restrictions related to environmental protection and natural resource conservation.

Land use technical assistance. The Institute will provide technical assistance to landowners, developers, homeowner associations, and governmental agencies on matters related to land conservation and environmentally sensitive development; techniques for sensitive land development, site analysis, habitat restoration, environmental education, community land use planning and ordinance preparation, and evaluation of natural and cultural resources. Through this assistance, the Institute will promote collaborative solutions to land use challenges.

Governance

The initial members of the Rincon Institute's board of directors include chairman Frank Gregg, a professor of renewable natural resources at the University of Arizona and former director of the U.S. Bureau of Land Management; Fred Bosselman, a leading land use lawyer with the Chicago and Boca Raton law firm of Burke, Bosselman & Weaver; Jack Davis, a Tucson banker; Donald Diamond, representing the developer; Jan Nathanson, president of Pima Trails Association; and Ervin Zube, a professor of landscape architecture at the University of Arizona and a leading authority on arid lands management and national park protection. In addition, the Director of the Pima County Parks and Recreation Department and the Superintendent of Saguaro National Monument serve as board members in a nonvoting and ex officio capacity. The board of directors may be expanded to as many as 20 members, selected to maintain this balance and breadth of experience.

Funding

The Rincon Institute and Rocking K Development Company have entered into a long-term agreement to fund the Institute's activities through start-up funding and innovative deed restrictions that bind future builders and landowners within the ranch. These deed restrictions bind all future landowners, requiring that various fees be paid to the Institute for the Institute's habitat protection, environmental education, and conservation activities.

In addition to start-up funding of $240,000 over five years, these deed restrictions will derive funds for the Institute through nightly hotel room fees, residential and commercial occupancy fees, real estate transfer fees, and monthly homeowner fees. For example, room fees from the first proposed resort hotel could generate approximately $50,000 per year for the Institute.

National Implications: The Sonoran Institute

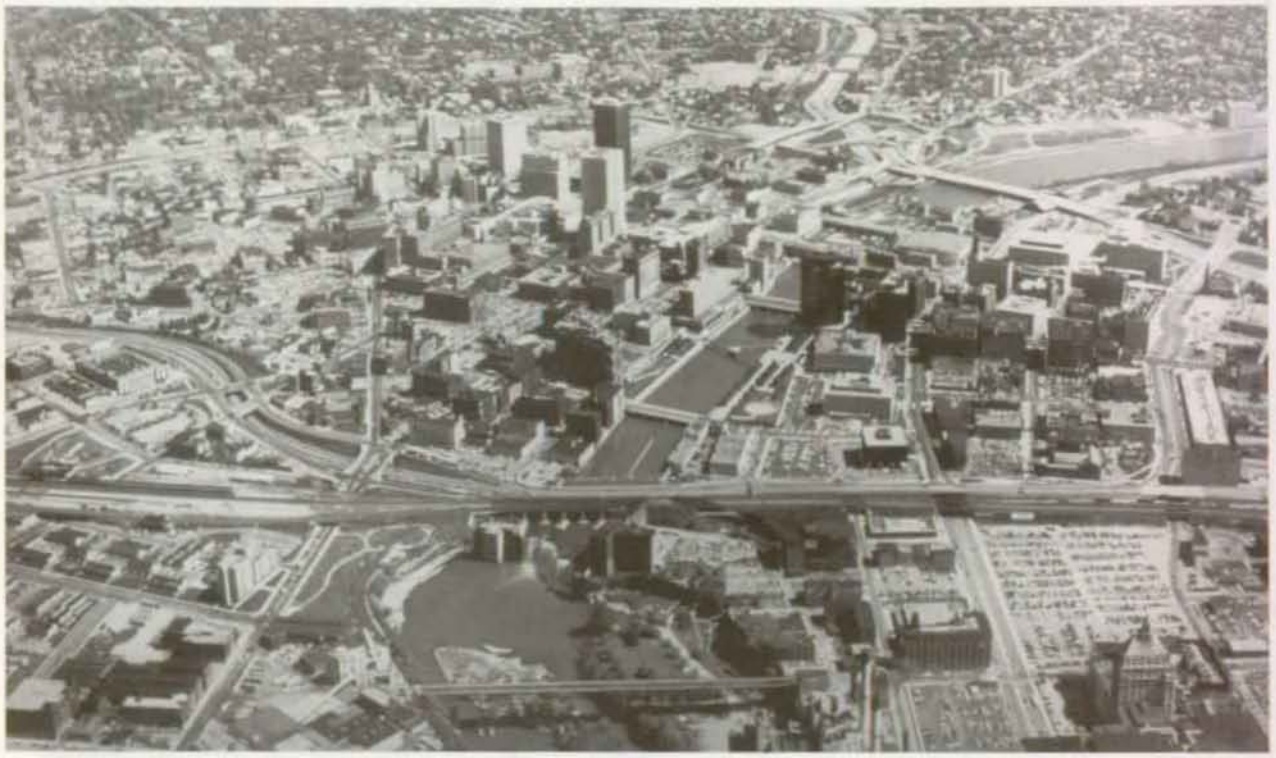
Recognizing the need to develop and promote innovative mechanisms to protect the long-term integrity of other national parks and protected areas, the founders of the Rincon Institute have created an affiliated non-profit organization – the Sonoran Institute. WWF has made a three-year challenge grant to the Sonoran Institute as seed funding. The Sonoran Institute will work nationwide to reconcile protection of park values and pressures for development of adjacent private land and to improve the compatibility and sensitivity of development occurring on private adjacent lands. The Institute will work to create models for communities and Federal land managers to draw upon, undertake policy research and analysis, and provide land use education and training.

Both organizations will rely upon scientific and policy research, rigorous analysis, consensus building, and informed communications that transcend the limits of single-value advocacy and special interest politics. The organizations are positioned to forge partnerships between conservationists, developers and local officials to protect park values, while meeting the economic objectives of landowners and communities.

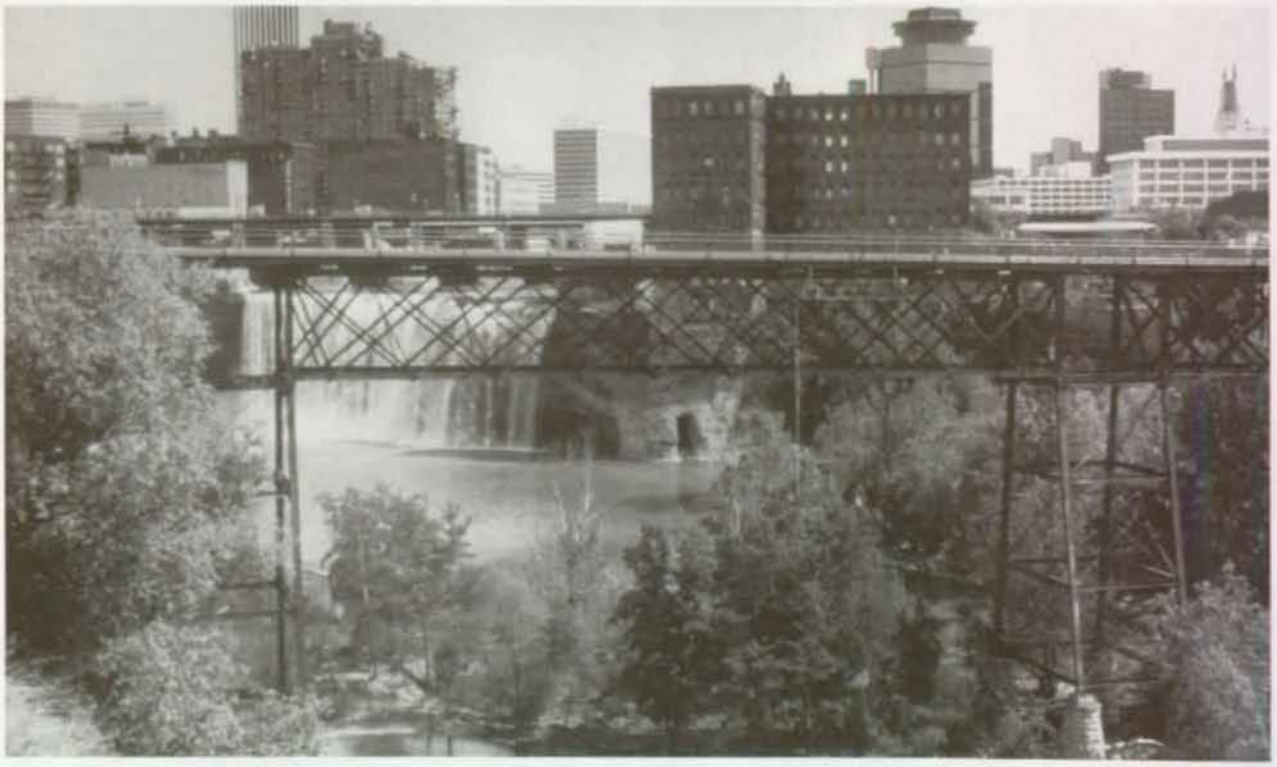
Conclusion

The use of deed restrictions to provide long-term private funding for environmental education, wildlife habitat protection, and conservation activities serves as a pioneering national model to mitigate the impact of development occurring within and near sensitive areas. In summary, establishment of the Rincon Institute is a valuable precedent for using the development process to stimulate and fund environmental education and natural resource stewardship. As a supplement to an environmentally sensitive land use plan, the Rincon Institute will provide an extraordinary assurance that the Rocking K's environmental goals will be realized. The Institute offers a creative solution to the complex and polarizing conflicts between preservation and development.

Hopefully, the model created by the Rincon Institute's agreement with Rocking K Development Company and the Sonoran Institute's future activities will help mobilize the talents, experience, and expertise within the National Park Service and among development interests, local governments and citizen groups that care about protecting national park values, so that the Service will continue to grow in its ability to address the grave threats that arise from development of adjacent lands.



Rochester, New York



Rochester and Its River: A Unifying Gift of Nature

Christopher Lindley

Christopher Lindley has been the deputy mayor of the City of Rochester, New York since 1989. For the previous six years, he served as the Rochester district administrator of the New York State Workers' Compensation Board; and from 1972 through 1983 he served three terms as an elected member of the Rochester City Council. From 1960 through 1967 he was an instructor and assistant professor of history at the University of Rochester. Mr. Lindley is a graduate of Cornell University where he received a bachelor of arts degree and a doctorate.

On the opening page of his four volume history of the City of Rochester, City Historian Emeritus Blake McKelvey, wrote, "Nature carved a perfect setting." Its central artery is the Genesee River. This was the magnet which drew Rochester's pioneer settlers. Its waters powered our earliest industries. Its link with the Erie Canal opened the city's first major access to the markets of the outer world. Its banks shouldered early roads, railways and factories. And the Genesee also served as Rochester's first central waste disposal system, much to our later regret and expense.

During nearly 200 years of outward growth, however, the city eventually turned its back on its historic roots. The earlier tight marriage of Rochester and its river gave way to increasing neglect and abuse. Each chapter in the city's unfolding relationship with the Genesee has provided a fresh reflection of our values and aspirations as a community. And today, near the close of its second century, Rochester has stabilized as a middle sized metropolitan community. One mark of this maturity is greater attention to the quality of our community life. As part of this new focus, Rochester is now engaged in renewing its historic partnership with the Genesee.

This presentation reviews the current state of this partnership. It is also intended to illustrate how our revived interest in the river is simultaneously helping us to reach across narrower perspectives toward a more inclusive sense of community. Hence the title of this presentation, "Rochester and Its River: A Unifying Gift of Nature."

This reciprocal relationship between our reclaiming of the Genesee and our more inclusive sense of community first emerged in the early 1980s in planning for the South River Corridor. This gentle, pastoral segment of the Genesee extends within the city for nearly two miles from the Erie Canal on the south to the Ford Street bridge on the north.

In prior decades, this section of the river served not so much as a community bond, but a boundary, indeed, a social Maginot Line, separating a west side residential community and an east side university, each of whom felt it had fundamentally distinct, incompatible interests. In fact, in 1980-81, it took nearly a year of fragile negotiations to put into place a community-based planning process jointly sponsored by the city and the university, along with representatives from Monroe County, and the surrounding neighborhoods, assisted by a professional planning firm, Lane-Frenchman Associates of Boston. The joint planning process which eventually produced the South River Corridor plan extended over four years. Its principal vehicle was a Citizens Planning Committee composed of authoritative representatives of each of the key governmental, institutional and neighborhood actors in the South River Corridor area. Its task was to formulate a specific development plan which would command the enduring support of all the participating constituencies.

The first step of this process required each of these parties to lay on the table its own agenda of interests and priorities. Next, the members embarked on a systematic evaluation of alternative development options, assisted by Lane-Frenchman Associates. The role of the professional planner was not to prescribe, but to illuminate alternatives and to suggest creative ways to mesh diverse needs and interests. The university was drawn to this process by its desire to create a genuine river campus of uncommon charm and beauty. Specifically, it hoped to integrate its campus with the east bank of the Genesee by removing an east river bank city arterial, Wilson Boulevard, which ran between the campus and the Genesee. West side representatives insisted that the university's plans for the east bank be linked with new west side initiatives. These included a revived Brooks-Genesee commercial center and new housing and commercial development in the 20 acres of abandoned rail lands which were then coming into city ownership directly across the river from the university. For Monroe County, which was simultaneously beginning to frame a new master plan for historic Genesee Valley Park, immediately to the south of the university campus, this process fostered a frank dialogue regarding the university's real needs for the 32 acres of the Olmsted designed park land, located between Elmwood Avenue and the Erie Canal, which had been sold by the city to the university in the early 1960s.

Initially, these distant and distrustful neighbors saw themselves as having little in common other than their inescapable geographic proximity to the river and, therefore, to each other. But as this process progressed, narrower perspectives slowly yielded to a broader shared vision of the Genesee, not as a boundary or a moat, but as the spine of a diverse but interdependent community. And this new shared vision opened the door to exciting new options which went far beyond the sum total of their original individual expectations.

The result of all this collective exploring, sharing and learning is the unique partnership embodied in the 1987 South River Corridor Master Plan. The related city, county, university implementation agreement provides for over $100 million in new public and private investment during the next 10-15 years. And the Citizens Planning Committee has been recast as a vigorous oversight and implementation advocate and has already helped to translate parts of the South River Corridor plan into exciting realities. To date these accomplishments include:

- construction of a new pedestrian and bike trail around the entire South River Corridor and linked to the Erie Canal trail system;
- completion of the first phase of the university's development of a new city-owned riverfront, Bausch and Lomb Park integrating the campus with the river;
- city reacquisition of 24 acres of former park land south of the university campus and its restoration by Monroe County consistent with the original Olmsted design;
- construction of a $3 million pedestrian bridge with joint city, county, New York state funding linking Bausch and Lomb Park with the west side Brooks-Genesee commercial center;
- completion of 12 units of affordable family housing at a unique west side site overlooking the west side trail, the river and the university;
- development on the east side of a new northern gateway linking historic Mt. Hope Avenue with the River Campus and Bausch and Lomb Park.

For the last two Octobers, as part of Rochester River Romance Days, this section of the Genesee has been the site of the annual Bausch and Lomb International Regatta drawing competing crews from the United States, Canada and even Great Britain. It has also provided some with their first infectious glimpse of the splendor of this part of Genesee. For those who participated in the shaping of the South River Corridor Plan, Bausch and Lomb Regatta has become an annual celebration of nearly a decade of community building and a dramatic symbol of the new sense of partnership rooted in reclaiming the Genesee.

Immediately to the north of the South River Corridor, the city has extended the west bank trail into downtown and has also installed visitor docking facilities to attract boaters from the upper Genesee and Erie Canal. Tour boat service from this site began this summer with a canal boat named the Sam Patch in honor of the heroic but short lived "Jersey Jumper" who in the 1820s first brought national attention to the Rochester segment of the Genesee by twice jumping High Falls – the first time successfully.

Other developments in this critical link between South River Corridor and downtown will need to be coordinated with Vision 2000, the citizen based planning effort, modeled after the South River Corridor planning process, which the city launched in the fall of 1989 in cooperation with Lane-Frenchman Associates. The goal of Vision 2000 is to provide an updated guide for the continued development of downtown into the next century. This effort builds upon the major accomplishments of the last downtown master plan formulated in the mid-1970s. These results include the Riverside Convention Center, the Cultural District surrounding the Eastman School of Music, and the massive reconstruction of Main Street.

The riverfront is central to Vision 2000. Special attention has been given to the old aqueduct which carried the Erie Canal over the Genesee River. It is too early to know what adaptive reuse for this historic edifice will be feasible. But it is clear that the broad and diverse partnership which is guiding Vision 2000 will produce exciting new riverfront uses with the Genesee as the centerpiece of a downtown which is truly everybody's neighborhood.

Immediately to the north of downtown is Brown's Race, the cradle of industrial Rochester. It is also the center of the Rochester Urban Cultural Park, one of a network of 14 such parks which compose the New York State Urban Cultural Parks system. The theme of the Rochester Urban Cultural Park is "The Natural Environment and Industrial Development," highlighting the link between the Genesee River and Rochester's development as a major manufacturing center. The Brown's Race Historic District is also the location of the dramatic 90-foot "High Falls" of the Genesee. A special graphic identity has been designed for all signs to express the unique historical significance of this area. As a result of the Urban Cultural Park partnership of the city and state, a new interpretative and visitors' facility, to be known as the Center at High Falls, is planned for the historic Holly Pump Station building, overlooking the High Falls gorge. It will include exhibits featuring highly innovative, inter-active exhibits of Rochester's natural environment and the associated industrial, social and cultural development of Rochester.

On the basis of this initial partnership between the city and state under the umbrella of a state-wide urban cultural park system, the scope of the Brown's Race redevelopment plan has been dramatically enlarged by the formation of a

new and exciting partnerships with Rochester Gas and Electric and the Eastman Kodak Company. To commemorate the bi-centennial of Rochester manufacturing, RG&E, in cooperation with the Industrial Management Council, has committed to raise nearly $3 million to design and construct a state-of-the-art laser sound and light show whose themes and content are now being designed by a community task force. Expert volunteer leadership and technical support is being provided by the Eastman Kodak Company, whose world headquarters are located next to the Brown's Race Historic District. To provide an appropriate viewing area and related development opportunities, the city will acquire and renovate the RG&E building abutting High Falls Center to the south. This building will be known as Brown's Race Market and will include a food court and banquet facilities. Immediately to the south of this facility, the city has received major state funding to help restore an old triphammer site, which will provide an exciting addition to the Center at High Falls, and the Brown's Race Market.

The involvement of both Rochester Gas and Electric and the Eastman Kodak Company in the Rochester Urban Cultural Park reflects the same kind of broadening circle of partnerships that previously helped shape the South River Corridor Plan and Vision 2000. This process in Brown's Race now promises to enrich our city with a magnificent new facility, both as a major tourist and visitor resource and a unique expression of this community's historic personality. In late October 1990, the city sponsored a Brown's Race Design Symposium which drew together some 200 interested local citizens and a panel of distinguished preservation and urban design experts to review the plans for Brown's Race redevelopment, including reconstruction of Brown's Race Street itself. In both spirit and purpose, this intense one day design symposium bore a close resemblance to the Vision 2000 and South River Corridor community planning partnerships. The symposium's first segment focused on a thorough public exploration of Brown's Race design and preservation issues by expert panelists and interested community participants. Next, the symposium struggled to achieve a broad consensus on the key general design principles most appropriate to the unique Brown's Race setting, so rich in the gifts of nature and the history of Rochester. During the six months following the symposium, a diverse collection of city and state officials, professional architects and interested community representatives worked on the specific application of these general principles to the many diverse elements of the entire Brown's Race project. The results are final designs which city and state officials acknowledge as substantially superior to the original plans. "The new scheme is to be applauded and supported," wrote the distinguished urban designer Michael Kwartler, a Brown's Race Symposium panelist. "It sets a new standard for the design of industrial urban cultural parks." As with the underlying community partnerships which produced both the Vision 2000 and the South River Corridor plans, this complex Brown's Race design partnership illustrates once again the wisdom of Samuel Johnson's observation, "About things on which the public thinks long, it commonly attains to think right." In keeping with the immortal last words of daredevil Sam Patch, "some things can be done as well as others," our goal is to have the Center at High Falls and related facilities open and flourishing by Rochester River Romance Days in October 1992.

For that exquisite section of the Genesee between Brown's Race and Charlotte, the northern part of Rochester's Urban Cultural Park, the city's main priority is not development, but protection of the rare natural beauty of a largely wilderness riverfront. This segment includes the Middle Falls, Lower Falls, Turning Point Park and spectacular fishing. New developments in this area include:
- city acquisition of 50 acres of new riverfront park land;
- exciting county redevelopment proposals for Seneca Park and its zoo; and
- plans to extend the west river front trail to provide a continuous system from the Erie Canal to Lake Ontario.

Rochester's final riverfront section is the Charlotte Port area where the Genesee flows into Lake Ontario. In the spring of 1989, the Reimann-Buechner Partnership presented the results of its draft redevelopment plan sponsored by the City of Rochester. There appears to be a broad consensus in support of its overriding goal which is to tap the rich tourist and recreational potential of the Charlotte port area while preserving an historic village atmosphere and avoiding high density sprawl and honky-tonk. Key elements of the Reimann-Buechner proposals include:
- a major visitors marina and other docking facilities, including a possible "boatel" along the west river bank.
- a major new pier and riverfront promenade and park on the west side, part of which is already in place (this intersects with Ontario Beach Park, where Monroe County is now completing a $3 million development plan including a new boardwalk, a performance pavilion, refurbished bathhouse and related public amenities);
- adaptive reuse of the historic Charlotte Rail Station and other improvements along River Street. Charlotte is an area of extraordinary charm. Its redevelopment will need to be executed with care and sensitivity. To curb inappropriate sprawl, the city council has worked with the Charlotte Neighborhood Association to create a unique design overlay zoning district to control future development in the port area. As with our redevelopment plan for other segments of the Genesee, accomplishment of these long

term goals for the Charlotte Port area will require diverse and sustained partnerships, in this case with a strong inter-governmental focus.

Plans for the visitors' marina and related docking facilities cannot go forward until there is a solution in cooperation with the Federal Government to the river surge problems generated by periodic storms coming off Lake Ontario. State funding will be needed for a major new bridge across the Genesee in the Charlotte area and the city's plans will have to be coordinated with the town of Irondequoit which has jurisdiction over much of the east river bank area. And because of its management responsibilities for historic Ontario Beach Park, Monroe County must be at the table as well. The bottom line is the need for innovative inter-governmental partnerships drawing together all these key public entities. This work will be as complex as it is important. The unifying powers of the Genesee challenge us once again to reach across conventional boundaries in the quest to renew Rochester's partnership with its river.

Now that we have completed our geographic tour, let us ask what general lessons might there be in all of this? Let me briefly suggest four, the first of which has to do with how important public business gets done. In public life, leadership is often confused with headline-grabbing public antics. In reality, the path to enduring accomplishment lies not in solo grandstanding, but in working cooperatively with others to tap the best creative energies of the entire community. From the Erie Canal to Lake Ontario, the Genesee River has become the unifying resource drawing Rochesterians together in a widening circle of creative partnerships. This has not only produced plans of great creativity and vision. It has also helped to ensure that once plans are complete, strong community support is already in place to translate bold ideas into exciting realities. Dramatic changes which are already evident along the entire Rochester span of the Genesee illustrate the wisdom of this inclusive leadership strategy.

The second point is that Rochester's renewed partnership with the Genesee spearheads a dramatic national trend. As the nationally-acclaimed Boston architect William Rawn observes, "Harbors and rivers represent the most fundamental historical roots – and significant sense of place – of almost every American city." There is now the rich opportunity, he adds, not only to rediscover these historic roots, but also to use the waterfront as a new focus of urban vitality. Rawn praises our waterfront planning along the Genesee as "visionary," placing Rochester "years – if not decades – ahead of almost every American city in opening the use of its riverfront to all of its citizens."

The third point is that achieving these ambitious goals goes far beyond the resources of city government itself. It will require the sustained participation of the entire community: city and county, towns and villages, New York state and Federal authorities, environmentalists and the private sector, city neighborhoods and suburbanites – dreamers of every stripe – drawn together by a common vision of Rochester and its river.

The fourth point is how to justify the extraordinary public and private investments these plans will require. Perhaps the best answer was presented in an October 1989 *Brighton-Pittsford Post* editorial which described these river plans as "the most important planning project in our history." " We must begin to think of ourselves," the editorial concludes, "as potentially one of the most exciting cities in the nation."

Such a Rochester will require partnerships of extraordinary diversity and perseverance. It could well be the most enduring expression of what this generation of Rochesterians chooses for its legacy, fulfilling the ancient Athenian citizen's oath to transmit to others a city that is "not only not less, but greater, better, and more beautiful than it was transmitted to us."

Let me close by quoting University of Rochester President Dennis O'Brien speaking from a university perspective in response to the question, "Where do rivers lead?"

"In cities from Boston to London," he replied, "they lead to a special sense of place, a point of focus. In Rochester, the Genesee is becoming, above all, a place of partnership. For the university, in particular, this is a turning point in our history as we – some 60 years after we created our 'River Campus – rediscover the river and reclaim it as our own."

In a similar vein, from the Erie Canal to Lake Ontario, our entire community is now engaged in reclaiming the Genesee as our own, expressing our special sense of place, above all, our central place of partnership. And in the process, we are rediscovering one another as neighbors.



Rochester, New York



Lowell, Massachusetts



Lowell: "A Public/Private Renaissance"

Written by Sarah Peskin, planning director of the Lowell Historic Preservation Commission, in March 1985. Excerpts updated and edited for this conference by Peter J. Aucella.

Peter Aucella is executive director of the Lowell Historic Preservation Commission. He previously served as the City of Lowell's director of planning and development, as community development coordinator for the City of Malden, Massachusetts, and as director of the economic development team on the staff of U.S. Senator Paul Tsongas. He has also held positions at the Department of Housing and Urban Development and the Massachusetts Department of Transportation. Mr. Aucella holds a bachelor's degree in political science, a master's degree in public administration, and a law degree.

Lowell today is widely heralded as a modern success story. Vacant mills are rapidly being renovated into first-class office space and housing. Layers of plastic and aluminum have been peeled off downtown buildings revealing handsome Victorian storefronts. Brick sidewalks, granite pavers, tasteful iron streetlights and benches have replaced once garish blocks. The renovated riverfront and new system of canalside walkways are a delight to residents and visitors alike. Lowell's creative legislation, imaginative financing and bold urban design make it a model for other 19th century cities to emulate.

Along with this physical change Lowell has experienced a huge shift in attitude. Renewed community pride, a sharper sense of history and a reinvigorated cultural life characterize the city today. Perhaps most surprising of all to local people, Lowell now attracts over 700,000 visitors per year to the restored mills, canals, gatehouses and history exhibits that constitute its national and state parks. The importance of these parks goes far beyond the bricks and mortar that make up their physical attributes. The urban cultural park theme was adopted as official city policy in the early 1970s, to guide a revitalization effort whose primary concern was to improve the quality of life for local residents.

Over the course of 15 years more than $500 million have been invested in Lowell, a place once so depressed that many of its historic mills and Victorian commercial buildings were owned by the city for non-payment of taxes. Since 1975 more than 180 have been rehabilitated, mostly by private owners using an assortment of financial incentives created by the public sector.

The downtown core, with its concentration of 19th century structures and 5.6-mile canal system, was designated a national historical park in 1978. Dedicated to preserving and interpreting Lowell's physical resources to tell the story of the industrial revolution in America, the park is a 137-acre zone that will remain largely in private ownership. The National Park Service (NPS) is developing the park, with the help of a unique Federal agency – the Lowell Historic Preservation Commission (LHPC). The Lowell Heritage State Park, first in a statewide program of urban cultural parks, is another entity actively involved in implementing the program. All three are working in Lowell at the request of the community and must coordinate their activities with existing city agencies and organizations.

Lowell in the mid-1970s was about as depressed as a city could get. Its unemployment rate at 12.6 % was the highest in the state and far higher than the rest of the country. Its once thriving textile industry had long since moved south with no new source of manufacturing jobs on the horizon. Storefronts were boarded up, leaving the remaining merchants demoralized and pessimistic that anything could reverse the tide.

According to Dr. Patrick J. Mogan, educator and originator of the park concept, most depressing of all was that people had lost faith in themselves and in their ability to make use of the tremendous human and physical resources around them. His goal was to turn "liabilities into assets," looking for the hidden potential in the then unrecognized remnants of the 19th century industrial city.

The cultural park concept was based on the notion that the city itself should be seen as a park – not in the traditional sense of green, open space set off from the activities of urban life – but as a place where people could enjoy themselves by taking advantage of the sounds and smells and sights that can only be found in an ethnic neighborhood or a street that has evolved gradually over time.

The LHPC

Unlike traditional park advisory commissions, the LHPC was designed as an entity that would be funded to actively carry out its legislative mandate. A 15-member Federal body, made up of local, state and Federal Government and private sector representatives, it was authorized by Congress to develop a number of properties within the national historical park and to ensure continuity with prior community efforts. The Commission was designated to implement aspects of the legislation which the NPS felt were beyond its capabilities or desires. These included

grant and loan programs for private developers, broad leasing and acquisition authorities and cultural support programs.

The Commission was to be a flexible entity, able to respond quickly when a building was threatened or when a cooperative development opportunity arose. Over the years that has varied from simply acquiring a building, such as Boott Mill #6 for the NPS, to taking complete responsibility for projects like the Mogan Cultural Center or the Pawtucket Canal walkways. All LHPC major projects were designed to incorporate a cultural component, whether it be interpretive exhibits, as at the Cultural Center, art studios and gallery space at Market Mills, or sponsorship of outdoor sculpture like the "Homage to Women."

Other elements of the Preservation Plan included:
- grant and loan programs for historic preservation;
- design and implementation of a trolley system;
- cultural grants and support for park-related community activities;
- standards for preservation and new construction in historic areas;
- technical assistance to the private sector and other agencies.

In 1978 the LHPC was allocated $21.5 million of the original $40 million congressional authorization for Lowell National Historical Park development. An additional $12 million was authorized in 1987 and all but about $3 million of that amount has been appropriated.

The NPS General Management Plan

Prepared at the same time as the Preservation Plan, the General Management Plan (GMP) had to follow NPS guidelines established with more traditional national parks in mind. It set a model for NPS involvement in non-traditional parks, and has proven a key document in guiding downtown development by clearly stating NPS goals and programs for the public.

The GMP addresses such items as:
- establishment of interpretive themes (labor, power, machines, capital and the industrial city);
- development of five major interpretive sites;
- visitor services, including extensive educational and tour programs;
- maintenance and operation of visitor facilities (ranging from the visitor center at Market Mills to the trolley and canal transportation systems);
- technical assistance.

NPS development funds total over $23 million to date, and all projects in the plan are in process or complete.

The Results

The range of actors and key issues are best understood through an example. Five ingredients were critical to the success of this project and a number of others in Lowell. These ingredients are:
- unique local resources (buildings, institutions, cultural traditions, development mechanisms);
- the plans (each was carried out within the context of the park's plans);
- political support (at all levels of government – public and private);
- money (from public and private sources);
- people (the Lowell effort has attracted some especially talented and dedicated people).

Market Mills

This complex, known historically as the Lowell Manufacturing Company mills, is comprised of two buildings, one dating from 1882, the other from 1902. Together they contain 284,400 square feet of gross building area. Located at the southern tip of the "intensive-use zone," these mills were identified in the Brown Book as critical for the preservation and interpretation of the downtown. Although damaged by fire and abandoned by their owners who were unwilling to even pay property taxes, the mills were recognized for their tremendous reuse potential. The Brown Book suggested that the national park visitor center be located here and that a mixed-use private development occupy the bulk of the space.

U.S. Senator Paul Tsongas, Lowell native and key participant in the revitalization process, was instrumental in putting together this first large project of those called for in the park legislation. The project was initiated by developers Edward Fish and Gerald Doherty of Braintree, Massachusetts. With a commitment from HUD for Section 8 subsidized housing, their original desire was simply to create the maximum number of units possible in the buildings. The city, national park, Preservation Commission and Tsongas were dead set against housing units on street levels. He knew the apartments would do little to enliven the streets and that the potentially exciting architectural spaces of the courtyard and interiors would be closed to the public if the developers were allowed to proceed unchecked.

Rather than rejecting the first proposal entirely for its failings, city and park officials rolled up their sleeves and set to work on a modified plan that would accomplish their goals while still proving feasible to the developer. Since this process was one of the buildings mandated for

LHPC involvement in the legislation, its staff and consultants were called in to help.

A strategy emerged to let the LHPC act as developer of 42,000 square feet, most of the ground floor space in the complex. Market Mills Associates would develop the upper floors for housing and the two entities together would improve the courtyard and adjacent pedestrian passageways. In essence, the two were to co-develop the property. This basic arrangement was to require countless hours of negotiation, complex agreements and many creative solutions to seemingly irreconcilable differences. Historic preservation concerns had to be weighed against cash-flow needs, public access against tenant privacy, and one designer's wishes against another's. When the process seemed to be getting mired, Tsongas frequently intervened, using his clout to refocus the parties onto the common goal.

Completed in 1982, Market Mills now provides a gateway to the national and state parks and to the downtown. Visitors are directed there via a signage system that begins on major highways. They park in an attractively landscaped intercept parking lot, envisioned in the planning documents as a means of getting them out of their cars and ready to experience the city on foot and on the park transportation system of historic trolleys and canal barges. A passageway carved out of the facade draws visitors to the mill complex where they may stop to visit the Brush with History gallery and studios, an artists cooperative developed by the LHPC. Next they arrive in the courtyard, a lively public place where the urban landscape provides an attractive yet unusual setting for eating lunch, listening to music or conversation.

On the opposite side of the courtyard is found the visitor center where a slide show, introductory exhibits and national and state park staff provide basic orientation in a two-story space artfully designed to show how functional and appealing mill space can be. The artists' space, a food court and other rental space in the mill are controlled by the LHPC under the terms of a 49-year lease with Market Mills Associates. LHPC in turn rents the space to respective tenants and also handles maintenance and management. A special provision of the legislation allows the LHPC to collect and retain revenues from the property for this purpose.

The Melting Pot is a food court housing seven ethnic fast food restaurants with a common eating area. These have proved popular for both visitors and downtown workers. In an adjacent park, also part of the project, a major public sculpture, "Homage to Women," was installed in 1984 to commemorate the contribution of working women to the city.

Total development costs for the project were $14 million. There are 230 housing units, 82 for families and 148 for the elderly. Since the building is in a National Historic Landmark District, the developers were able to make use of Federal Tax Act incentives for certified rehabilitation. The LHPC also contributed $1 million to develop the commercial space and courtyard, and tenant improvements are estimated to total another $500,000. The NPS spent $1 million for the visitor center. Once considered for demolition by the city, Market Mills is now a central focus of the downtown.

Conclusion

Over the course of 15 years, Lowellians developed a strategy for change based on local strengths and attitudes. Where mechanisms did not exist to carry out the strategy, they were created, as with the low-interest loan fund or the new local entity that assures consistent development. The implementation plan for this strategy did not exist in a single document, nor was it inflexible or so narrow that it would become quickly outdated. Rather, it was an approach that included:

- heavy reliance on private investment for implementation;
- incentives to make preservation financially feasible;
- cooperation among various levels of government and the private sector;
- capitalizing on local resources – physical and human;
- strong political support;
- consensus that economic revitalization and historic preservation were inseparable;
- an agreed upon, flexible series of plans;
- an urban design framework that embodied a vision for the future.

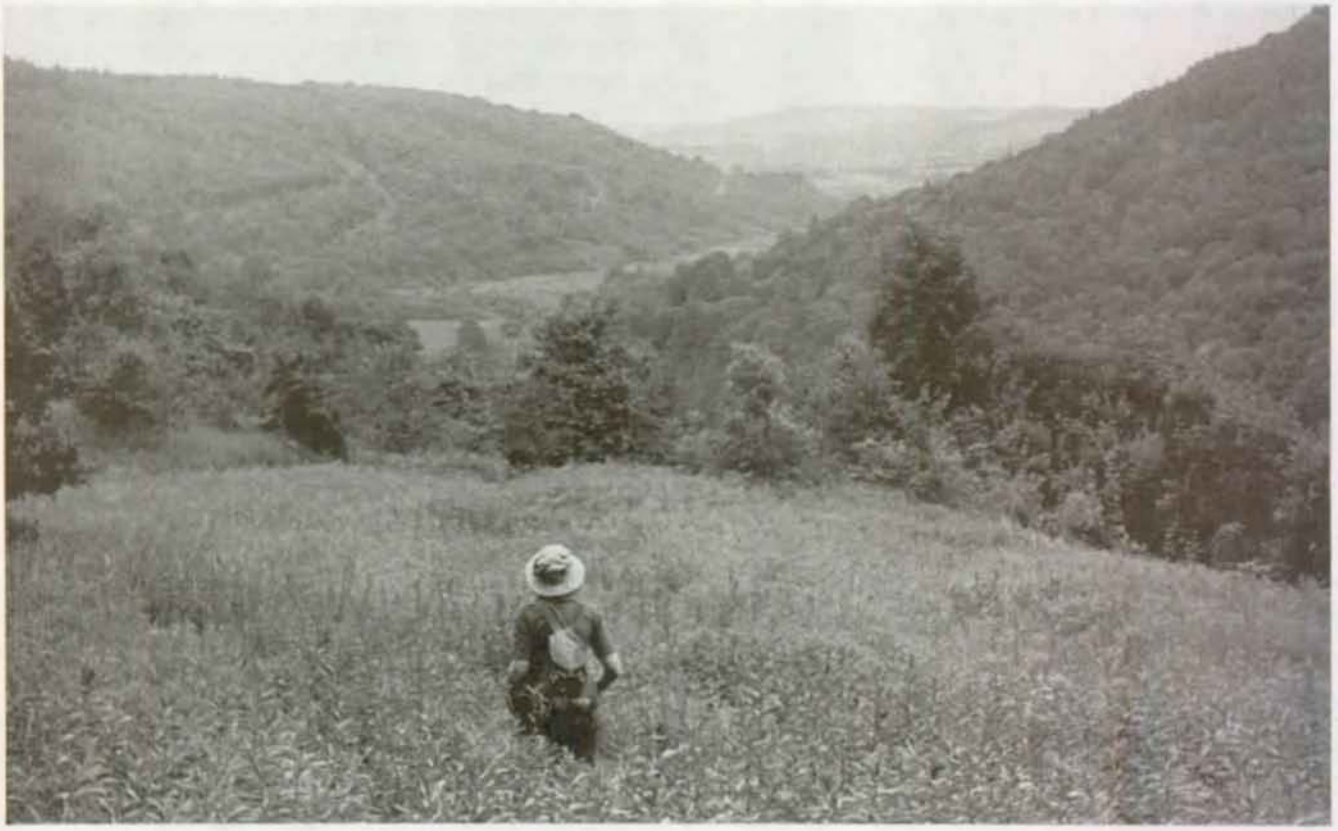
CORRIDOR/LINKAGE

Martha Crusius and Drew Parkin — **The Rivers and Trails Program of the National Park Service: Assessing Resources for Corridor Projects**

Barbara Rice and Marcia McNally — **The Bay Area Ridge Trail Council: A Model in Community Participation**

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Approximately 300 miles of the North Country National Scenic Trail follow the Finger Lakes Trail as it meanders through the rolling glacial topography of New York. The Finger Lakes Trail Conference is an active partner in the effort to establish and maintain the North Country Trail. Photo courtesy of Finger Lakes Trail Conference.

The Rivers and Trails Program of the National Park Service: Assessing Resources for Corridor Projects

Martha Crusius and Drew Parkin

Martha Crusius has been associated with the National Park Service for the past eight years in both park planning and technical assistance. She managed the Arizona Rivers Assessment, Hawaii stream assessment, the Thomas Stone general management plan, and the Merced River trail projects, and assisted on the Schuykill River Greenway and the Steamtown Comprehensive Management Plan. Ms. Crusius received masters degrees in regional planning and energy management and policy from the University of Pennsylvania.

Drew Parkin is one of America's pioneers in the assessment of large-scale resources, especially river systems, and has worked on river projects throughout the United States. An innovator in river conservation, he has been both a private consultant and public servant. Mr. Parkin has a master's degree in community and regional planning from the university of New Mexico

Introduction

Since 1980, the National Park Service has offered technical assistance to state and local governments, non-profit organizations, and citizen groups in over 300 projects in 48 states. This assistance helps communities address problems of environmental degradation, such as pollution, rampant development, poorly managed agricultural and forestry lands, loss of fishing and hunting opportunities, and loss of community image and character.

The key to these projects is local empowerment – finding ways to conserve resources without large-scale Federal ownership or operations. The concept of **partnership** is critical to the success of such projects. Today the Park Service can talk about the methods which have worked successfully in this program, given the realities of political sensitivity, fragility of resources, and skepticism toward government.

The first, and often most important, step in these projects is inventorying and analyzing the resources which shape a project.

Knowing the Resources Is a Key Part of the Process

One effective tool is the planning process presented in the *Riverwork Book*. It is a problem-solving process for use by local groups and offers a practical six-step approach to move ideas into actions. The steps are: knowing the resources, understanding the issues, involving the public, setting goals, considering alternatives, and taking action. These steps encourage communities to consider a variety of factors before choosing the best way to protect an area.

During this morning's session we will talk about the first step in this process: getting to know the resources. In reality this is not a single step, since resource information, the way this information is collected, and the evaluation of resource significance all continue to influence a project throughout its life.

Importance of Resource Information

Recognizing and documenting the resources that make up corridors, whether they are rivers, trails, canals, or a combination, sets the stage for the rest of the process. How the resource inventory and analysis is conducted is critical to the long-term success of the project.

There are two principal objectives in conducting a resource assessment: the first is to develop consensus regarding the significance of the corridor's resources and the need for action to protect them. The second is to provide a base of factual information that can be used in later management efforts.

To foster consensus the resource assessment should be structured to engender "ownership" by local people, organizations, and agencies. The National Park Service relies heavily on citizen advisory groups for this. One of the roles of the advisory group (or task force) is to look at the different aspects of the corridor's resources, such as water quality, wildlife, vegetation, historic sites, recreational opportunities, fisheries, and land use. Our experience has shown this is often best done by local resource experts, not outside consultants.

The values placed on resources are based on people's perceptions and attitudes. Understanding the resources in the context of a community is an important perspective. When the resource study is completed these participants are often the most committed to the next steps in the planning and preservation process.

Recently, for example, a project area included some Oregon white oak, a scrub species that grows along

canyons in transition zones between wet coastal areas and the dry interior. To naturalists this tree is of great value for wildlife; there is concern that its range is rapidly diminishing due to human interference. To ranchers, on the other hand, the tree is a nuisance; it takes up valuable grazing land and its wood is of little commercial value. During a resource assessment ranchers came to accept that the species was ecologically significant, while naturalists came to see the ranchers' position. A protection strategy was developed that took into account the needs of both perspectives.

In collecting information to assist future management, the idea is simple. Natural, recreational, and cultural resources are inventoried to determine what resource values are present within the corridor. Each resource is then assessed to determine which, if any, deserve special management attention. This is done by evaluating the relative significance of a resource in comparison to others in the region. The National Park Service has found that rating resources according to levels of significance (national, regional, statewide, or local) works well. The implication of this type of assessment is that the higher rated resources deserve more attention when developing management strategies.

For example, one factor in many river assessments is "naturalness." To what extent is the river free-flowing and free of shoreline modifications? How does this compare to others in the area? Such an evaluation found that Maine's St. John River is the longest free-flowing river in the northeastern United States. The information has proved to be a critical component in that river's continued conservation.

Focusing the Information

The collecting of resource information does not have to be a major exercise. A wealth of information is usually already available from agencies and individuals who have documented what is needed. Asking the following questions is a useful first step:

- What is the purpose of the project?
- What areas of the project site are you most concerned about?
- What resources are already recognized by legislation or other programs?
- What information currently exists, and are there any conclusions that can be drawn from this information?

Obtaining Useful Information

Look into ways you can get other people to actively help you with your information gathering. A successful corridor project will define the resources and their values objectively and as thoroughly as possible. All interests should be considered: economic, recreational, and environmental.

There are many who can help with the work. Beyond local interested people and groups, there are several government agencies and programs available. National programs, such as the Historic American Buildings Survey (HABS) and the National Register of Historic Places can help determine the significance of historic resources. The analysis of historic sites and structures can be carried out through the State Historic Preservation Officer (SHPO). Plant and animal species and other environmental information can be identified by local offices of the U.S. Fish and Wildlife Service and state fish and wildlife agencies.

Documenting Information

It is important to put information in a form that can be easily used. The focus of each project will suggest whether information should be mapped or placed in narrative form; often a combination of both is necessary. Resource information lends itself to education and public participation activities such as videos, slide presentations, brochures, and posters. A project must never lose the resource focus; resources are what people care about and when they are endangered or neglected it is then that most projects are initiated.

The resource step has two interlocking parts: inventorying and analyzing. Both must be done honestly and candidly, keeping in mind the goals of the project, so that time is not wasted generating unnecessary information. At the completion of the analysis portion, all participants in the project should have a realistic sense of the importance of the resources in the project and the threats and contingencies affecting them. Often issues unearthed in the inventory and analysis steps become critical issues which must be solved if the project is ever to be accomplished.

Case Studies

Many NPS technical assistance projects can illustrate the importance of good resource analysis. These examples show a variety of project types, locations, and complexity.

Bear River Greenway, Wyoming

This 4-mile greenway along the Bear River in Wyoming was spearheaded by a non-profit group called Bear Project, Inc. During the information gathering phase numerous governmental agencies made contributions, including studies of hydrology, wildlife, fishing, and historic features. However, the corridor did not need

careful study to sell itself – once the idea of a greenway was launched it quickly became the obvious action to implement. The town of Evanston has bought 60 acres for the project and local corporations contributed hundreds of thousands of dollars to help build it. The Park Service played key roles in vision-building, promoting the donation of skills by others, and providing training in planning, architectural analysis, design principles, and fund raising. There has been lots of spin-off in upgrading the community's image of itself, and the greenway idea is now spreading to several other towns in southwestern Wyoming.

Delaware and Hudson Canal Heritage Corridor, New York

In partnership with the New York Parks and Conservation Association and a public-private steering committee, the NPS is working to make this canal corridor an attractive centerpiece for Ulster County. Resource work includes mapping assistance, a landowner survey, and resource inventory. Later tasks involved developing management and conservation strategies, raising funds, and conducting public education and promotion campaigns.

Wood-Pawcatuck Rivers, Rhode Island

These two rivers, one a tributary of the other, are recognized as Rhode Island's least developed waterways, totaling 53 miles in length. Under a cooperative agreement with the Park Service, a citizen advisory committee was formed to assess and protect the river resources, including wetlands, floodplains, and prime agricultural soils. The rivers were divided into seven planning units from the mouth to the source, so that overlaying factors could be integrated in each locale, reflecting its unique character. The advisory committee worked with nine towns bordering the project corridor to make management recommendations for each planning unit. A newly formed citizens' group, the Wood-Pawcatuck Watershed Association, helped implement the recommendations by promoting public awareness through a wide range of activities. The project also added impetus to the passage of a state bond issue that included $1 million to protect land along the rivers and begin additional planning in adjacent watersheds.

Horse-Shoe Trail Assessment, Pennsylvania

The Horse-Shoe Trail was developed 50 years ago to provide a trail for horseback riders from Valley Forge to the Appalachian Trail. Most of it was located on large estates by handshake agreement. Today these estates have been sold, many for suburban development, yet the trail's reputation has spread and use demand has increased. In partnership with the Horse-Shoe Trail Club and the Natural Lands Trust, the National Park Service conducted a detailed study of demand, land ownership, state and local regulations and zoning.

Westfield River Greenway, Massachusetts

In a partnership consisting of the Pioneer Valley Planning Commission, National Park Service, the Massachusetts Department of Environmental Management, and many local communities, a plan was developed based on a thorough analysis of the river's special qualities. The plan's goal was to protect outstanding scenic qualities and natural, cultural, and recreational resources along the river which qualified it as a state-designated Local Scenic River. A request for national wild and scenic river designation is now underway.

Santa Ana River Trail, California

In southern California, this 112-mile long river has become the inspiration to develop a "crest-to-coast" trail system connecting the San Bernardino mountains to the Pacific Ocean. Although the toughest challenges involve building long-term mechanisms that foster inter-jurisdictional cooperation, the first stages of identifying the opportunities and constraints along this urbanizing river corridor were extremely important. Since the trail system is envisioned as connecting to communities, parks, natural areas, and major public facilities, an inventory of such facilities in a half-mile wide corridor was carried out. A consultant completed the corridor inventory and then developed the Master Plan which was used to elicit additional resource information from the public so that it could be fine-tuned to better meet public needs.

Northwest Rivers Study, Washington, Oregon, Idaho, Montana

This multi-state rivers assessment piggy-backed on a wealth of rivers information already in hand but never before integrated. It became an excellent way of involving people in a resource assessment. River resources were divided into six distinct groupings: anadromous fish, resident fish, wildlife , recreation, natural features, and cultural resources. All the experts and interested persons for each grouping were invited to collectively assess the resources for all four states.

Often this was accomplished through a series of meetings in each of the regions of a state. For example in Oregon, resident fish were assessed through meetings in each of the state's 10 fish and wildlife management areas. Each meeting was two days long and involved assessing 2,000 to 4,000 stream reaches. Biologists from the Forest Service, the Bureau of Land Management, Indian tribes, the

state, and private groups were invited to participate. In all, 100 Oregon fisheries biologists (the majority in the state) participated. The result was an exceptional base of information and a commitment to support the findings on the part of biologists from a wide range of perspectives. This base of support ultimately led to the designation of 40,000 miles of rivers and streams in the four states as "protected areas," a title that protects significant resources from incompatible hydropower development.

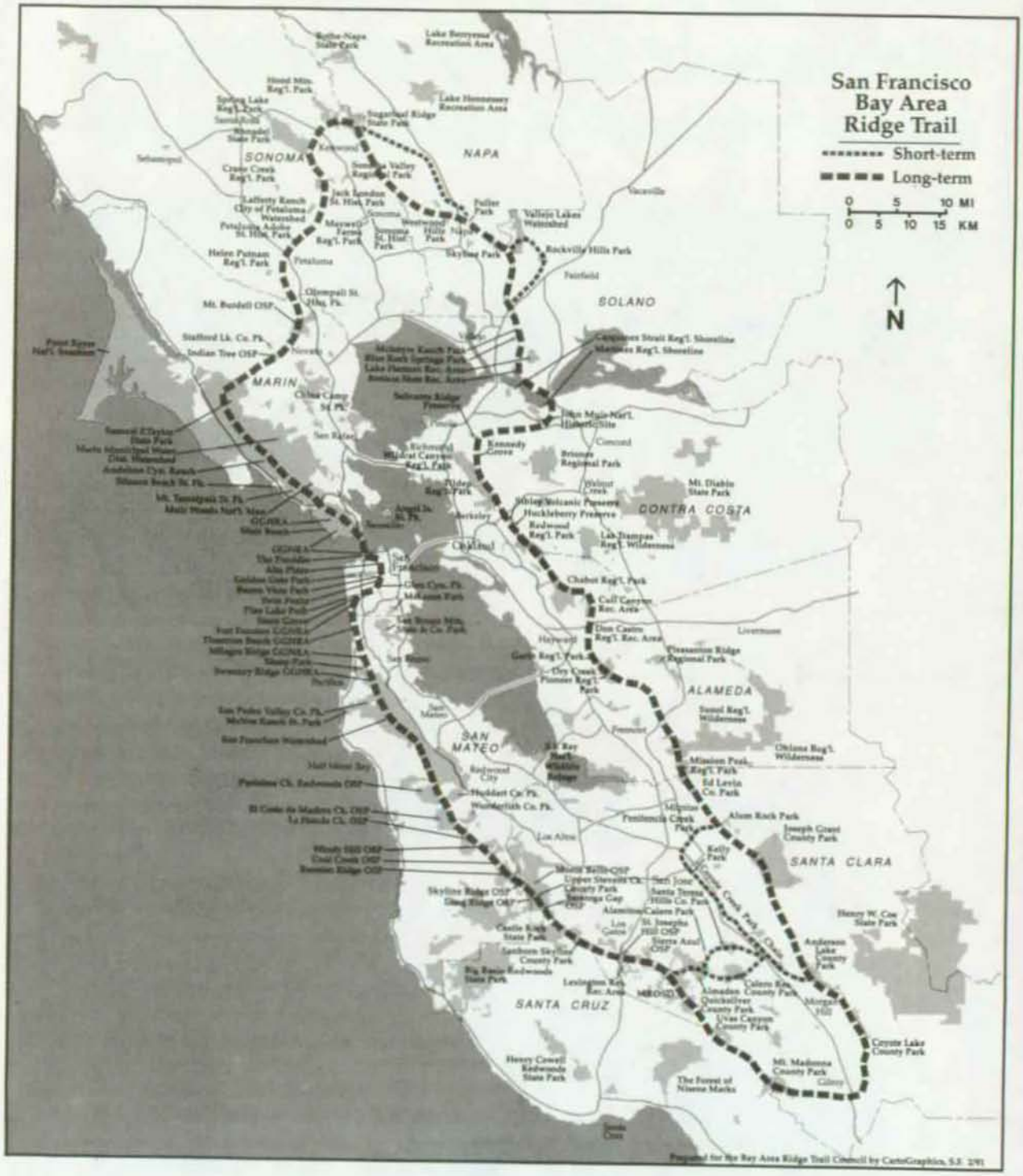
Lackawanna Valley National Heritage Corridor, Pennsylvania

This 39-mile long valley in 15 communities tells the story of anthracite coal in 19th century America. Centered on Scranton, Pennsylvania, it includes a diverse mix of cultures, industrial sites, dramatic wooded hills, and abandoned railroads. Impetus for the project was given by a recognition of the valley's unique cultural resources and the establishment of Steamtown National Historic Site in Scranton. Today a broad partnership with Federal, state, and local interests has been formed to provide interpretation and education for visitors and residents and to build a framework of stewardship to preserve and protect significant resources, plus address issues such as flood control, acid mine drainage, and mineland restoration. It hopes to "shape a new ecology of the post-industrial landscape."

Lessons to Be Learned

What have we learned from our projects so far? Knowing the corridor resources in the context of a community is the key to well-informed decisionmaking. Each resource has a constituency and can be enhanced and protected if these people are approached positively and become involved in the project. Patterns of land use should be understood because people identify with the composite landscape, not just an individual feature. Focus should always be kept on the project's resources because they are what people care about most and are often the reason why the project was first begun.

The *Riverwork Book* process encourages a renewed sense of local initiative and empowerment for citizens. We have found the process provides a platform for resolving many social and economic issues related to the concerns that generated the project. Proof of the effectiveness of the process – especially participation by a community or communities from the beginning of the resource assessment step – is that so many conservation successes have followed this work.


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Ridge Trail
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The Bay Area Ridge Trail Council: A Model In Community Participation

Barbara Rice and Marcia J. McNally

Barbara Rice is director of the Bay Area Ridge Trail Council, a public-private partnership of land management agencies, non-profit groups and private citizens. Ms. Rice's past professional experience includes six years of land and water conservation work with the Chesapeake Bay Foundation in Virginia and with the Charles River Watershed Association in Boston. She has a master's degree in environmental management from Duke University and a bachelor's degree in wildlife management from the University of Maine.

Marcia J. McNally is a principal in the firm, Community Development by Design. She is recognized for her work in the area of forest recreational research and open space master planning, particularly in tailoring techniques to the individual client or community. Her current work includes two public input studies conducted for the California Department of Forestry and Fire Protection. Ms. McNally has a master's degree in city and regional planning from the University of California Berkeley and a bachelor's degree in economics from the University of Hawaii.

The Trail

The Bay Area Ridge Trail is a proposed 400-mile ridgeline trail that will stretch through 10 Bay Area counties surrounding San Francisco Bay, connecting 75 parks and 30 open space jurisdictions (see map on page 52). The trail will highlight natural, scenic, cultural and historic resources and will touch the lives of nearly 6 million Bay Area residents. The Bay Area Ridge Trail Council, the public-private partnership responsible for overseeing the planning, development and management of the Ridge Trail is committed to creating this recreational resource in a manner that cultivates appreciation and protection of the Bay Area's greenbelt of parks and open space.

Background

This project began as a dream of Bay Area residents more than 30 years ago when William Penn Mott, then general manager of the East Bay Regional Park District, conceived the idea of a ridgetop trail. This vision was partially implemented as several regional open space districts became actively engaged in connecting publicly-owned lands within their areas.

Linking the Bay Area's parks and open space was taken up as a regional issue in May 1987, when Mark Evanoff of Greenbelt Alliance, a non-profit organization dedicated to establishing a permanent greenbelt in the Bay Area, organized a meeting to develop a strategy to persuade the San Francisco Water Department to open ridgelands no longer needed for watershed protection that had high recreational value. Trying to solicit attendance at this pivotal meeting was a snap. According to Evanoff, the list of attendees grew with every phone call:

"Everyone already had the vision, it just needed someone to pull it together."

At the meeting Brian O'Neill, superintendent of the Golden Gate National Recreation Area, spoke about the need for greenbelts in cities. Challenged by Bill Mott, then director of the National Park Service, he proposed that the spirit of the recently-released President's Commission on Americans Outdoors report that stated communities must begin now to "establish greenways, corridors of private and public recreation lands and waters, to provide people with access to open spaces close to where they live, and to link together the rural and urban spaces in the American landscape" be carried out in the Bay Area.

O'Neill's proposal was received enthusiastically. A planning committee formed out of the May meeting and by November the first Bay Area Trails Council meeting was held. Trails activists and agency representatives were recruited and by the end of the meeting, the group had a name, an organizational structure, a chairman, committees and a date for the next meeting. Equally important, the group had an agreed-upon objective:

Complete a Ridgeline Trail through the 10 Bay Area counties by 1998, implemented through a partnership of public agencies, non-profit groups and private citizens, following a route through public lands and across public access easements.

Since the first meeting in November 1987, the Bay Area Trails Council, now the Bay Area Ridge Trail Council, has accomplished a great deal. During 1988, citizen volunteers and agency representatives worked together to map the 400 mile corridor within which the trail would be established. As of April 1991, 120 miles of the trail have been signed and dedicated. And, project goals have been expanded to include developing a multi-use trail corridor for hikers, equestrians and mountain

bicyclists of all abilities, promoting regionalism and teaching land stewardship through hands-on experience.

The Partnership Defined

"The Ridge Trail Council offers a model of regional cooperation – its partnership of organizations and individuals is itself a lesson and technique that will benefit other communities." Renew America, 1990

At this point in time, the Bay Area Ridge Trail Council is administered through Greenbelt Alliance. For the past three years, organizational support has been funded through a Federal appropriation, administered by the National Park Service's Rivers and Trail Conservation Assistance Program. Beginning in 1990 the Ridge Trail Council sought to diversify funding to enhance the long-term stability of the developing Ridge Trail organization. Last year, the project was awarded a substantial grant from a local foundation to staff an outreach coordinator and to develop a volunteer support program. The Ridge Trail Council has also received several grants from local corporations for special projects such as portable displays and trail guides. But, most importantly pro bono corporate support, local agency involvement, individual donations and thousands of hours contributed by volunteers form the backbone of the organization.

One of the strengths of the Ridge Trail Council is its top down and bottom up structure that ensures a consistent, high quality trail, while at the same time satisfying the needs of a large, diverse, metropolitan constituency. Members are able to participate at many different levels. There is a regional headquarters in San Francisco, with project staff, a steering committee (30 members), policy board (65 members), and several standing committees (education, finance and technical). These committees and the board are responsible for establishing trail criteria and standards, setting policy, securing financing and providing the county committees with technical and political support. Each of these committees has representatives from both the private and public sectors. Similarly, the chairman is from the National Park Service and the vice-chair from a private consulting firm.

At the local level, there are eight county committees, each with two co-chairs (one from the public and one from the private sector) and field staff support. It is at the local level that the trail is implemented. The county committees, comprised entirely of volunteers, are responsible for defining the routes within the corridor, building the trail if needed, and dedicating the trail segment. The committees are also continuously doing outreach and soliciting new members. Some county committee members are members of the regional committees and visa versa.

Explaining the Success

Undoubtedly one of the keys to the success of the project is the structure of the organization. From the outset, the Bay Area Ridge Trail Council was conceived as a public/private partnership; including citizens and public agencies (local, state and Federal), organized groups and individuals, long-time activists and newcomers. The original planning committee wanted membership to be open to all, not just the traditional environmental or trails groups. Tactically this was wise in that formulating the vision and goals avoided being mired in a debate over narrowly-defined agendas.

The project appeals to the broadest common denominator – the strong constituency that exists in the Bay Area who advocate for a high quality of life and for local recreational opportunities. The emphasis on regionalism allows disparate, small grassroots organizations and open space agencies at all government levels to receive support area-wide, and to contribute to an effort that is larger than their little corner of the world.

The project has focused on developing grassroots support with the idea that supporters in communities throughout the Bay Area would be the ones to implement the project. Volunteers have been just that, people interested in rolling up their sleeves and doing the work. The Council has been fortunate in attracting people with a wide range of talents needed to realize the trail. The membership boasts experts in trail planning and design, mapping, trail building, public relations, graphic arts, law, computer programming, political savvy and just plain tenacity.

In addition to performing the wide range of tasks required to accomplish such an ambitious project, there are many opportunities for participants to gather and have fun. Events, including trail dedications, volunteer recognition potlucks, and organized hikes, are the main form of outreach. These events are numerous, take place throughout the Bay Area and are attended by as many as 300 at a time.

Clearly, the Ridge Trail Council's ability to continue to move forward and produce highly visible success quickly has helped maintain momentum and expand involvement. The project receives a tremendous amount of local press coverage. It has also received several national awards in the few years of its existence. And, having nearly a third of the trail dedicated within two years has made the project immediately accessible to many who aren't involved on a day-to-day basis.

A unique quality of the project that contributes to the success is the on-going volunteer training process. For example, a series of workshops has been developed to assist in trail planning and implementation focusing on

community involvement in trail planning. Last year, for example, the northernmost county committee held a series of two workshops to reconcile conflicting demands on desired trail location and to generate new enthusiasm for the trail, which had waned as a result of the in-fighting. The result, a new trail corridor was defined and six miles of trail were dedicated, marking the beginning of a successful year ahead.

And, more training programs are always in the works. Just last spring, a workshop in media outreach was held for representatives from each of the county committees. A panel of public relations consultants and newspaper people taught participants how to wage a successful media campaign, and a training manual was provided with sample press kits. And, last June, two workshops were held to train county committee members in how to run their own trail planning workshops

Challenges Ahead: What's Next?

Because of the involvement from so many, the Bay Area Ridge Trail Council now has an identity recognized throughout the Bay Area and nationally. As we move ahead to close gaps in trail access, our organization of many will continue to meet the challenges that must be faced to achieve this remarkable vision – the creation of the Bay Area Ridge Trail.

With three years of accomplishment behind us, we have much to be proud of. But, today, we are at a crossroads. Because how we have organized in the past has predicted our success more than any other factor, we believe that our success in completing the Bay Area Ridge Trail will continue to lie in the strength of the Council as an organization and our ability to grow and adapt as we face the challenges ahead. In January of 1991 the Bay Area Ridge Trail Council was faced with a number of choices relating to organizational development:

- incorporate as a private non-profit organization (up to this point the Ridge Trail Council was recognized as an unincorporated volunteer association working under the auspices of Greenbelt Alliance, administrative host for the project);
- be integrated more fully into the work of Greenbelt Alliance; or
- be integrated more fully into the work of the National Park Service.

Having discussed the question of organizational direction for six months, a collective decision was made to move ahead with incorporating separately as a private non-profit organization. A number of considerations guided this decision:

- a separate organization would best represent the coalition of interests embodied in the Ridge Trail Council, a partnership that had matured and grown faster than most had expected; and
- a separate organization would assist in focusing our mission even more, as we face new challenges in closing gaps between public parks and open space.

Having made this decision early in 1991 focus is now turned to developing the parameters of an organization that matches those under which we operated for the first four years. It is expected that the paperwork will be completed by November.

While our accomplishments since 1987 have been remarkable, completion of the Bay Area Ridge Trail will not be easy. Continuing to build an organization that maintains the momentum of our first four years, combining leadership and commitment that results in more miles completed each year and that strengthens volunteer interest and involvement, is the mission that lies ahead of us. Although 250 miles of the Ridge Trail currently lie within the boundaries of public parks and open space, 150 miles of proposed trail access affects private land. Each year, from 1991 on, our mission will grow more difficult as we complete publically-owned segments of the trail and reach out to private landowners for leadership in establishing connections between parks.

Our ultimate success in completing access across private land will depend on the strength of our organization and the effectiveness of our technical support, outreach and advocacy programs. To meet this challenge our approach will be to maximize the involvement of communities in defining alignments crossing private land. Landowner outreach and education will be a major component of our work in completing these gaps. The effectiveness of citizens working in partnership with public agencies will enable us to meet the challenges ahead.

Summary

The Bay Area Ridge Trail Council provides an excellent model for accomplishing a regional goal. The collaborative, public-private teamwork has become the hallmark of the project. Extending the vision to many more Bay Area residents will be key in ensuring fiscal stability and continued grassroots support. Expanding the partnership to include private property owners is crucial to its future success.

The New York State Canal System: Creating a Coalition from Diversity

John B. Sheffer, II

John B. Sheffer, II, Republican, New York State Senator from the 60th District (Genesee County and part of Erie County), served in the State Assembly from 1978-1988. In 1988, Mr. Sheffer was first elected to the State Senate and named Chairman of the Committee on Tourism, Recreation and Sports Development. The major emphasis of this committee is on the protection and expansion of parks, canals, and trails for the benefit of New York State tourists.

This paper outlines the organization of a coalition dedicated to the protection and development of the Erie Canal as a statewide recreationway. A large portion of coalition efforts are currently directed toward the passage of a state constitutional amendment which we will explain in further detail in the body of this text. At the time of this writing, although a legislative effort is well underway, the statewide coalition is just being formed and plans for promoting the constitutional amendment and the revitalization of the Erie Canal System are being developed. This September conference will afford a tremendous opportunity to evaluate the success of our plans and provide a practical perspective on the process of coalition building. We look forward to discovering insights into this process with you as we examine the coalition's progress in September. The context in which the coalition was created will first be examined. The organizational devices used to establish the coalition will then be explained and evaluated. The coalition's present status and future plans will also be explored.

The Context of the Coalition

Background

The Erie Canal System is an extraordinary infrastructure crossing the breadth of New York State. It extends from Buffalo on the shores of Lake Erie through the vineyards entwining the Finger Lakes to New York's capital city of Albany. It runs from Plattsburgh on the Canadian border to the Hudson River which continues south, linking the system to the New York City harbor and the beaches on Long Island Sound. At its inception in 1817, the canal system linked commercial producers, distributors, and consumers throughout the state. In February 1989, the New York State Canal Planning and Development Board, under the state Department of Transportation, released a report suggesting the transformation of the commercially obsolete canal system into a statewide recreationway modeled after European and Canadian canal systems. The New York State Senate Committee on Tourism, Recreation and Sports Devel-opment and Assembly Committee on Tourism, Arts and Sports Development produced legislation to turn the board's recommendations, and some additional ideas, into reality.

The Issue

Canal development is currently restricted because the New York State Constitution prohibits the sale or lease of lands along the canal. At present, the state may issue only one year revocable permits to private investors. Clearly, investors hesitate to make capital investments when they can legally be evicted before the cement is poured. The respective chairmen of the New York State Senate and Assembly Committees on Tourism jointly introduced legislation amending the state constitution to allow the long-term leasing of canal lands from the state. The amendment would not authorize the sale of canal lands. The rationale for this distinction is that leasing allows the state to maintain jurisdiction over the nature of the development and retain ultimate control and title over the land. Investors whose intentions are destructive to the environment, insensitive to the wishes of the local community, and/or aesthetically incongruous with other developments could be rejected. The proposed amendment also removes the current prohibition on charging fees to use the canal. All revenue generated by the canal would be constitutionally dedicated into a special fund for the development, maintenance and promotion of the canal ensuring that canal revenues can only be used for canal purposes. This is a particularly important dimension to the proposal because of the understandable public concern that in the exceptionally difficult budgetary times in recent years, the state has frequently "raided" reserves of money to use for purposes unrelated to the reserve.

The Legislative Process

To alter the New York State Constitution and enhance the development and protection of the canal system, the proposed amendment must pass two separately elected legislatures. It must also be approved by the voters of

New York State. This amendment achieved "first passage" by passing both the Senate and the Assembly in June 1990. As a result of the November 1990 elections, a new Legislature was seated in January 1991. We anticipate the amendment will pass both houses of this second Legislature before the conclusion of the 1991 session. Voters will decide the fate of the amendment, and our resulting ability to enhance the canal as a recreationway, when they arrive at their polling places this November.

The Approach

New York State law prohibits the use of state funds for the promotion of a legislative initiative. Therefore, a strong volunteer effort must be mobilized to ensure the passage of the constitutional amendment this November.

Organizational Devices Used to Create and Build a Coalition

The primary goal of this coalition is to pass the constitutional amendment. A three-step approach is being used to initiate this largely volunteer effort:

Step One: Identify interested groups and individuals. Canal enthusiasts and advocates range from fishermen and boaters to environmentalists, historians, tourism agencies and grade schools. Each group is acquainted with other canal organizations and can serve as a link to interested parties both within and between communities.

Step Two: Identify methods of reaching interested groups and individuals.

- Direct mail
- Public service
- Announcements
- Word of mouth
- Fund raisers
- Events
- Speeches
- Press
- Program segments
- Articles
- Interviews
- Editorials
- Slide shows

Step Three: Organize groups or individuals to accomplish Steps One and Two. These groups fall into four major categories: The legislature, state agencies, canal groups, and other interest groups. Their roles are described below.

The Legislature

Legislators who represent canal communities and/or serve on legislative committees which address canal issues can contribute to the effort by writing op-ed letters and holding meetings with editorial boards about the canal amendment in their local publications. Monthly newsletters produced by each legislator for his or her constituency could also briefly outline the issues surrounding the canal amendment. All legislators addressing canal issues will be provided with a comprehensive and timely packet of information, including a schedule of events relating to canal promotion, enabling them to incorporate information about the amendment into their regular communication with the public.

State Agencies

The Office of Parks, Recreation, and Historic Preservation, the Waterways Division of the Department of Transportation, which currently runs the canal system, the Department of Economic Development, the Hudson River Greenway Council, and the Canal Board all play vitally important roles in the passage of the constitutional amendment. As specialists in the field, they contribute their expertise to the success of any state project and can provide information on the canal and its current and projected impact on the state's economy to the general public. In addition, the State Department of Education plays an important role in identifying and stimulating interest in the public school system. All New York school children study the canal in both fourth and seventh grade and, with the department's assistance, instruction about the canal amendment will be included in the 1991 fall curriculum. Incorporation of the school system will represent a major step toward fostering greater community involvement and understanding of the canal legislation.

Canal Groups

Volunteer organizations dedicated to the preservation, promotion, and revitalization of the New York State Canal System work year around throughout the state. They are well versed in organizational aspects of local festivals and similar community events. These groups can not only struc-ture community activities related to promotion of the consti-tutional amendment, they are also adept at locating funding sources for these types of programs.

Other Interest Groups

Groups such as yacht clubs, historical societies, and environmental groups are often associated with a larger network of similar individuals. They will be helpful in reaching their own membership with an organization-wide position on the constitutional amendment. We predict that these types of organizations will be critical to the successful passage of the canal amendment because they prvide a means of directly contacting and communicating with individuals who don't live or work near the canal or its tributaries.

Marketing Strategy

The Senate and Assembly Tourism Committees conducted a series of six public hearings along the length of the canal on the constitutional amendment and, in general, the proposal to create a major recreationway on the canal system. These hearings served two critical functions: elicit feedback on the legislative initiatives so that they could be modified to address the needs and concerns of the communities along the canal and identify the individuals and groups most concerned and/or enthusiastic about the creation of a European-style recreationway. We sought their opinions about these specific ideas:

- Should the New York State Canal System be developed as a statewide recreationway based on the Canadian and European models?
- Should the constitution be amended to allow for leasing of canal lands from the state by private investors?
- Should there be a fee to use the canal? If so, who should be assessed and how should the assessment be collected?
- If the canal is developed into a statewide recreationway, who should be responsible for overseeing the new development and continued protection of the canal?

Hearing participants provided a wealth of well crafted recommendations and precise comments about all aspects of the legislation. Most importantly, community after community echoed support for the transformation of the canal system into a carefully structured, environmentally sound recreationway. The committees then worked to incorporate hearing testimony into the canal initiative which will encourage further support for the amendment. The transcripts from the hearings provided a written record of organizations already working on canal issues, annual festivals involving canal themes, the handful of private enterprises that braved the 30-day revocable permit and are prospering at the water's edge, the problems they and others have encountered as well as the bread and nature of recreational activities the canal has already inspired. The audiences located the farthest from the canal are clearly the most difficult to reach. The coalition is attempting to use the following organizational systems to draw the attention of non-canal side residents to the need for the development, protection and promotion of the canal system:

- Issuance of a 175th Anniversary Commemorative Canal Stamp by the United States Postmaster General
- Orchestration of a statewide festival commemorating the opening of the canal system, including a reenactment of the "Wedding of the Waters." The reenactment includes several flotillas traveling branches of the canal as complemented by activities in communities along the route. The festival culminates with flotillas arriving together for a celebration at New York Harbor on Columbus Day weekend. Honored guests such as Secretary of the Interior Manuel Lujan, Governor Cuomo and Mayor David Dinkins have been invited to this final ceremony.
- Encouragement of not-for-profit statewide organizations (boating, libraries, historical societies) to include canal issues in their publications and activities.
- Creation of a traveling slide presentation outlining the canal system's historical and economic importance to New York State.

The Timeline

Implementation of the campaign to market and pass the constitutional amendment will begin in May and build through November. The bulk of campaign efforts during May and June involve the legislative branch of the coalition. Editorial boards across the state will be contacted by legislators representing canal communities. Each legislator will be provided with a complete packet of information about the amendment and other canal issues to support articles, speeches, and mailings they will produce. Legislators will also have general information about the "Wedding of the Waters" festival and specific information about the role their community is going to play. Suggestions will be made about ways they can get involved in local aspects of the festival. The remainder of this effort should be directed toward increased awareness on the part of the public and passage of both the amendment itself and implementing legislation. Canal materials and information about the constitutional amendment will also be sent to the local school systems in May and June. Special emphasis will be directed at the fourth and seventh grades because the Erie Canal System is a mandatory portion of the curriculum for those years. Packets will include suggested lesson plans and activities as well as any necessary teaching materials. The Department of Environmental Conservation coordinates the Adopt a Waterway Program and will reward classrooms with "official adoption papers" for any section of the canal they study, visit, or help maintain. The program is very flexible about the nature and duration of classroom projects and is certain to be an important part of the teaching packets.

The campaign focus in July and August will shift away from general awareness of the canal and its importance to the state to specific issues raised in the Amendment. The controversial issues in the amendment will receive special attention so that the state's opinion leaders will be fully prepared to field questions about the intricacies of the proposal. Areas which are anticipated to elicit

the most concern are the security of the canal fund which insures that all money generated from the canal will be used for the canal, the nature of the fee structure for canal use, and the involvement of the local communities in the design of canal development. In September and October, the legislative sponsors, the State Department of Transportation and a host of volunteers, will criss-cross the state discussing the amendment and educating voters on the relevant issues. Emphasis in the early part of this two month period will be in areas farthest away from the canal and progressing to those abutting the canal as Election Day approaches.

By the September conference, this effort will be well underway. We look forward to evaluating the success of the early stages and updating the plans for the final two months prior to the November statewide vote on the proposed amendment. Although passage of the amendment is by no means the only goal of the coalition, it is a critically important step in the continuing effort to give vitality to New York State's wonderful canal infrastructure.

The Delaware and Lehigh Canal National Heritage Corridor: Community-Based Partnerships and Their Impacts

Deirdre Gibson, Willis M. Rivinus, C. Allen Sachse, and Isidore C. Mineo

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Introduction

Historic canals and towns, scenic rivers, mountains, green valleys and natural areas, remnants of early and powerful industries and a distinctive religious heritage characterize the Delaware and Lehigh Canal National Heritage Corridor. In 1988, Congress recognized the national significance of many of its resources and designated the 150-mile Corridor, running from Wilkes-Barre to Bristol, in eastern Pennsylvania.

Congress responded to a long-held grass roots vision for the Delaware and Lehigh valleys. This vision foresees the conservation of not just the canals, but also their settings: the related pioneering industries, the historic towns, and the larger natural and agricultural landscapes that still remain. The vision also includes the conservation of intangible resources: ethnic and workplace heritage and skills and the arts.

Congress also recognized the success of 50 years of state and local conservation partnerships in the region. Early, successful partnerships have been a springboard for the Corridor effort:

- Today, the Delaware Canal is the nation's most intact and fully watered towpath canal. But when navigation on the 60-mile long Delaware Canal ceased in the 1930s, and the Commonwealth of Pennsylvania acquired it for a linear state park, Depression era economics had quickly led to its decline. A citizens' group, now called the Friends of the Delaware Canal, formed in response to the need. Its 50-year partnership with the Pennsylvania Department of Environmental Resources has resulted in broad public and political support for the park. The Friends have worked with the state to fund and oversee a master plan and to renovate a locktender's house as an interpretive center. They provide brochures and newsletters, aid in interpretation, sponsor events such as canal walks and cleanups, and are advocates for funding.
- The Lehigh Canal was the nation's last and longest operating towpath canal, ceasing operations in 1942. Philanthropist Hugh Moore had a dream that the abandoned canal could become a greenway connecting the urbanized areas of the Lehigh Valley. When the cities jointly resolved to acquire the canal, Moore provided matching funds and endowed a citizens' group to develop a park and a canal museum. Today, the towns continue to restore and reconnect a 15-mile section of the canal.
- The citizens and elected officials of six small towns in Carbon County followed the example set by the cities and in 1975, joined to purchase an eight mile section of the Lehigh Canal, using matching funds from the Pennsylvania Department of Community Affairs (DCA). The towns, which range in population from 500 to 5000 people, established a recreation commission which uses each town's $300 annual contribution to buy supplies and materials, and which coordinates volunteer labor and the use of municipal equipment to rewater the canal and to re-establish the towpath as a bike-hike trail.
- Bristol, the historic southern terminus of the Delaware Canal, was once an important river port and shipbuilding center. By 1985, its waterfront was derelict, but was adjacent to a viable downtown business district and a rich collection of architecture. The NPS worked with the town on a physical and economic revitalization project. The Borough Council, Lion's Club, Business Association, and historical society came together to provide funds and services to get waterfront and streetscape improvements underway. Their commitments and early achievements, and their increasing sophistication in leveraging funds, attracted participation by the Nature Conservancy, the DCA, two major foundations and an international chemical

company. Through these partnerships, the waterfront and main shopping street are rehabilitated; an important estuary is conserved; a rails-to-trails project is completed; the canal is being reclaimed; and renovation of historic buildings is going on throughout the town.

- The Tubs Nature Area, in Wilkes-Barre, is named for seven large pools which were scoured in the bedrock by meltwater from receding glaciers. A mountain stream cascades down this gorge, which is lined with mature hemlocks and rhododendron. In 1975, a citizens' group came together with two municipalities and Luzerne County to acquire this and surrounding lands for a mountain park. With donated services from attorneys and real estate experts, and with funds from local business, the chamber of commerce, and the DCA, the Tubs Advisory Council has acquired 535 acres of land through donation and bargain sale, and has begun implementation of a master plan for the park.

Despite numerous successes such as these, citizens perceived larger needs. The coordination which could link the various efforts, programs and sites into something larger than the sum of the parts was missing. Completion of the interstate highway system here and the region's location between New York and Philadelphia is leading to rapid urbanization, and pressure on the area's resources is growing. It was clear that a forum was needed through which all concerned individuals, organizations and governments could work together to conserve the region's heritage. This forum was provided by the Federal legislation which created the Corridor (an affiliated unit of the National Park System) and the National Heritage Corridor Commission.

The commission is comprised of 21 individuals, nominated by the Governor and appointed by the Secretary of the Interior. Eight representatives from local government; eight private citizens; one representative each from the Pennsylvania Departments of Community Affairs, Environmental Resources, Commerce, and the Historical and Museums Commission; and the Director of the National Park Service are included. The Commonwealth has joined the commission as its most important partner: it provides significant matching funds through the new Pennsylvania Heritage Parks Program, and guidance from state agencies is coordinated through this program. The National Park Service, Mid-Atlantic Region, provides technical assistance and administrative support to the commission.

The commission's purpose is to oversee a planning process which will result in the creation of active, successful partnerships among local governments, state agencies, the NPS and federal agencies, business and civic sectors, and historical and environmental organizations: each engaged in cooperative activities that collectively result in the implementation of the National Heritage Corridor plan in the years ahead.

Community and Partnership Issues

The Corridor includes 5 counties, 65 primary municipalities, over two million residents, and varied resources. The primary partnership issues to be faced during planning and implementation were readily apparent:

Common agendas and competition

We began our work by looking for common goals but found that there are few, and that even these few do not apply equally. A single message, or a few "big ideas," would not be supportable throughout the Corridor.

There are also wide differences in sophistication about planning and implementation among the municipalities. Some towns have a well-developed agenda; some have to be coaxed to begin to imagine the possibilities. Some are experienced in using processes and know how to recognize opportunities; some know what they want but not how to proceed. Many were suspicious that the commission would favor the larger towns, or the smaller towns, or simply "them." We were faced with the need to level the field and to develop a process that would be inclusive and supportive of all the towns.

What's in it for me?

We initially thought that this issue was one of helping each town and interest group understand what the individual benefits would be while keeping the larger goals in sight. As we discovered that there are, in fact, few common goals, the issue became one of learning to listen and to understand what is needed, and how to tailor the goals to fit.

Because many towns and groups initially saw little to be gained from participating, an additional question was how to create an environment in which they could expect that things can become better; to understand that they do have choices about the future; and that there are better, more pro-active ways to do business.

Bottom-up planning and implementation

Because of the significant participation of state and Federal agencies, we have been concerned from the beginning with how to ensure a community-based plan. Getting the word out to the public and getting the public involved is time- and labor-intensive. The heritage concept is just esoteric enough that the learning curve is steep, and

it cannot be shortcut if a truly interactive process is to be achieved.

The commission, with a comparatively small budget and no regulatory power, has neither a carrot nor a big stick, and yet it must face our potential partners' fears of governmental control. Additionally, the commission must compete with many other worthy efforts for the critical attention of the key persons and partners who can make the Corridor work.

Can institutions really compromise?

The success of the Corridor will depend on cooperative actions by a variety of private institutions, agencies and levels of government, with differing missions, procedures, fiscal years, and attitudes toward partnership parks. How can they be induced to bend and grow?

Additionally, the commission and its cooperators needed to learn how to recognize existing local political processes and how to work within them.

The Partnership Process

The commission's goal is to develop and implement a broadly-supported strategic plan for the Corridor's resources. We know that without a broad base leading to new, effective partnerships, there is little chance for implementation. We also know that the key to resolving the issues noted above, given the relatively small size of the commission's budget in relation to the relatively large size of the Corridor, is strategic, rather than comprehensive planning. Four important actions have characterized our strategic planning:

- develop an interactive public involvement process;
- use local private non-profit organizations for basic research and recommendations;
- build on existing successful partnerships; and
- plan for implementation from the beginning.

The commission's earliest action was to work with a consultant to **develop an interactive public involvement strategy**. The strategy helped us to identify and reach out to key people and organizations early and throughout the development of the master plan. These local officials, civic, environmental and historical organizations, leaders from business and industry and major landowners are a primary source for information, opinion, feedback and guidance. These are the people who are at the core of partnerships and of the partnership-forming process.

The strategy guides the commission on appropriate times and formats for regular workshops with local advisory groups which we have established, and with the public at large. Building grass-roots support takes effort, attention and planning, but an educated public will lead its leaders. Tools we have used include a video, a slide show, a brochure and a tabloid newspaper insert on the Corridor and the planning process; a newsletter that is sent to a targeted mailing list; a speakers' bureau; a press kit; and briefings of the editorial boards of the Corridor's six primary newspapers. The NPS worked with regional tourist agencies to produce a guide to the Corridor's resources. We hold topical resource workshops with local experts and enthusiasts. Congressmen Paul Kanjorski, Peter Kostmayer and Don Ritter have held town meetings and sponsored press conferences on the Corridor. All of these have resulted in the creation of wider understanding and support for the heritage concept.

Public involvement revealed goals and preferences of which we had been unaware, altering our agenda and our process for the better. Our early start in this field helped address the slow learning curve inherent in these projects, which is resulting in ready partners as we need them. Repeated interactive communications demonstrate that this is an open and accessible process; decisions are seen to be reached by consensus; and local fears of governmental control are lessened. We have also learned that we must continually reach out to people with information on positive things that are happening, whether sponsored by the commission or not, in order to raise their sights and educate them about the possibilities.

We believe that the key to successful implementation is to enroll long-term partners from the beginning. This is why we **use local, private non-profit organizations** with impressive conservation and preservation track records to undertake basic research and to advise the commission:

- A consortium of the Bucks County Conservancy, the Wildlands Conservancy, and The Nature Conservancy are assessing the natural and recreational resources of the Corridor; surveying all and meeting with most of the local governments, conservation and sporting groups; identifying conservation opportunities; and making recommendations to the commission on policies and short-and long-term actions. The conservancies are the Corridor's most successful conservation agencies and are adept at partnering with all levels of government in land protection. In addition, their large numbers of members provide a built-in support group for the goals of the Corridor.
- The Hugh Moore Historical Park and Museums, Inc. (HMHP), which operates a canal park and museum and is the state's primary archive of industrial history, is working with the Bucks County Conservancy, the Pennsylvania Historical and Museums Commission and the NPS on an assessment of the Corridor's historic resources. HMHP is one of the Corridor's major interpretive facilities and frequently consults nationally for canal and industrial history related institutions.

• The Department of Landscape Architecture of the Pennsylvania State University is assessing the cultural landscape of the Corridor, and will make recommendations to the commission on protection of landscape elements, sense of place and scenic landscapes. The department has developed a computer based mapping system for the Corridor which could be the basis of future extension service work for communities.

• The Pennsylvania Heritage Affairs Commission (PHAC), which works with local governments and institutions to conserve the Commonwealth's varied cultural traditions, is assessing the ethnic and workplace heritage resources of the Corridor. The commission is building on PHAC's existing outreach program to the more than 40 ethnic groups in the Corridor.

The research and particularly the outreach that these local institutions performed pinpointed goals and agendas for us, and it has led us to devise a strategy for a more responsive action plan. Early attention paid to every town and organization by these experts (attention that the commission and its limited staff could never have paid) reassured the public that they do have a say in the plan. More important, the understanding and insights into the Corridor concept gained by the local non-profits in the course of doing this work is leading them to adopt Corridor goals as part of their missions, helping to ensure implementation of the commission's plan.

The commission's enabling legislation directs it to build on existing plans; we have broadened this instruction to include **building on existing successful partnerships.** The most salient of these include those described below:

• The Lehigh Valley Partnership includes the chief executives of the valley's top 30 businesses and industries. Its mission is to promote a regional approach to civic education, the protection of open space, and rational development, particularly the reuse of existing industrial areas. The partnership was an early and influential supporter of the Corridor, and this year, it launched the Lehigh River Foundation to aid the effort both philosophically and financially. Interlocking boards on the partnership, the foundation and the commission ensure the fullest understanding and support of Corridor concepts and goals.

• Leadership Lehigh Valley (LLV) is a long-standing program funded by chambers of commerce and local business and industry which annually brings together the area's most promising young people in projects meant to develop civic leadership skills and to be the basis for future partnerships. For the last two years, the LLV classes have chosen projects designed to support the Corridor. The Class of 1990 researched and wrote a detailed catalogue of historic industrial sites in the Corridor, including current condition and potential for preservation and development. This year's class has produced a proposal and feasibility study for the establishment of a Ranger Corps which would bring educational and job opportunities to disadvantaged youth while providing needed interpretive personnel for the various parks and institutions in the Corridor.

• The Private Industry Council of Lehigh Valley, Inc. operates a training program for disadvantaged youth to improve their employability, instill citizenship, and accomplish needed conservation, recreation and historical preservation work. This year's partnership is illustrative: the Pennsylvania Departments of Labor and Industry, and Community Affairs have given grants and tax credits for private donations of matching funds; the Community College provides remedial education; and the City of Bethlehem funds equipment and materials for the rehabilitation of an historic ice house and restoration of two Lehigh Canal locks and part of the canal. In the next two years, crews will work in additional areas of the Corridor, restoring the towpath trail and other facilities, and building interpretive signs.

• The Bushkill Creek Greenway project is considered to be a model partnership for the Corridor. A 14-mile greenway, including important historic sites and a rail-to-trail, is to be established on this tributary of the Lehigh River. With funding from the DCA, the chamber of commerce, and local businesses, five municipalities and Northampton County are cooperating to assemble land and easements. The Wildlands Conservancy is coordinating the work and providing public outreach, and Lafayette College is providing GIS modeling.

• An operating partnership of the DCA and the Mid-Atlantic Regional Office of the National Park Service was in place and ready to provide support when the Corridor concept was incubating, and was there to get the commission and its work up and running. The two agencies' previous partnerships in conservation and heritage projects throughout the state meant that personnel and operating procedures were well known to each other. Both agencies have stretched staff, funding and priorities to keep the project going.

Organizations such as these already have conservation and preservation agendas and serve as examples of successful and achievable partnerships. They can act as cheerleaders for other organizations and as facilitators for less sophisticated local governments which are taking tentative first steps. The partnerships are in place, well connected, and proven to be effective. Their early and substantive involvement will lead to a better and more targeted plan and also makes them prime partners for implementation. We discovered that all these institutions were willing to stretch and to reach out to other partners when two key criteria were present: good ideas, which were well supported.

The fourth action which characterizes the commission's planning process is **planning for implementation from the beginning.** We have already described how we built a public education campaign; how we employed local private non-profits who can be expected to carry out much of the implementation; and how we built on existing partnerships. It is also important, however, to be able to demonstrate tangible results at an early stage, and this is why, during its first year of operation, the commission laid the groundwork for early implementation projects:

- Using funding from the DCA and local matching funds, the commission has established a TRAIL Program, an acronym for towpath, recreation, access, interpretation and linkages. The most broadly supported Corridor goal is the completion of a 150-mile trail from Wilkes-Barre to Bristol, which would include the towpaths of the two canals and old railroad rights-of-way, and this program provides capital funds to local agencies in achieving this.
- The commission has also applied to the NPS Rivers and Trails Program for funding for a Rails-to-Trails action plan for a 24-mile abandoned railway which is the last major unsecured section of the proposed trail. Leadership Wilkes-Barre, the Pennsylvania Game Commission, and an ad hoc committee comprising local sporting and conservation associations will be the partners in this effort.
- The commission has initiated a graphic identity project in order to make the Corridor visible as early as possible and to provide a distinctive, cohesive identity. Using funds and in-kind services from the DCA, the Friends of the Delaware Canal, the Private Industry Council, local visitors bureaus, and the Bureau of State Parks, and interpretive services from the NPS, we will develop graphic standards for interpretive and directional signs and printed materials, and will install signs in and print posters for the Corridor's parks. Funds from the TRAIL Program will be granted on a matching basis to communities and non-profit museums or nature centers to participate in the graphics program.
- The commission has published a guide to the Corridor's resources which was produced by the NPS in cooperation with three regional tourism agencies and the Pennsylvania Department of Commerce. Funding was also received from local businesses. This brochure, in the distinctive NPS Unigrid style, has received wide distribution and attention throughout the Corridor.

Highly visible projects unify the Corridor and help the disparate communities to think beyond their own boundaries, linking them in support of larger goals. Small-scale projects such as these create opportunities for towns and organizations of all sizes to participate at levels comfortable for them, reducing the problem of competition. Visible examples create a climate of success and help communities and organizations to understand that they do have choices.

The early enrollment of key organizations in successful projects is the basis for broad-based community implementation in the long run. Early definitions of possible roles for institutions in implementation allows them the time they need to arrange budgets and priorities to respond.

Conclusion: Community Benefits

Communicating the benefits of cooperation to potential and enrolled partners is a primary and critical sales tool in garnering support. Many of the benefits will take 10 to 15 years to develop, but others are already apparent:

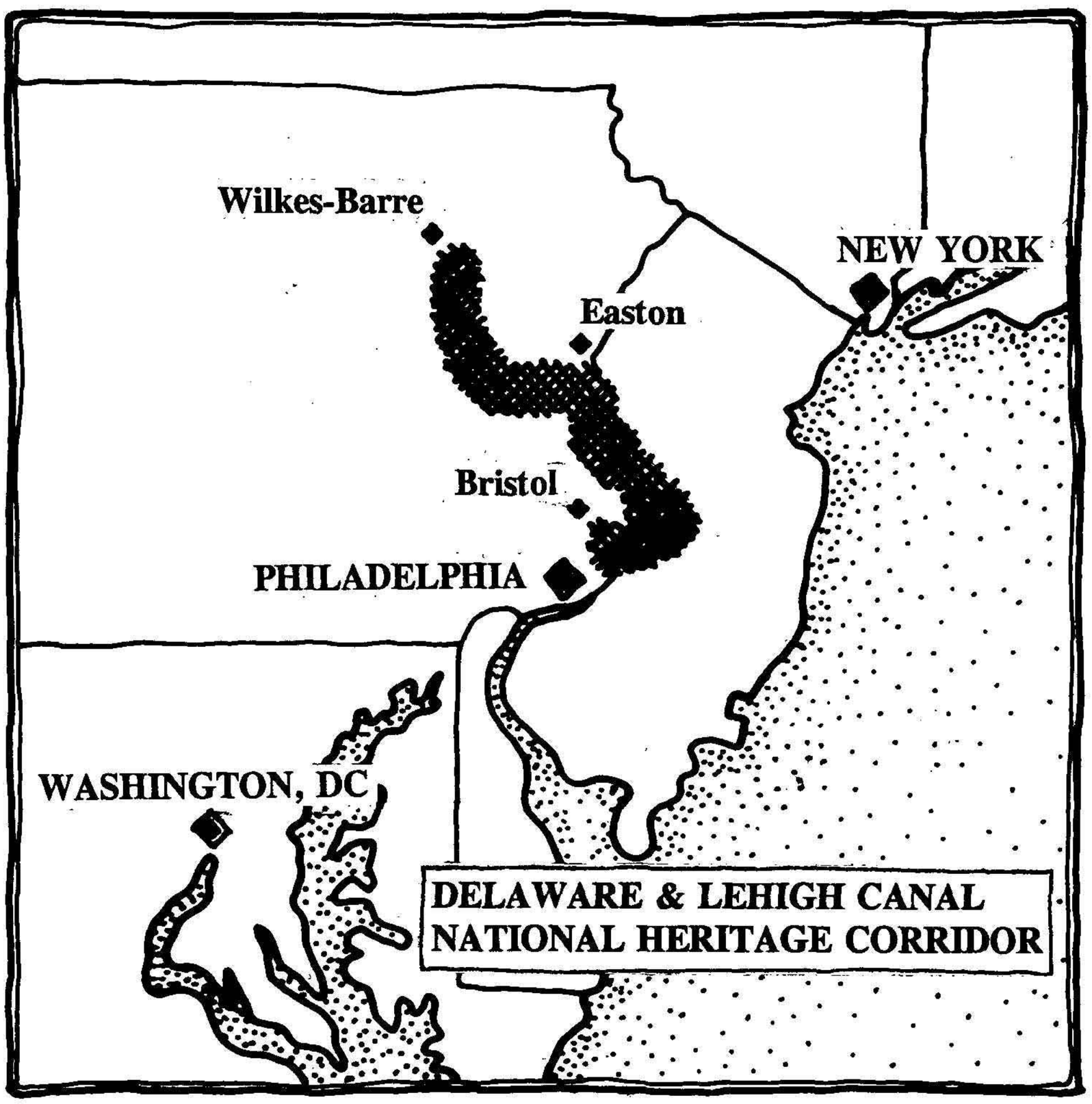
- Pride and interest in local heritage are increasing, and people are coming together around this common interest, in many cases for the first time.
- The attention that the commission and its cooperators are giving to local features such as degraded waterfronts or abandoned rail lines is causing people to take another look at their potential and to explore how to turn a negative into a positive.
- The study process is generating and consolidating basic resource research which would not otherwise occur. This is leading to identification and protection of the scenic, envi-ronmental, cultural and historic integrity of communities.
- The attention that the Corridor has already received in the media, and the cooperation of the state and local tourism agencies has led to an increase in tourism.
- Visible, successful partnerships bring funding assistance that would be otherwise unavailable from Federal, state and foundation sources, which look favorably on regional cooperation.
- The commission's and its cooperators' willingness to initiate projects has challenged local governments and organizations to build on and continue the work.

We foresee additional benefits to communities and organizations who join in this work:

- Cross-jurisdictional partnerships will result in providing more and better close-to-home recreation of a type and quality which towns are no longer able to provide on their own.
- A larger constituency and new sources of assistance will be available for the conservation of cultural and natural resources which cross boundaries, or which cannot be supported locally.
- Cooperative assistance will be available to schools and visitor-oriented institutions in historic, cultural and environmental interpretation and programs.

• A regional framework will help communities to resist pressure to accept development in inappropriate places.

The people of the Corridor are skilled at managing partnerships of all scales and degrees of complexity. A vision as broad as that which is developing for the Corridor has required that we depend on such partnerships, and that we develop new ones to reach into all corners of the region and all fields of resource conservation. People want to help; they enjoy being part of exciting and successful initiatives. A wide range of partnership opportunities ensures not only the fullest participation but also the realization of the vision.



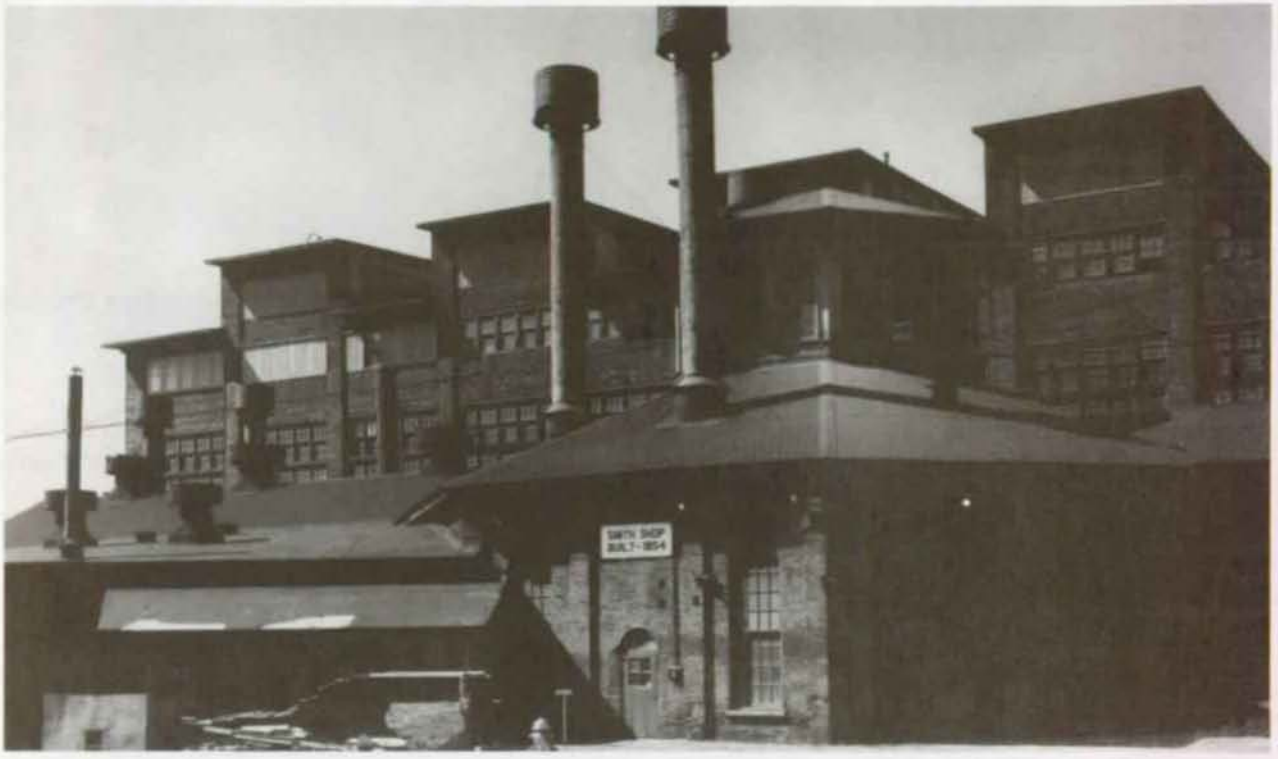
REGIONAL

John Bennett, Brenda Barrett, Randall Cooley, and Keith Dunbar — **The America's Industrial Heritage Project**

Gerald J. Pagac — **The Falls of the Ohio: A 350 Million Year Resource; A 25 Year Effort; A Successful Partnership**

Charles W. Blackwell and Gary D. Childers — **Chickasaw Cultural Preservation Policy and Projects**

Robert D. Barbee, Paul Schullery and John D. Varley — **The Yellowstone Vision: An Experiment That Failed or a Vote for Posterity?**





The America's Industrial Heritage Project

John Bennett, Brenda Barrett, Randall Cooley, Keith Dunbar

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Brenda Barrett is director of the Bureau for Historic Preservation, Pennsylvania Historical and Museum Commission, Harrisburg, PA.

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Synopsis

Public Law 100-698 created the Southwestern Pennsylvania Heritage Preservation Commission to steward a nine county partnership effort called the America's Industrial Heritage Project (AIHP)
which is aimed at commemorating the significant contribution the region made to our National industrial development between 1800 and 1945. The project's twofold goal is to encourage the protection and enhancement of the important historic resources of the region, and to use these resources as a focus for tourism and economic development initiatives. The key themes commemorated by the project are the contributions of the iron and steel, coal and transportation industries of the region, along with the labor and social history of the people.

Developing regional partnerships is the key to the success of AIHP. Ever since the inception of the project in 1985 with the *Reconnaissance Survey of Western Pennsylvania Road and Sites*, the subsequent August, 1987 *Action Plan*, to the current production of the commission's comprehensive management plan and the development of specific program initiatives, the success of AIHP has been contingent upon the creation and cultivation of partnerships. These partnerships have been developed between municipal, county, state and Federal levels of government, and between the public and private sectors.

In addition to more formalized partnership arrangements, which have included the promulgation of memoranda of understanding and cooperative agreements to meet project goals, the success of AIHP is hinged on the involvement and interest of the people of Southwestern Pennsylvania. AIHP is not only about the "captains of industry" such as Charles Schwab, Henry Clay Frick, Andrew Carnegie, or John Mellon, it is about the common man: the steel worker, the coal miner, the train crewman. Maybe that's why literally hundreds of volunteers have donated thousands of hours to help AIHP in one way or another.

A few examples of this important piece of the AIHP partnership follow. All are local examples, and demonstrate the type of enthusiasm that has been occurring all over the nine county region during the past 4-5 years of project activity.

At the Johnstown Flood National Memorial, which tells the dramatic story of the tragic 1889 flood, some 5000 local volunteer hours, involving over 85 persons from the nearby community of St. Michael, PA were donated to the National Park Service during the 1989 flood centennial season. To help boost a regional rails to trails effort by the commission, over $300,000 and thousands of volunteer hours have been counted from private non-profit organizations and individuals. Participation at the local level supports acquisition and maintenance of abandoned rail lines, and match available state and Federal funds for the conversion of over a hundred miles of abandoned rail lines to active non-motorized recreation and interpretive trails. Thousands of volunteer hours have gone into the production of the National Folk Festival in Johnstown, PA over the past two years, with area churches taking the lead in a celebration of culture and ethnic diversity. Over $500,000 and countless hours have been contributed to the Altoona Railroaders Museum in an effort to restore the official State Steam Locomotive, the Altoona built Pennsy K-4, thus providing visitors with a glimpse of a bygone era in railroad history. Now the non-profit Altoona museum is about to enlist another corps of volunteers to help staff the newly constructed Horseshoe Curve National Historic Landmark Visitor Center. Railroad enthusiasts in Huntingdon County have purchased an old signal tower from Conrail, and today the Hunt Tower provides a home for a small community museum and a dispatch office for the community's meals on wheels and other area agency on

aging programs. Donations totaling over $95,000, including over $25,000 raised by local school children, have resulted in 40' X 60' American flags placed atop the Inclined Plane in Westmont Borough and Altoona's Gospel Hill. Private contributions exceeding $20,000 have made it possible for three regional planning efforts to begin in conjunction with the Pennsylvania State Heritage Park Program. Coal miners and the local Rotary Club in Windber, PA have donated over $10,000 to erect a new bronze statue in their local park to honor the mine workers in the region. Bethlehem Steel Corporation has conducted free public tours of the working steel mills in Johnstown, PA and the Cambria County Transit Company has provided free bus transportation to the public to and from the tour sites. Park rangers and company guides help interpret both historic and modern steelmaking to the visitor.

Regarding the economic development and tourism promotion aspect of the project, the partnership approach through AIHP helps to contribute to the economic diversity of the region. Significant opportunities for private investment exist, and will only increase as the need for visitor services keeps pace with the development of visitor attractions. A coordinated tourism promotion program, achieved through the commission's tourism and marketing committee and at the regional and county level also provides for better communication and service to the visitor.

Many Pennsylvanians today can trace their heritage to an association with an industry or an industrial community with which they have a strong identity. That is why AIHP was embraced so enthusiastically from the outset. The project instills a sense of pride and history in the people of the region. Much of the success of the project is attributable to the partnership approach, which promotes recognition of the important contribution that each industry made to the industrial development of the Nation, and recognizes the people who toiled so that others could reap the benefits of their labors.

After the release of *The Reconnaissance Survey of Western Pennsylvania Roads and Sites* in 1985, the Southwestern PA partnership was beginning to form. After a series of field hearings were held, it was evident that the citizens of the area, (1) liked the notion of commemorating the region's industrial history, and (2) saw the best way to accomplish this goal was to work together as a region. The first manifestation of the partnership was the appointment of an ad hoc commission by Congressman John Murtha (D-12th PA), to advance the notion of AIHP throughout the nine county region. The ad hoc commission, a bi-partisan group of some 35 local public officials, and business and civic leaders from across the nine county region spread the partnership fever to others, and enlisted their financial and political support. Later, this same group, with assistance from National Park Service staff, produced the 1987 *Action Plan* to gauge public sentiment for the project, and to provide a blueprint for further partnership opportunities within the region. Congress responded by passing Public Law 100-698 in November, 1988. A 21-member commission was appointed to oversee the project for a ten year period. The very make-up of the commission furthers the partnership emphasis of the project. Two members are from the National Park Service, two are from the Commonwealth of Pennsylvania representing the State Historic Preservation Officer and the Secretary of the Department of Community Affairs, four are from a regional tourism promotion agency, four are from a regional planning and development agency, and nine members are the representatives of each of the nine county governments that make up the project region.

At the time the Heritage Preservation Commission was organizing, staff began to develop the partnership network throughout the region at the professional/staff level. Coordination included developing a working relationship with county planning and community development offices, various state bureaus, representatives from county and regional economic development offices, tourism promotion agencies, historical societies, chambers of commerce and others. Program coordination and information sharing was included in these developing partnership relationships.

In addition to the establishment of the commission, Congress designated the National Park Service as the lead Federal agency, and supported significant funds for research activities. One important initial task was assigned to the National Park Service Washington-based Historic American Engineering Record (HAER) and Historic American Buildings Survey (HABS). A five-year program, which will conclude in 1992, was developed to survey the significant industrial heritage sites in each of the nine counties within the region. Literally hundreds of key industrial and community sites were inventoried, and some programmed for further HABS/HAER research activity, which has included large format photography and measured drawings. These materials, in addition to their importance for AIHP planning purposes, are held in the Library of Congress, where they have a 500-year shelf life. In addition, historians from the National Park Service Denver Service Center and the Pennsylvania Historical and Museum Commission provide assistance in the completion of National Register eligibility surveys, and where warranted, the preparation of National Historic Landmark nominations. All this information assists staff and the commission in setting resource protection priorities, and help immeasurably in reaching planning decisions that affect project development and resource preservation strategies.

Despite all these other initiatives, the AIHP regional partnership is perhaps best represented by the work done at the Allegheny Highlands Heritage Center in Johnstown. The center contains multiple offices, representing three agencies. Much of AIHP's technical and professional support staff are located in the center, which involves a partnership arrangement that includes the National Park Service, an archeology contractor, the Pennsylvania Historical and Museum Commission and the Pennsylvania Heritage Affairs Commission.

The AIHP focused programs taking place in the center include AIHP archeology, HABS/HAER industrial resource surveys, landscape architecture, Heritage Tour Route development, folklife and oral histories, historic preservation and historic site technical assistance, and National Register and landmark nomination programs. Future additions to the center staff are expected to include a rail-to trails coordinator and a regional representative of the Pennsylvania Department of Community Affairs to help coordinate the Pennsylvania State Heritage Park activities within the nine county region.

The partnership approach at the Heritage Center is further evidenced by the working relationship that has developed between the participants, and how the work of the commission benefits from this interaction. For example, the wealth of research material and technical data provided through the HABS/HAER industrial resource surveys is used by the commission to help set priorities for resource protection. In addition, the material is used by the Pennsylvania Historical and Museum Commission staff to prepare, where warranted, National Register nomination forms on selected properties. As HABS/HAER surveys are completed, so too are archaeological surveys, to ascertain potential subsurface industrial resources that could provide valuable insight into the history of a particular location. This interaction is particularly valuable at places such as the Mt. Etna Iron Furnace in Blair County, where archaeological survey work is helping to unlock what was not previously known about the spatial relationship of the forge operation to the Pennsylvania Canal. HABS/HAER research at the site has also identified the need for an expanded National Register nomination.

In conclusion, the key point in citing the numerous examples of the AIHP partnership experience is that while AIHP is coordinated regionally, it is implemented locally. It is at the local level where the interest and much of the capability exists to make things happen. A "bottoms-up" approach is the AIHP philosophy rather than "top-down" approach. The commission, therefore is proactive in the implementation of the project throughout the nine counties, but always cognizant of the need to be grounded in local support for each project that they take on. Through the commission's *Action Plan*, and the intent of Congress through Public Law 100-698, it is very clear that the function of the commission is to provide for the coordinated implementation of the AIHP program, using a participatory partnership approach involving both the public and private sector. The commission function is not to be another layer of government. To the contrary, every citizen, in every community within the region, can be a part of AIHP, and can be as active as time permits. Public involvement brings new meaning to the participating bureaucracies. And the projects that the public takes on, receive the benefit of their involvement, creativity and knowledge of the resource.

The commission's role is to provide the "glue" or cohesion to bring the various elements of a successful project together within this cooperative atmosphere, and insure that individual projects are conducted within the framework envisioned by the legislation, are coordinated and complementary to each other.

As region wide project goals are implemented, both the cultural resources of the region and the visitor will benefit from this investment of people, time, and money. These are just a few examples of how the AIHP partnership is working. Given the coordination among agencies, the active participation of the business community, and the high level of volunteerism and local support within the AIHP region that has been stimulated by the project, the future of AIHP looks bright indeed.



Devonian fossils from the Falls of the Ohio. Photo by Troy McCormick, Falls of the Ohio State Park.

The Falls of the Ohio: A 350 Million Year Resource; A 25 Year Effort; A Successful Partnership

Gerald J. Pagac

Gerald J. Pagac is the Indiana State Parks Director, Indiana Department of Natural Resources. He previously served as the director of the Department's Division of Outdoor Recreation from 1975 to 1989, and the Streams and Trails Coordinator from 1972 to 1975. Mr. Pagac has a master's degree in recreation and park management from the University of Oregon and a bachelor's degree in geography from the University of Wisconsin-Whitewater.

Creating The Falls of the Ohio State Park and Interpretive Center has brought together a diverse group of partners representing state, local and Federal government, a quasi-governmental entity and a private foundation. In the short time we have this morning I hope to acquaint you with the project and what it is we are trying to accomplish. Following that I will focus on the partners involved and the essential ingredients I believe are needed to make a partnership work. My goal is for all of you to have a better understanding of the complexity and difficulties involved in partnerships, but also to recognize that, if successful, they will result in projects that are stronger, more meaningful and definitely worth the effort.

First off, I need to explain the term Falls of the Ohio since it is not quite as well known as, say, Niagara Falls. Actually in some scientific circles it is as well known as Niagara Falls. Actually, this is not a "falls" in the classic sense. It is really a spectacular natural rapids that was created when the Ohio River cut its channel deeply enough to expose a band of limestone bedrock beneath the surface. This natural shelf constricts the flow as it is confined by the rock bottom and falls 26 feet over a 2 1/2-mile stretch. During high water periods this produced a boiling, churning rapids that made navigation an adventure. During the dryer months of the year, the level of the river dropped dramatically, making the limestone run treacherous, if not impossible. Indeed, it was so shallow at times of the year a man could actually walk across the Ohio. This unique occurrence of water and rock has had a profound impact on the history and culture of the area, but it has also provided a significant link to the geologic past. This is one of only two places in the world where Devonian fossil beds have been exposed so extensively. Over 600 different species have been identified from the Falls of the Ohio and 400 of those were "type" specimens; in other words, first discovered here.

Three hundred fifty million years ago, this part of the continent was a shallow inland sea with corals and other creatures growing in profusion. As they died, their skeletons were embedded in silt and debris. Over time, this material hardened into limestone. If we fast forward to the present day we find that the erosive action of the river on the rock is constantly exposing the larger fossils, especially the corals which in some cases are three to four feet in diameter. Scientists from all over the world have studied here and have been able to gain an understanding of what our world was like millions of years ago.

In telling this story, I have skipped over the significance of the Falls as a crossing place. This is the only spot along 900+ miles of river, where a natural crossing place occurs. Mastodons have been frequently unearthed nearby (in fact, we have an on-going dig right now) and this tells us they were attracted by the opportunity to cross. Later, hordes of bison used this route to reach the salt licks in Kentucky. Remnants of the "Buffalo Trace" are still visible today, revealing their ancient path through southern Indiana to this crossing place. Early man was likewise attracted to this place and abundant archeological evidence remains.

The growth of a settlement at the site occurred to assist in navigating the rapids or to move goods around the obstruction. This settlement became known as Louisville, Kentucky and its growth coincided with that of its sister "Falls Cities" (New Albany, Jeffersonville, and Clarksville, Indiana). This area of the river attracts a wide array of birds, affording them ideal habitat and food. Bird watchers come from long distances to enjoy their activity. Interestingly, John James Audubon was also attracted by the birds and spent two years of his life collecting and illustrating native bird species here.

Most of the fossil beds lie in the Kentucky portion of the river but are only accessible from the Indiana shore. For the past 25 years and more, people have been interested in preserving and protecting the Falls. An act of Congress in 1981 created the Falls of the Ohio National Wildlife Conservation Area, designating the U.S. Army Corps of

Engineers as managers. Unfortunately, the Corps was not given the resources to do much if any, real management, further frustrating those who dreamed of making it an asset rather than a liability. Over the past 30 years or more, the Falls area had become a center of undesirable activity. Drug dealing, dumping, drinking and general rowdyism were commonplace. Be assured, there were some legitimate activities taking place there, but it was not the kind of place where one would be comfortable taking a family on an outing.

It was time for someone to take action. Local citizens made one last effort to do something. They asked for support from anyone willing to help. The Indiana Department of Natural Resources embraced the notion of saving the area and making it a unique showplace if others would be willing to enter into a partnership to help make it happen.

Well, now you have the background for what we are dealing with but you need to know what it is that we have planned for this area which will be our 20th state park. I should start out by describing how atypical this park will be compared to all the others. First of all, it will be the smallest in land area of any state park in our system (only 68 acres). It will not provide camping or other overnight accommodations. The focus within this park will be education and exploration of a unique natural area lying in the midst of a densely urbanized environment. During the dry summer months the fossil beds will be exposed and people can literally walk through this surrealistic rock landscape and observe fantastic formations laid down millions of years ago. However, during most of the year the beds will be covered with water and cannot be as readily appreciated.

The solution to this problem and the cornerstone of the development of the park is a planned 16,000 square feet interpretive center. Its exhibits will tell the fascinating history that resulted when a major river happened to choose this place to unearth the past for all of us to see. There will be classrooms to accommodate the many area schools which bring their students by the busload to discover the Falls. A state of the art audio-visual program will excite the senses as it reveals 350 million years of history and change. . . not an easy task in 15 minutes!

So, now that you know what we want to do, you need to know who is doing what. Well, there are a number of partners involved in this and some are what I would describe as willing and unwilling partners. That is probably not a fair way to characterize it but let's just say some are more enthusiastic than others. I think this is an important distinction and something many of you have had or will have to face as you work through partnerships. Some of the entities or people you need as partners may not want to be with you but they really have no choice. That presents a real challenge to the lead partner. My theory (and it is only that) is that there needs to be a lead partner. It's kind of like a dance – can you imagine you and your dance partner trying to waltz across the floor if neither one is willing to let the other lead? I just think it will be rare that partners will work or benefit from a project equally. Chances are the partner with the most at stake will take the lead.

Well, getting back to our project, we have a number of partners and I will just quickly tell you about them.

The Clark/Floyd County Convention and Tourism Bureau has purchased critical adjacent property which was outside the NWCA boundaries to enable the interpretive center to be built.

The Town of Clarksville is paying for the extension of sewer and water utilities to the interpretive center site as well as the center's design fees.

The Louisville Museum of History and Science was an initial partner and was to design the exhibits for the interpretive center. A change in leadership midway through the project necessitated a re-direction of their involvement. They will now be involved in the educational aspects of the project, providing day long programs for school groups visiting the Falls.

The U.S. Army Corps of Engineers acquired most of the land needed for the project and leased approximately 60 acres to the Indiana State Parks. They will cost share (50/50) on bank stabilization, overlooks and general site development. As owners of the property, they are the ultimate authority for many of the management policies on leased land.

The Clarksville Riverfront Foundation is a not-for-profit foundation which has raised approximately $1.3 million (of a planned $2.1 million) for construction of the interpretive center. This project is their first and only one to date.

The State of Indiana (State Parks) will operate and maintain the grounds and interpretive center upon project completion. We are bringing $1 million for various aspects of the construction of the project. As you might guess, I would describe us as the lead partner.

I'd like to now focus on what factors are essential for a partnership to be successful. In doing this, I will try to relate examples from our experience to give you an idea of the complexity and difficulty in making a partnership work.

The first aspect I want to discuss is commitment. It is an obvious and essential ingredient for a partnership to work. Unfortunately, it is often a constantly changing ingredient as people change jobs or other external factors influence particular partners. Interestingly, from the start to the finish of a project there can be some pretty drastic

changes; i.e., the most committed partner could become the least committed or vice versa. Midway through our project we were shocked to learn that the director of the Louisville Museum of History and Science was leaving. We had been relying on him to design and build all the exhibits in the interpretive center. He, of course, had not shared with us that he was seeking other job opportunities and when he left we soon discovered that the commitment and expertise needed for that critical portion of our project left with him. As a result we had to scramble to fill the gap. It is interesting to note that partners can be important beyond their originally perceived role. In this case, we soon focused on the fact that the previous involvement by the museum lent needed credibility to our project – especially on the Kentucky side of the river and especially with regard to fundraising. We needed to quickly shore up this situation by redefining the museum's role and making it appear to be, if anything, stronger than before. I suppose the lesson in this is to never take a partner for granted. Their importance to your success may be far greater than you originally thought.

Another essential ingredient to a partnership is being open and honest with your partners. This is not always as easy as you might think. Many times during our experience I would have jeopardized the project if I had been "brutally honest" about a particular problem we were experiencing with a partner. The real problem, as I see it, is when a partner practices deception or tries to conceal something from the others. Thankfully, we have not experienced that problem.

Communication is another thing that cannot be overemphasized. If someone is in a partnership, they need to know what is going on. Nothing is more embarrassing for your partner than to find out about something important concerning the project, especially if they hear about it from a non-partner. I really believe the rule of thumb should be to overkill on communication. Let your partners know everything that is going on. If nothing else, it will make even a reluctant partner feel part of the team. It probably cannot hurt anything and it will avoid the possibility of embarrassment.

The final warning I will leave with you is to choose in your primary staff person an individual who can get along with others. Personalities are extremely important. The last thing you need is to assign someone who is highly competent but bruises the egos of other partnership personalities. There is a certain amount of coddling that goes along with partnerships. Human nature being what it is, petty jealousies and personality clashes will happen. You need people in the partnership who can rise above all that and make it work. It may mean taking less credit than deserved but that is a small price to pay for a successful project.

As I said earlier, I believe one partner needs to take the lead on a project. I think it will be rare that a project is put together with equal responsibility or benefit. In this project our office has taken the lead. We attend all related meetings and conduct a bi-monthly coordinating meeting which brings all the partners together to discuss progress and new assignments. If time permitted, I could tell you about some incredible problems I have experienced in little over a year working on this project. Fortunately, we've been able to work through them, thanks to the dedication and commitment of our partners. If you want an "ear full" during the conference, just ask me about the protesting Native Americans that occupied our site, the fish kill event that left thousands of rotting fish on the fossil beds, the 19 barrels of hazardous waste someone left us with one evening or the time when the Corps opened the dam gates and stranded me on the fossil beds. On second thought, don't ask!

The Falls of the Ohio State Park and Interpretive Center is a unique endeavor for our agency and the other entities involved. It is an extremely complex partnership but one that we anticipate will be stronger because of the diversity and expertise of the partners. I very much appreciated the opportunity to share our experiences with you today.


GREAT SEAL OF THE CHICKASAW NATION
THE

Chickasaw Cultural Preservation Policy and Projects

Charles W. Blackwell and Gary D. Childers

Charles W. Blackwell (Choctaw/Chickasaw) is president of American Indian Tribal Government and Policy Consultants, Inc. He provides services to Federal, state and local Indian policy, tribal government, tribal business development and finance. He is the official Chickasaw Government delegate to the United States. Mr. Blackwell has a law degree and extensive experience in investment bank financing, infrastructure and business development on Indian lands.

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There are currently two significant projects in the works concerned with the preservation of Chickasaw Indian culture. Both projects are multi-dimensional in scope as well as in composition. While the preservation of Chickasaw culture and history are important considerations of each, the involvement of different levels of government and of people from the public and private sectors has proven instrumental in the objectives of both.

Northeastern Mississippi is covered with both known and yet-to-be-discovered sites of historical and archeological significance relating to the Chickasaw Nation. During the height of its political and sociological dominance of a portion of the southeastern part of the North American continent, the Chickasaw range included all or parts of the present states of Mississippi, Alabama, Kentucky and Tennessee.

Before being removed to Indian Territory in the late 1880s, the Chickasaws were a powerful force, controlling commerce along the Mississippi River and being feared far and wide for their ferocity and bravery in times of war. Because of the Chickasaws' strong alliance first with the British and then with the American colonists, many historians have credited them with being the main reason the United States is an English-speaking, rather than a French-speaking, nation today.

A large majority of the Chickasaw people settled in northeastern Mississippi, in an area called the Chickasaw Old Fields, which includes the present city of Tupelo. The Tupelo area is filled with numerous sites of Chickasaw villages and individual homesites, many of which have already been destroyed by construction and agricultural pursuits. Much of what has been learned of Chickasaw culture before the removal period has come from the sites in this area that have been excavated and studied, with a great deal of that knowledge having been gained during the 1930s and 1940s. In 1989, the Chickasaw Nation (in its current headquarters location at Ada, Oklahoma) was notified of what was then believed to be a major Chickasaw village find in Lee County, Mississippi. The site, designated as site number 22-Le-912 about 10 years prior, had already been identified as a potential location for archeologically significant findings. The immediate concern for the site's preservation was being voiced this time because the site, which itself contained about 15 acres, was part of an overall 40-acre site soon to be developed for housing in south Tupelo, Mississippi.

Mr. Jim Atkinson, an archeologist for the National Park Service's Natchez Trace Parkway in Tupelo, had been aware of the site for quite some time. He was also aware of the pending development of the area and, in his concern for the preservation of such sites in the Tupelo area, Atkinson worked with the developers on the project. The Meadowbrook subdivision development project was put on indefinite hold because of recent interpretations of Mississippi burial and antiquities laws (until about 1980, Indian burials were not considered to be "human" under state law and were therefore not protected by state law).

In affording protections to the site under the law, construction of the development was halted until archeological excavation of the site could be completed. The developers began negotiations with the Chickasaw Nation tribal government, the city of Tupelo, the Mississippi Department of Archives and History and the University of Mississippi to clear the site for development. The National Park Service was kept advised throughout the process.

Although many such village sites located across the eastern United States do not always contain human burials, the Chickasaws' belief and customs included burial of deceased loved ones near their homes, and most of those burials were effected beneath the dirt floors of the home. In this instance, it was known that this site was a Chickasaw one, and that burials would probably be found.

A preliminary archeological survey of the area conducted by Dr. Jay Johnson, professor of anthropology and associate director of the Center for Archaeological Research at the University of Mississippi, confirmed that

human bones and Chickasaw artifacts were indeed present. The Chickasaw Nation tribal government was immediately notified that human remains had been found.

Chickasaw Nation Governor Bill Anoatubby had already taken an interest in the preservation of Chickasaw culture and history. In a position statement issued by his office in 1989, titled *Native American Sites of Archaeological Significance: Their Preservation, Protection and Study*, the governor bluntly but very eloquently stated the tribe's philosophy regarding disturbing gravesites of Chickasaw ancestors:

Simply put, the tribe is interested, first and foremost, that disturbances of gravesites not be done in any manner, shape or form. Knowing full well that such is a utopian ideal, the tribe has made certain allowances for those gravesites and other archaeological sites of significance which cannot avoid such disturbances...The Chickasaw Nation has officially taken the stand, in a case occurring in the state of Tennessee, that the tribe would much rather lose whatever history or culture can be found through such excavations than to have any sort of excavations even take place. It is a simple and succinct wish of the tribe to completely avoid any excavations of any site which might contain human remains.

All of those involved in the project, at all levels, expressed a sincere desire to respect the wishes of the tribe in the matter of Site No. 22-Le-912. The developers, working with tribal representatives, state representatives and Dr. Johnson, began working toward an agreement for the excavation of this site, which had to be cleared before construction of the Meadowbrook subdivision could resume.

After extensive negotiations, an agreement was reached. Under the terms of the agreement, Johnson and his team from the University of Mississippi would uncover the burials, photograph and record the position of each burial found at the site. This accuracy was demanded because the agreement called for each of those human remains to be reinterred in a site to be selected by the tribe at a later date.

Once accurate cataloging of each site was completed, the remains and funereal goods were to be removed to the archeological laboratory at the University of Mississippi. Those remains could, under the stipulations of the agreement, be studied through the use of non-invasive techniques. Such methods for study of the remains assured the tribe that its concerns regarding the bodies of their ancestors would be protected and reinterred totally intact, just as they had been found. Once studies are completed and the tribe has made proper arrangements for reburial, the bones and all the associated funereal items will be reinterred, in exactly the same positions and orientations as they were found.

The tentative site for the reburials is a 15-acre tract of land donated by the city of Tupelo. This site will be used by the tribe as a cemetery and as the site for a future cultural center. Funding for both of these efforts is now being pursued through congressional appropriation, private donation and Federal agency grants. Ideas and offers for assistance will be enthusiastically received by the Chickasaw Nation Headquarters in Ada, Oklahoma.

In seeking funding for the Tupelo Project through Congress, the Chickasaw Nation is also urging funding for another project of cultural interest to the tribe and its citizens. Known informally as the Capitol Project, this second portion of the funding being sought is for architectural assistance to be provided to the tribe for its restoration of the Chickasaw Nation Capitol Building, which is located in Tishomingo, Oklahoma.

When the Chickasaw people relocated to Indian Territory, they arrived and became, under treaty agreement, the Chickasaw District of the Choctaw Nation. Being smaller in number than the Choctaws, the Chickasaw people grew weary of what they perceived to be the unresponsiveness of the Choctaw government to the needs of the Chickasaw people. In an 1855 treaty between the United States, the Choctaw Nation and the Chickasaw Nation, the Chickasaw Nation purchased all of the Chickasaw District from the Choctaw Nation. Then, in 1856, the Chickasaw Nation adopted its first constitution and formed its own tribal government.

The third Chickasaw Nation Capitol Building was built in 1898 by an Englishman whose name was Sparrow. The building was constructed based on the design by J.A. Shannon and has been called a pure expresson of Richardsonian Romanesque design. This type of design was popular throughout the United States during the latter years of the 19th century. Construction of the building cost approximately $50,000.

With the formation of the state of Oklahoma in 1907, the Chickasaw Nation tribal government was disbanded; all records were disseminated to the National Archives in Washington, DC, and in Fort Worth, Texas. The tribal capitol building was vacated by the tribal government in 1906, the last year in which the tribal government, based upon the tribe's constitution, was operated.

Johnston County was established as a state county in 1907, being named for Douglas H. Johnston, governor of the Chickasaw Nation from 1898 to 1902. In June of 1908, Tishomingo was selected by the resident state voters to serve as the county seat. That year the first county courthouse, a two-story frame building, burned. In 1909, the county commissioners purchased the Chickasaw Nation Capitol Building to serve as the county courthouse. The purchase price was $7,500.

Since 1909 this building has served the county as the headquarters of the county government. It has undergone several remodels during that time.

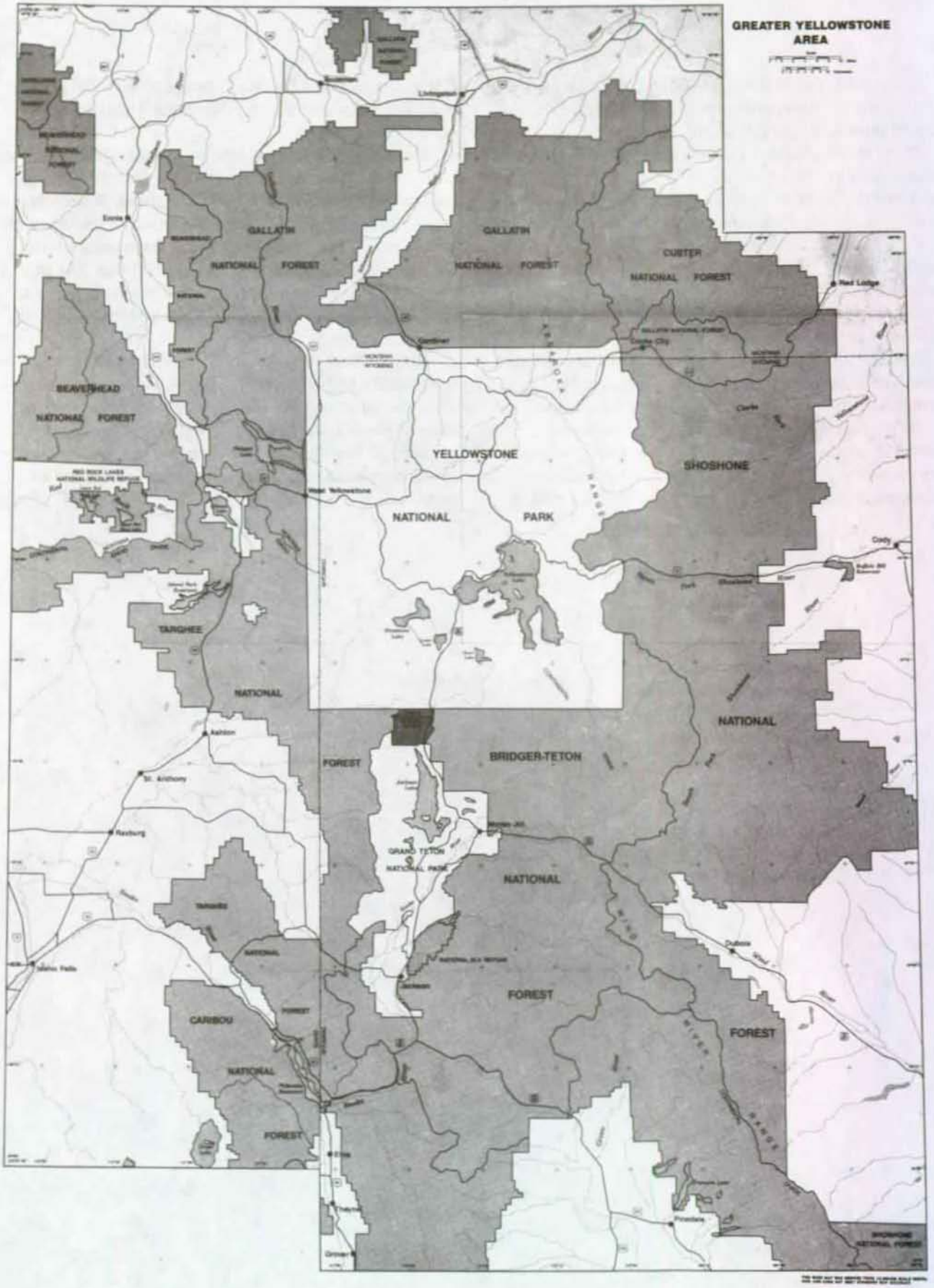
The capitol grounds of about five acres include several other buildings; the county sheriff's office and jail, a house used by the district attorney for office space and a building which contains the Oklahoma Historical Society's museum.

The Chickasaw Nation negotiated the purchase of the capitol building from the Johnston County commissioners in 1988. Under the terms of the purchase, county offices would remain in the buildings on the capitol grounds until such time as the county would build a new courthouse.

In 1983, the Chickasaw people adopted a new constitution. The tribal government has been re-formed and is extremely active, providing services to the more than 25,000 Indian people residing inside the Chickasaw Nation's jurisdictional boundaries. The tribal government has a diplomatic delegate to the Federal Government stationed in Washington, DC – Charles W. Blackwell, a Chickasaw citizen. The headquarters of the tribal government is now located in Ada, Oklahoma, about 45 miles north of Tishomingo.

Now that the tribal government is once again the owner of the capitol building and its grounds, the tribe plans to restore the building to its original condition. Researchers are working to uncover original blueprints of the structure, as well as any other related historical documents which contain information as to its original condition. The tribe hopes to completely and faithfully restore the building to the grandeur it knew as the seat of the government of this sovereign nation.

Both of these projects have involved people from all walks of life and officials from municipal, county, state, tribal and Federal government. Such cooperation among these levels of government has rarely been seen. Both projects are making history in their own ways and both are of extreme importance to the Chickasaw Nation and its people.


GREATER YELLOWSTONE
AREA
GALLATIN
NATIONAL FOREST
GALLATIN
NATIONAL FOREST
CUSTER
NATIONAL FOREST
BEAVERHEAD
NATIONAL FOREST
YELLOWSTONE
NATIONAL PARK
SHOSHONE
TARGHEE
NATIONAL
FOREST
BRIDGER-TETON
NATIONAL
FOREST
GRAND TETON
NATIONAL PARK
CARIBOU
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FOREST

The Yellowstone Vision: An Experiment That Failed or a Vote for Posterity?

Robert D. Barbee, Paul Schullery and John D. Varley

Robert Barbee has been superintendent of Yellowstone National Park since 1983. He began his National Park Service career in 1958 as a seasonal naturalist in Rocky Mountain National Park, Colorado. He also served at Yosemite National Park, Point Reyes National Seashore, and Redwood National Park in California, Cape Hatteras National Seashore in North Carolina, and Hawaii Volcanoes National Park, Hawaii. Barbee has a bachelor's degree in zoology and a master's degree in wildland management from Colorado State University.

Paul Schullery works in the Research Division at Yellowstone National Park as an environmental specialist. He is the author, co-author, or editor of 18 books on nature, conservation, and outdoor sports and has served on the Council of Advisors of the National Parks and Conservation Association.

John Varley has been a professional biologist for 25 years. For the last eight years he has been Yellowstone's chief of research and has overseen the park's large and diverse science program. Varley is the author of one book (on Yellowstone fisheries) and over 100 scholarly articles on resource related issues.

The greater Yellowstone area, frequently billed as the last large intact ecosystem in the temperate zone of the earth, has become one of the great modern testing grounds of the practical application of landscape-scale resource management. In an area of about 18 million acres there are two national parks, parts of seven national forests, and three national wildlife refuges. About 11.7 million acres of the land is in national parks and forests; the rest is a surreal checkerboard of other Federal, state, and private lands. For more than a century, a few forward-thinking people have seen the need for protection of the resources here on some broader scale than that allowed by traditional agency boundaries.

The term greater Yellowstone seems to have been coined early in this century by the popular novelist and conservationist Emerson Hough (pronounced Huff). In an article in *The Saturday Evening Post* in 1917, Hough, speaking of Wyoming opposition to the expansion of Yellowstone, responded, "Give her Greater Yellowstone and she will inevitably become Greater Wyoming." Yellowstone only grew slightly in those turbulent formative years, and modern conservationists are now arguing that neither the park nor Wyoming – nor Montana or Idaho, the other states bordering the park – are as much greater as they could be, if only we had followed Hough s advice. In the decades that followed, the two primary land management agencies in the greater Yellowstone area, the National Park Service and the U.S. Forest Service, made rivalry an institution so that communication was limited and sharing of goals was more or less unheard of.

The communication barriers showed some signs of weakening in the early 1960s, when the Greater Yellowstone Coordinating Committee was created. The committee was composed of the supervisors or superintendents of the six national forests and two national parks that are the heart of the greater Yellowstone area, plus the National Park Service's regional director and the three regional foresters with interests in greater Yellowstone. Through a geopolitical quirk, the greater Yellowstone suffers from sitting astride the boundaries of three different administrative regions of the Forest Service, further complicating communication.

Since that modest start, when the managers convened mostly to coordinate fairly mundane matters, the coordination of greater Yellowstone management has come far. Thanks to grizzly bears, seasonally migrating elk, trumpeter swans, natural fire, and countless other wilderness inhabitants that have no regard for agency boundaries, the parks and forests, often in cooperation with state management agencies, have developed dozens of efficiently functioning initiatives for cross-boundary cooperation. This effort continues today.

While this increase in communication and cooperation has sometimes made our friends in the commodities industries nervous, it has never proceeded fast enough to satisfy our friends in the conservation community. In 1985, the House subcommittees on Public Lands and National Parks and Recreation held a joint subcommittee hearing on the Greater Yellowstone Area, resulting not only in greatly increased attention to the idea of ecosystem protection and management but also to a renewed awareness of all the ways in which the agencies were not yet doing all that needed doing to protect the integrity of the greater Yellowstone's natural glories and ecological processes.

Out of this new momentum grew a more active Greater Yellowstone Coordinating Committee. In 1987, the Committee published a large volume that essentially inventoried, for the first time, existing resources and use levels as well as they were known and in 1989 began serious work on the creation of an overarching document, a

statement of principles, that would guide future coordination. This document was called the *Vision for the Future, A Framework for Coordination in the Greater Yellowstone Area.*

The *Vision* was written in the winter and spring of 1990 by an interdisciplinary team of four National Park Service and four U.S. Forest Service specialists, operating under general guidelines provided by the Greater Yellowstone Coordinating Committee. The 74-page document was released in draft for public comment in August of 1990. Following an unprecedented, extensive, and explosively heated public comment period, including numerous public meetings in the region, the draft was shortened until it was seven pages long. This final draft contained many of the main points of the longer document, including the half dozen or so major fighting issues we considered most important (such as stronger protection of geothermal resources). However, it lacked supporting explanations, information, and operational proposals that we believed made the original document such a far-reaching statement of why we wanted to do what we were proposing. Many in the two agencies see the greatly reduced *Vision* as proof that the process has been derailed or failed completely. Others say that it's more or less miraculous we salvaged any important points at all and even see the surviving *Vision* as a triumph.

Creation of the *Vision* was an extraordinary process for many reasons. A team of specialists from the two agencies, with a mission unique in the history of American land management, discovered that they disagreed about practically nothing. Assigned only to flesh out a brief statement of 14 important points assembled by the greater Yellowstone supervisors and superintendents, they set to work and produced a document of far greater scope and ambition than any of their supervisors envisioned. The coordinated effort of the National Park Service and U.S. Forest Service was viewed as extraordinary because it represented the first time, to our knowledge, that the two agencies had taken such a major, unified step into unfamiliar territory. It wasn't merely that they were cooperating in planning and coordination. It was that they were moving into uncharted waters – those of ecosystem management – at a time when there was no real agreement on what constituted the ecosystem in question or just what all should or could be done to manage it.

Though some of the conservation organizations took firm positions on the subject, the agencies seemed to outrun conservationist awareness of the importance of this process. Our view was that if you protected the integrity of the whole, you would have to spend a whole lot less time trying to save this or that piece of it. Though the Greater Yellowstone Coalition, an umbrella group of conservationists and our foremost regional watchdog, understood and promoted this principle, and though several of the major national conservation groups bowed politely toward the process we were conducting, the conservation community in general was not there for the fight, preferring instead to focus their energies on more narrow issues, like the protection of specific species of animals.

Public response, a response largely driven by a few organized groups who knew very well how to play the advocacy game, was intense. Every issue in the greater Yellowstone area is intense these days, and you can draw a pretty contentious crowd to any public meeting relating to public land management. We had never seen anything like this response, and we suspect that the legacy of the reaction against the *Vision* document will flavor subsequent major issues for years to come. The governors of Montana, Wyoming, and Idaho wrote a joint letter criticizing the process. Opponents of the *Vision*, brought in by the bus-load, dominated public hearings with emotional and often misinformed comments. The opposition forces convinced their constituencies that this was a giant land-grab, another Federal lockup. The *Vision* was no such thing, but that didn't matter. Commodity groups of many persuasions mounted letter-writing campaigns. We were called Communists and Nazis (an interesting geopolitical spread). Opposition to the Vision was associated, in the minds of many, with a patriotic cause; opposition forces wore yellow ribbons and carried American flags. A woman at one of the public meetings used her allotted time for comment to recite the Pledge of Allegiance. The agencies, surprised and even shocked by this attack, backed away from the original draft almost entirely, preserving only a few major points in the final draft. Many portions of the *Vision's* text, full of suggestions and ideas *to which no one had objected*, were abandoned like Iraqi tanks behind the fleeing pro-*Vision* forces. It was, in a word, a rout (Table 1).

There is yet one more way in which the process might be viewed as extraordinary, though it is too soon to know. It seems probable that the life of the *Vision* idea – that is the resilience of the principle – will also prove to be extraordinary. The *Vision* itself survives in its original draft form, and has been widely distributed. It will be considered by many future participants in this issue, and will have a life perhaps as long as Hough's visionary remark in 1917. We have opened a long, arduous, and probably painful campaign to change some fundamental aspects of resource management in our bioregion.

That is the background. The important question is, what have we learned? If you are new to this issue, let us warn you that the Monday-morning quarterbacks, always anxious to assign blame, suggest suitable punishments, and

TABLE 1: POSITIONS TAKEN ON VISION DOCUMENT

Note: It is recognized that a certain amount of interpretation is necessary in order to create these categories. It may be that some agencies that made no comments at all did in fact have a position but did not bother to express it. It may be that some coalitions of groups – the Greater Yellowstone Coalition, the Wyoming Multiple Use Coalition, and some others – may not have completely reflected the positions of each of their members. We do not know. What follows is merely an attempt to show general directions of the various parties that participated or might have participated in the comment process.

FOR THE VISION

U.S. Forest Service
National Park Service

SLIGHTLY APPROVING, NEUTRAL, or UNDECIDED

Greater Yellowstone Association of Conservation Districts
Greater Yellowstone Coalition
National Parks and Conservation Association
U.S. Fish & Wildlife Service
Wilderness Society
Wyoming Game and Fish Department
Wyoming Wildlife Federation

OPPOSED OR GENERALLY CRITICAL

Associated General Contractors of Wyoming
Blue Ribbon Coalition
U.S. Bureau of Land Management
Foundation for North American Wild Sheep
Governors of Montana, Idaho, and Wyoming
Montana Chamber of Commerce
Montana Farm Bureau
Montana 4x4 Association
Montana Mining Association
Montana Petroleum Association
Montana Representative Ron Marlenee
Montana Senator Conrad Burns
Montana Snowmobile Association
Montana Stockgrowers Association
Montana Trail Vehicle Riders Association
Montana Water Resources Association
Montana Woolgrowers Association
Mountain States Legal Foundation
National Inholders Association
People for the West
Petroleum Association of Wyoming
Rocky Mountain Oil and Gas Association
Teton County Heritage Society
U.S. Bureau of Mines
Western Environmental Trade Association
Western States Public Lands Coalition
The Wildlife Legislative Fund of America
Wind River Multiple Use Advocates
Wyoming Bankers Association
Wyoming Farm Bureau Federation
Wyoming Freedom Coalition
Wyoming Heritage Society
Wyoming Mining Association
Wyoming Multiple Use Coalition
Wyoming Public Lands Council
Wyoming Representative Craig Thomas
Wyoming Former Senator Clifford Hansen
Wyoming Senator Alan Simpson
Wyoming Senator Malcolm Wallop
Wyoming State Grazing Board
Wyoming State Legislature
Wyoming Stockgrowers Association
Wyoming Timber Association
Wyoming Woolgrowers Association

CONSPICUOUSLY ABSENT *

Audubon Society
Conservation Foundation
Environmental Defense Fund
Federation of Fly Fishers
National Parks Foundation
National Wildlife Federation
Sierra Club
Trout Unlimited

* *Local chapters of some of these organizations may have played a more active role.*

bayonet the wounded, are busy, and they have a hundred explanations for what went wrong. We didn't talk to the special interests enough. We talked to the special interests too much. We didn't explain ourselves clearly enough. We explained too much. We tried to turn the national forests into national parks. We didn't try hard enough to turn the national forests into national parks.

Most of this sort of second-guessing is predictable to the point where each special interest group's reaction simply supports their longstanding positions. Much of the second-guessing is too easily said and too hard to prove – good headlines, worthless advice. Those of us who actually survived this angst-ridden process have learned some things, and we will try to summarize them. It became clear to us very early in this process that we had at least one audience beyond the regional one: in the world of professional resource managers, the whole world was watching. This was not a responsibility we were necessarily prepared to take on, but we heard from a number of managers and planners in other areas in North America and around the world that they were in fact anxious to see the Yellowstone model for what they might attempt themselves. What

follows is as much a consideration of what hasn't worked as what has. We don't suggest we have even completed a model yet, but we have learned a lot.

Long-term planning is much less interesting to conservationists than the sort of heated battles that traditionally characterized the conservation movement. The *Vision* was not really even a plan – it didn't have the force of an E.I.S. behind it. That lack of force made it difficult for many people to understand, or have any faith in it. It spoke in generalities and did not (and did not dare, not being a NEPA document) quantify things like acceptable levels of change or how timber harvests might be affected. It spoke hopefully of preserving a sense of naturalness even where human activities were necessarily affecting the landscape. It spoke with equal hopefulness of maintaining sustainable regional economies based on traditional commodity extraction but with new, more environmentally sensitive technologies. It promoted the lofty goal of turning the greater Yellowstone into a showcase of how humans could live with the land without destroying it. It emphasized the practical over the utopian, and it expressed great faith in the continued progress of the agencies to coordinate their management of the ecosystem.

Not surprisingly, skepticism was common among conservationists. Unfortunately, rather than jump in with both feet and take a major part in the dialogues, they took a wait-and-see view, which was self-fulfilling. By doubting that the agencies could put together a *Vision* that meant anything and by holding off taking a strong position to support the effort, they were then able to say, sure enough, the *Vision* didn't amount to anything. To this day, we don't really know what the largest conservation groups, at their national offices, thought of the *Vision*. Despite our numerous briefings or offers to brief, it never seemed to intrude too deeply into their consciousness.

It must also be said, in the defense of at least some of the conservation groups, that of the very few that took an active role in the comment process, some believed that if they were too approving, it would amount to a kiss of death – proof that the agencies were in cahoots with the environmentalists. So they went to some lengths to point out the ways in which they believed the *Vision* did not go far enough in its attempt to protect the ecosystem. The irony of this is that all the commodity extraction groups decided we were in cahoots anyway.

Criticisms that we were too vague were at least partly correct. For example, at the same time that we were claiming that the *Vision* was just a statement of principles, it did seem to be a document of some authority or record. The *Vision* made clear that the ambition of the agencies was that these principles would eventually be incorporated into national forest and national park management plans. The *Vision* did not explain that *that* process would require NEPA compliance; it merely said it would happen. No wonder some of the readers, even those sincerely interested in understanding what this was all about, were confused. The lesson here is be really careful how you say things.

The corollary lesson to that one is that you cannot say important things too often. We found, for example, that though we repeatedly explained in the introductory sections of the *Vision* that this document only applied to national park and forest lands, we did not say that often enough. In the later discussions in the text, a seemingly straightforward comment about some aspect of management of Federal lands was often misperceived as applying to state and private lands as well, just because we didn't say, for the umpteenth time, that we were only talking about Federal lands. You cannot overestimate the anxious reader's capacity for alarmist reading.

Ecosystem-scale planning requires aggressive education *within* the agencies involved. Though the forest supervisors and park superintendents involved were strongly committed to the *Vision*, many staff members weren t or had not been adequately introduced to the idea or simply could not imagine what they had in common with other agency personnel a hundred miles away on the other side of the ecosystem. These things are still true.

Ecosystem planning has been going on for years in the greater Yellowstone area and continues. In dozens of specific ways, from fire management to noxious weed control to endangered species management, the national parks and forests, wildlife refuges, and state agencies have developed coordination systems that do in fact work. Congress was right to tell us that these things are not yet sufficient to ensure the long-term wellbeing of the ecosystem. We have not done nearly enough, but we have come a long way. Management coordination continues to improve. Our goals, as articulated in the *Vision*, are already partly realized. We know that much of the substance of the *Vision* could be implemented without even making a point of it. The fanfare of making the big gesture – of announcing the showcase for the world – backfired. Suddenly interest groups who had made no substantial objection to the coordination that was already underway saw it all as a conspiracy. The lesson here may be that you can accomplish as much, perhaps more, by simply proceeding with routine memoranda of understanding and other mechanisms.

Another important lesson, one that I think many planners will be reluctant to learn, is that there is a limit to what can be accomplished through communication. The staff involved worked hard and well to set up meetings, often repeatedly, with many interest groups, especially those most hostile to the process. Repeated meetings were

held with mining associations and other commodity extraction groups. Briefings with other agencies were frequent and lengthy. The point is, you can meet forever with opponents, and if they truly disagree with your position, you will not change their position. It came down to that in many cases. The briefing approach is not designed to achieve consensus. It can only hope to achieve a uniform level of knowledge.

The lesson that proceeds from that may be even more painful. By going public with a formal plan to do what you're already doing – or, worse, to do what you're not doing – you may generate opposition forces that did not exist before. The *Vision* is only one of several difficult public policy issues in our region these days, but it's safe to say that its publication significantly assisted opposition in galvanizing their forces. Formal organizations now exist whose stated goal is to fight increased Federal land-management activities of any sort; organizations called into existence in good part in response to the *Vision*, wolf restoration activism, and other initiatives relating to ecosystem management.

Theodore Roosevelt, surely one of our most effective conservationists, was a realist about how much he could accomplish in resource management in the face of public resistance. He once said this:

I want to go just as far in preserving the forests and preserving the game and wild creatures as I can lead public sentiment. But if I try to drive public sentiment I shall fail, save in exceptional circumstances.

It would be nice and neat to simply say that we outran public sentiment with the *Vision*. But we don t believe that is what happened. Public sentiment did not have a great deal to do with the process. The American public, the owners of the parks and forests of the greater Yellowstone area, played virtually no role at all. What we failed to do, in fact, was **engage** public sentiment in the first place. Attempts to hold hearings on the *Vision* in other parts of the country – far from the intense local pressures – failed; some within the two agencies were gun shy, for some reason, about going that far afield, and money was short. So we were faced with a powerful regional campaign, superbly engineered by special interest groups and featuring stunning inflammatory rhetoric against the *Vision*. We failed to convincingly invite the pro-*Vision* interests to mobilize adequately. We failed to foresee the sort of opposition the *Vision* – which we saw as a mild-mannered and obviously sensible, conservative document – could generate. And we failed, in the face of that opposition, to keep hold of as much as possible in the draft.

Perhaps the foremost lesson we learned, at least so far, is this: before you undertake a project of this magnitude, be absolutely certain that your own leadership is prepared to give you full support, as far up the chain of command as imaginable. Think ahead. In 1989, a change in administration in Washington put an entirely new set of links at the top of our chain, people with no prior knowledge of the *Vision* process we were just then launching into its most critical stage. This new leadership had no personal investment in the process, and they almost certainly sent a lukewarm message down through the bureaucracy toward us in the field. Could we have somehow anticipated that and prepared the newcomers for what was up?

You see, bureaucracies do not reward adventurism. Bureaucracies are put in place to police the status quo until Congress tells them to change. It was the belief of the park superintendents and the forest supervisors of the greater Yellowstone area that Congress, in the 1985 hearings, had handed us a very clear if unwritten mandate. They told us we were not doing a good enough job; we logically inferred from that that they would like us to do a better job. The *Vision*, therefore, while criticized for not being a formally assigned process, was obviously in the spirit of what Congress wanted. Could we have gone back to Congress for a more formal assignment? Could our conservationist friends have compelled Congress to take a more active part in the process?

We probably never will have all the answers, though some of us will think about the questions for years to come. A public policy process as unorthodox and convoluted as the *Vision* is too complex to yield to simplistic summaries and explanations. Ultimately, besides the things we have already discussed, it involves the nearly mystical dynamics of multi-layered political procedure, the panic that often follows mob violence, and the imponderable element of personality. We remain hopeful, however, that at least some of these puzzles will become more clear to us as the dialogues over the future of the greater Yellowstone area continue.

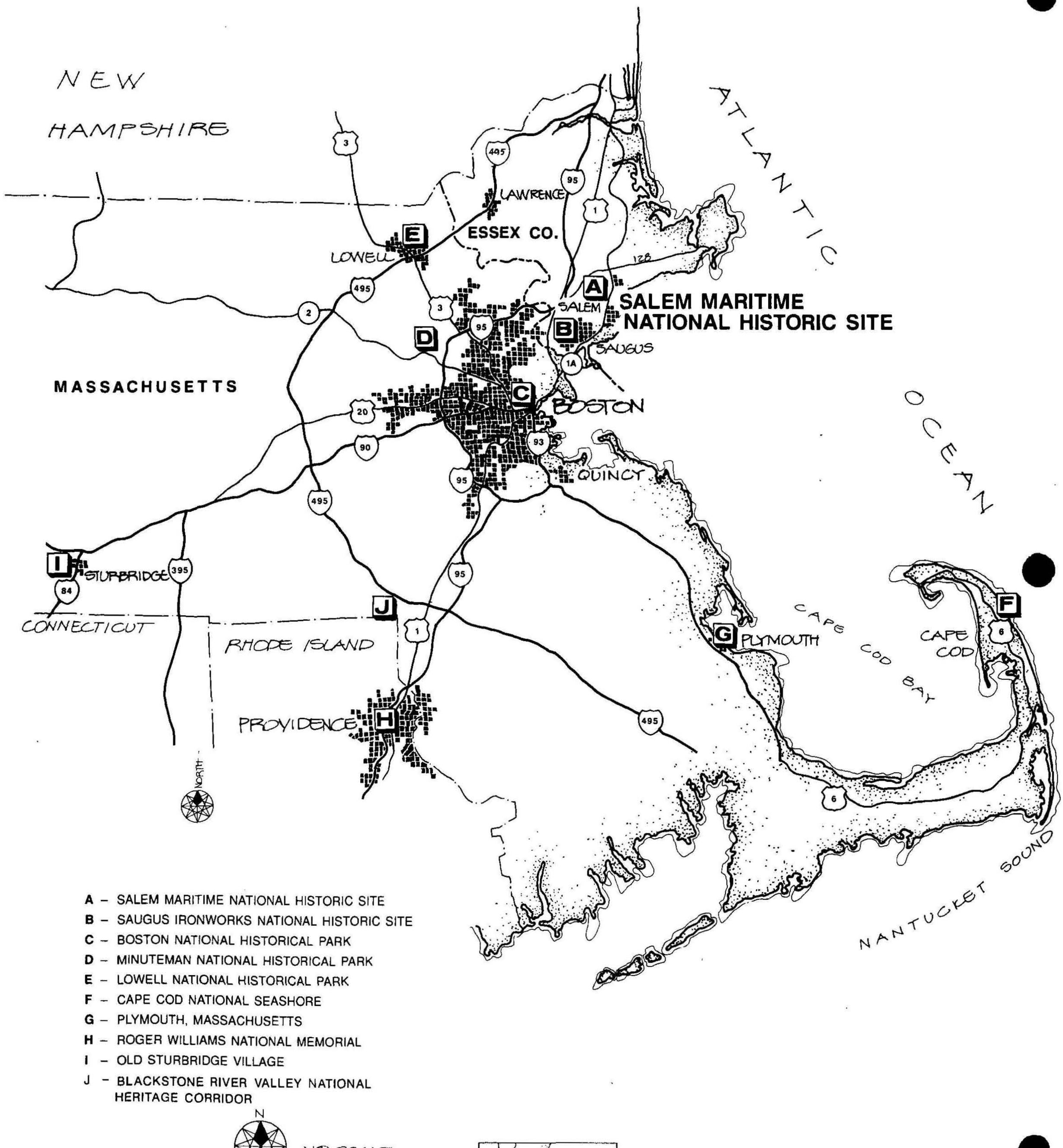
ADDITIONAL CASE STUDIES

Michael J. Spratt

The Salem Project: Politics, Resources, Framework

Cynthia Orlando and Gretchen Luxenberg

Ebey's Landing National Historical Reserve: Non-Traditional Management of a Nationally Significant Resource

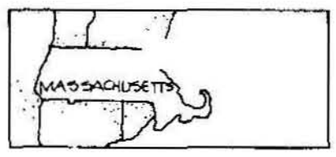


A – SALEM MARITIME NATIONAL HISTORIC SITE
B – SAUGUS IRONWORKS NATIONAL HISTORIC SITE
C – BOSTON NATIONAL HISTORICAL PARK
D – MINUTEMAN NATIONAL HISTORICAL PARK
E – LOWELL NATIONAL HISTORICAL PARK
F – CAPE COD NATIONAL SEASHORE
G – PLYMOUTH, MASSACHUSETTS
H – ROGER WILLIAMS NATIONAL MEMORIAL
I – OLD STURBRIDGE VILLAGE
J – BLACKSTONE RIVER VALLEY NATIONAL HERITAGE CORRIDOR

N

NO SCALE

DSC/DEC 89/373/40004A



The Salem Project: Politics, Resources, Framework

Michael J. Spratt

Michael J. Spratt is the planning director for The Salem Project, National Park Service. He has worked for the National Park Service for 13 years as a park planner specializing in New Area and Partnership Resource Studies. Mr. Spratt began his career in the New Areas/Urban Studies Branch and has produced numerous reports on this subject matter. He has a bachelor's degree in park planning from Colorado State University and a master's degree in park administration/landscape architecture from Texas Tech University.

Much of the information in this article was taken from "The Salem Project – Study of Alternatives" produced by the Denver Service Center of the National Park Service; Ann Moss, team captain. Cynthia Pollack, Superintendent of Salem Maritime NHS has been involved from the very beginning in the formation and success of this partnership effort.

The essential ingredients for any successful partnership approach and, in particular, the Salem Project, are having political support, significant resources, and a proper framework to bring together the political and technical know-how. The purpose of this paper is to explore this phenomenon called "Partnership Parks" by examining the key elements of the Salem Project. This examination will include a project background, the methodology for identification of resources to be preserved and used by visitors, alternatives for resource preservation/interpretation, various management strategies, and an analysis of The Salem Project's partnership approach.

Background

The Salem Project officially began in October 1988, with an initial appropriation from the U.S. Congress. However, the groundwork for the Salem Project began at least 10 years before with the completion of the Salem Maritime National Historic Site Master Plan. That document, as well as many previous studies, proposed to develop Salem Maritime NHS as the foremost place where Americans would come to appreciate the significance of maritime enterprise as a part of our national heritage. The plan went on to state that, "Critical to creating this atmosphere are effective dialogue and cooperation between the National Park Service, city officials, and private and public organizations in and around Salem."

A series of events culminated in the formation of the Salem Partnership in 1987, of which the National Park Service is a key member. The Salem Partnership is a private, non-profit organization comprised of business leaders, government representatives, museum directors, non-profit groups, and local citizens whose aim is to revitalize Salem through economic development, historic preservation, tourism improvements, cultural programming, and educational development. Since its establishment in 1987, The Salem Partnership has increased its operating budget, which comes from dues paid by its members that range from $1,000 to $30,000 per year. The Salem Partnership actively supports the improvement of Salem Maritime NHS as a catalyst for the revitalization of the waterfront as well as downtown Salem. Since the formation of the Salem Partnership, private sector investments in downtown Salem alone have totaled $57 million. It is estimated that these projects have and/or will generate $840,000 in tax revenue as well as provide a major spark for additional capital investment in the downtown. I should note that the Salem Partnership is currently updating these figures.

This "grassroots" partnership effort has spurred strong commitments from the Congress who have appropriated $13 million over the past three years for improvements to Salem Maritime NHS. The Massachusetts Historical Commission and the Departments of Coastal Zone Management and Environmental Management are directly involved in the Salem Project. The State Department of Environmental Management has allocated more than $17.5 million for heritage state parks directly related to the Salem Project, and when the state economy turns around, may establish additional parks in the Salem Project area. The Merrimack Valley Planning Commission and the Metropolitan Area Planning Council are also participating in project planning, and many other community officials, board members, and representatives from other preservation organizations provide valuable assistance.

Methodology

Salem was the center of a series of historical events that profoundly influenced the course of American's early settlement, her emergence as a maritime nation, and the subsequent development of the textile and leather industries. Salem's resources are complemented by a great diversity of resources found throughout Essex County.

Consolidated in this area of less than 500 square miles and 34 communities are nearly 80 historic districts and sites related to early settlement, the maritime era, or the textile and leather industries.

The Salem Project study team researched and analyzed nearly 250 National Register of Historic Places forms, many of which contained hundreds, even thousands, of cultural resources. The purpose of the analysis was to determine which cultural resources throughout the county could best contribute to visitor understanding of the interpretive themes developed for Salem Maritime NHS. Only cultural resources that related directly to the themes to be interpreted at Salem Maritime NHS were analyzed. The three principal themes were determined to be:

Founding and early settlement, 1626-1775

- beginnings of maritime activities (fishing, ships and shipbuilding, and maritime trade)
- Puritan society

Height and decline of the maritime era, 1775-1900

- ships and shipbuilding
- privateering,
- Far East trade
- fishing

Textile and leather industries, 1830-1940

- evolution of industries
- planning of industrial cities
- immigration and labor

The limited time available for the resource inventory did not permit research in original documents. Most information was gathered from existing forms nominating properties and districts to the national, state, or local registers. Districts and properties that related to more than one theme were analyzed separately for each theme.

To be considered important to the project, registered properties or districts had to meet the following criteria:

- **High representation of the Salem Project themes** – many quality theme-related examples or one highly distinguished example;
- **Integrity** – quality original workmanship, good existing condition, strong sense of historical character and setting;
- **Proximity** – several theme-related resources in a district, or individual sites within walking distance of other related sites, allowing visitors to make an easy interpretive connection between them.

The majority of the resources determined to be important to the Salem Project were nationally significant. However, these were supplemented by some state and locally significant districts/properties found to fill important gaps in the story. Some potentially significant historic and archeological resources that were not listed on registers or adequately documented were identified through consultation with representatives of state, regional, or local preservation agencies or organizations; these potential resources were not analyzed, but they were noted as meriting further study.

Although cultural resources were the project focus, the study team recognized that the county has excellent natural and scenic resources – the ocean, rocky shorelines, vast salt marshes, interior forests, and one of New England's largest rivers – which can help people visualize what the region was like hundreds of years ago and why it developed as it did.

As a result of this rigorous analysis, 79 districts/properties were identified as meeting the stringent criteria for inclusion into the Salem Project. Many of the 79 sites encompass more than one theme. In addition, more than 30 sites were identified as meriting further study. Other potential resources will likely be found during future studies related to the Salem Project, and they should be researched to determine their importance to the project and their eligibility for the National Register.

Alternatives

Once the resources were identified, two sets of alternatives were developed: four alternatives exploring how various combinations of resources might be preserved and interpreted, and three alternatives examining possible management strategies. Any of the preservation and interpretation alternatives would be compatible with any of the management structures; thus, they were analyzed independently of one another. The following alternatives were developed by members of the National Park Service, the Commonwealth of Massachusetts, several Regional Planning Commissions, local officials, representatives of the Salem Partnership, and the public.

Preservation and Interpretation Alternatives

Four scenarios were developed that focused on the preservation of resources while providing for their interpretation and use. Common goals for all four alternatives included:

- Telling a unified story of America's early settlement, maritime era, and textile and leather industries, incorporating existing interpretive facilities wherever possible
- Enhancing the quality of life for community residents through the preservation and sensitive use of heritage resources

• Being sensitive to the preferences of communities and the rights of individual property owners and avoid adverse effects on neighborhoods
• Establish the city of Salem as the project focus by developing the major visitor center there and by making the city the primary visitor destination
• Recognizing Boston as a national transportation hub and establishing the Salem Project as a major regional tourist attraction drawing visitors from this larger center
• Emphasizing mass transit, boat, bus, bicycle, and pedestrian systems as alternatives to using automobiles to tour the Salem Project sites

Alternative 1: Salem Only/All Themes. The Salem Project would remain within the city of Salem, where it would provide assistance in the preservation and interpretation of resources related to early settlement, the maritime era, and the leather and textile industries. While this alternative would provide the visitor with a good introduction to the Salem Project themes and aid the revitalization of Salem, it would omit and possibly lose many excellent cultural resources, many of which are threatened, that could greatly enhance all three themes.

Alternative 2: Coastline/Themes 1 and 2. The Salem Project would extend beyond the city of Salem to incorporate the coastal area of Essex County, where it would provide assistance in the preservation and interpretation of resources related to early settlement and the maritime era. The third theme of textile and leather industries would be interpreted only briefly at the Salem Visitor Center to place the maritime story in its full historical perspective. This alternative would enhance visitor's understanding of the early settlement and the maritime era, provide an impetus for revitalization of coastline communities, while the potential for loss of resources and interpretive opportunities for the textile and leather industries theme would be great.

Alternative 3: Countywide/All Themes. The Salem Project would provide assistance for the preservation and interpretation of resources along the coast and the lower Merrimack River valley to tell a comprehensive story of early settlement, the maritime era, and the textile and leather industries. This alternative provides for a comprehensive preservation and interpretive approach and allows for a countywide revitalization and sense of greater community pride and awareness. Saugus Iron Works NHS, America's first (1647) sustained integrated ironworks is also included in this alternative.

Alternative 4: Countywide/All Themes/Secondary Centers. This alternative would be similar to alternative 3 except that secondary interpretive centers would be established at Lawrence and Haverhill, where the most diverse and comprehensive representations of the leather and textile industries remain. Such a center could be developed as part of the Lawrence Heritage State Park and the Museum of American Textile History; a new facility would be needed in Haverhill. This alternative would link the industrial resources of the Lower Merrimack valley together and provide the visitor with a greater understanding of the textile and leather industry story.

Management Alternatives

The basic premise of the Salem Project is that its success depends on broad-based support and participation by private citizens, businesses, nonprofit institutions, and local, regional, state, and Federal governments. The majority of the capital needed to implement the project will be expected to come from the private sector through investments in cultural resource rehabilitation and adaptive use projects. The major government role will be to assist in establishing a mechanism to coordinate technical and financial assistance to Salem Project participants. Regardless of what management strategy is proposed, it must have the ability to:
• Protect and preserve important resources
• Develop and manage a unified interpretive story integrating the Salem Project themes
• Minimize the need for Federal land acquisition by effectively using technical assistance and participation in cooperative agreements
• Enhance the economic base for Essex County communities
• Provide an atmosphere to deal with a complex multijurisdictional project

Alternative 1: Partnership Coordinated by the National Park Service. The National Park Service and a partnership (of appointed representatives) focused exclusively on the Salem Project would work together to carry out the project goals. The National Park Service would establish a Project Office and coalesce grassroots support and consensus needed to accomplish the goals of the Salem Project. This would be an excellent interim measure; however, without legislation that defines the scope of the project, the appropriate working relationships, and funding required, the project could be difficult to coordinate based on the multiple competitive community interests involved.

Alternative 2: State Commission. A state commission would be established and staffed to oversee the management of the Salem Project. The state would be the primary public funding source, but the Federal Government could contribute funding from existing Federal programs for specific qualifying projects. Major funding would be expected from the private sector. A legally mandated commission would allow for efficient coordination with all participants and provide potential to direct the project to state priorities. It would be difficult to administer a state

project based out of a Federal site. Currently the Commonwealth of Massachusetts does not appear to be in a financial position to create such a commission.

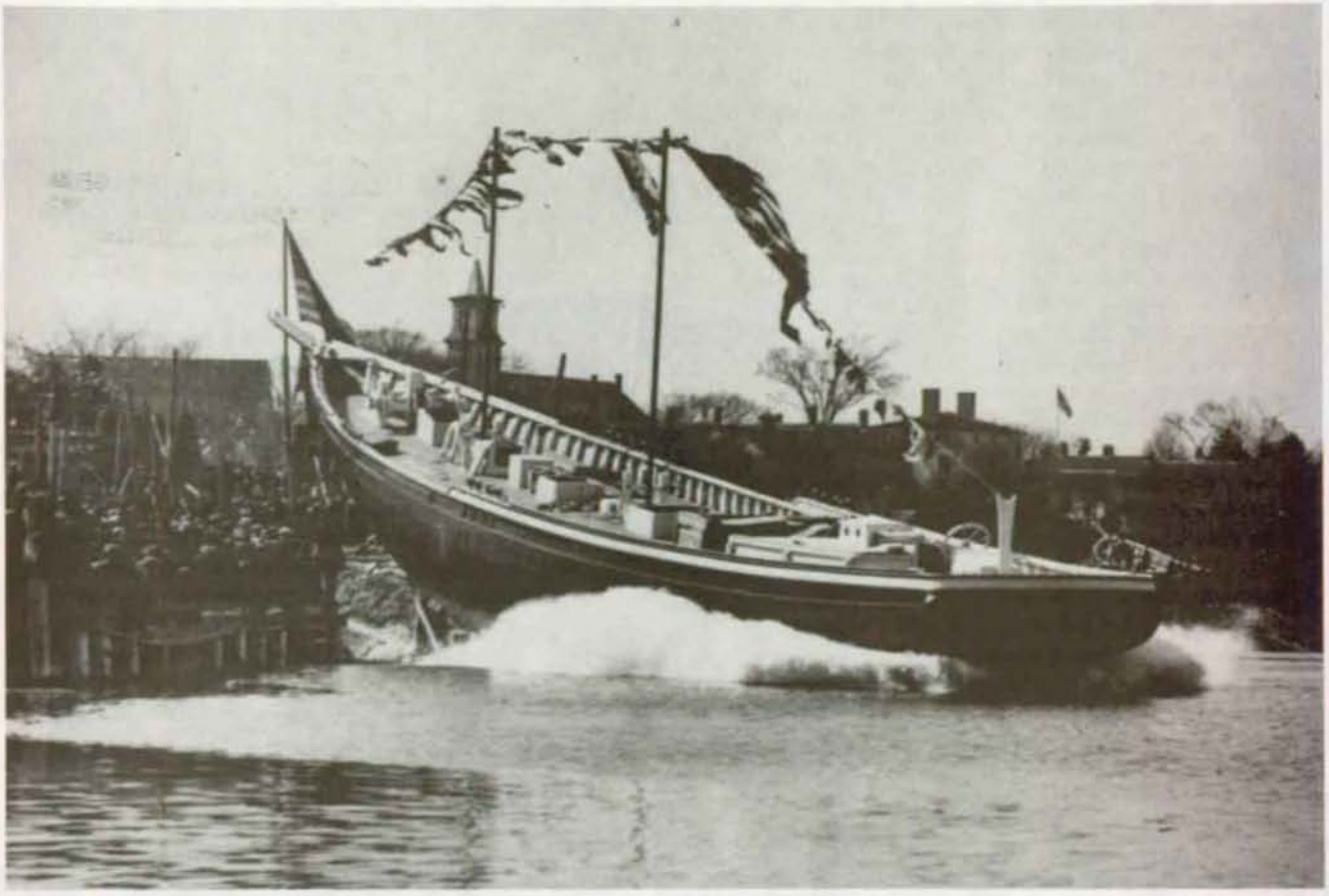
Alternative 3: Federal Commission. Through the enactment of Federal legislation, a Federal commission would be established to oversee the management of the Salem Project. The commission would be established under the Secretary of the Interior. The commission members would be appointed by the Secretary after considering recommendations from a variety of sources to ensure broad representation of all levels of government and the private sector. The commission would receive funds through Federal appropriations, which would be matched by nonfederal funds. As in the other alternatives, the private sector would be expected to be the major contributor of funds needed to implement the project. A legally mandated commission would allow for efficient coordination of all participants and improve ability to direct Federal funds to the specific needs of the Salem Project. New Federal expenditures at a time when many established Federal programs are underfunded may be difficult to procure.

Partnership Support

The partnership approach for the Salem Project occurs at many different levels. Its origins are based in a group of interested business leaders, local elected officials, non-profit organizations, and governments creating a "grassroots" effort to interest Congress in Salem's history. Once the Salem Partnership was formed and there was Congressional interest, public participation in the Salem Project broadened dramatically. Beyond the 40 paying members of the Salem Partnership and the on-site presence of National Park Service planners, individuals and groups representing a wide range of interests participated in a series of public meetings, workshops, open houses, and informal private meetings to voice their concerns and ideas. Indeed, over 500 people at three separate public meetings throughout Essex County voiced unanimous support for the Salem Project.

Currently, the Salem Project Study of Alternatives is before the U.S. Congress. They will decide whether or not to introduce legislation to implement one or a combination of alternatives contained in the study report. While the future of the Salem Project is being debated in Congress, the improvement of Salem Maritime NHS is progressing. The National Park Service has recently updated its Five-Year Planning, Design, and Construction Program which will provide the backdrop for a setting that will transport the spirit of man back to the time when Salem was a bustling international seaport. In addition, joint transportation studies and a visitor study have been completed that will certainly enhance the visitor's experience while in Salem. Saugus Iron Works NHS will benefit greatly as planning has recently begun to improve that site.

The success of the Salem Project to date has been the ability of people from different perspectives to sit at the same table and hammer out solutions that are mutually beneficial. We have found that we all want the same thing, preservation and visitor use, and that our differences are actually our greatest strength. The private sector solves problems differently than the public sector, and, we in the public sector can learn alot from these partnership approaches.



The Mayflower, launched April 12, 1921.



Ebey's Landing National Historical Reserve: Non-Traditional Management of a Nationally Significant Resource

Cynthia Orlando and Gretchen Luxenberg

Cynthia Orlando is the former manager of Ebey's Landing National Historical Reserve in Washington. She is currently the Superintendent of Fort Clatsop National Memorial in Astoria, Oregon. At Ebey's Landing, Ms. Orlando provided direction to the Reserve's Trust Board in preparation for the board's taking over the administration of the Reserve. Ms. Orlando has a bachelor's degree in anthropology from San Francisco State University.

Gretchen Luxenberg is the National Park Service representative on the Trust Board for Ebey's Landing National Historical Reserve which now administers Ebey's Landing. Ms. Luxenberg helped develop the initial landscape and architecture inventories for the Reserve. She has a master's degree in historic preservation from the University of Vermont.

The National Park Service's Revised Land Acquisition Policy of April 26, 1976, defines national reserves: "Federal, state and local governments form a special partnership around an area to be protected. Planning, implementation and maintenance is a joint effort and is based on a mutual desire to protect the resource." The Reserve concept represents a creative, though non-traditional approach, to the challenge of land preservation facing the National Park Service today. Ebey's Landing National Historical Reserve, one of the first authorized, was a direct response to the recognition that Federal, state and local governments can play an important role in this preservation effort.

Located on Whidbey Island, on the shores of Washington's northern Puget Sound, Ebey's Landing began its history with Native American occupation, followed by the passage of white explorers, and then the first settlers. Over 100 years later, Congress created the Reserve to preserve and protect "a rural community providing an unbroken historic record from the 19th century exploration and settlement in Puget Sound to the present time." This unbroken historic record means that farms are still farmed, forests harvested, and most historic buildings still used as residences or places of business. In fact, the relationship that exists between the resources of the Reserve and evolving community values has shaped the area over time. Pioneer homes and landscape remnants reveal a continuous history of man's interaction with the immediate environment. The relatively warm, dry climate, safety of harbor and landing, productivity of the prairies and breathtaking scenic vistas create a cultural landscape that is much the same today as it was when Captain George Vancouver explored the Puget Sound in 1792. A rich and telling historical document, it is a landscape of heritage.

In 1970 Whidbey Island was identified by the former Bureau of Outdoor Recreation as having significant recreational potential. Possible uncontrolled development of this recreational potential rallied local citizens to support protection of the Island's west coast through national seashore status, but with no results. In the early 1970s escalating property values and pressures for residential development created additional crises, with citizen lawsuits successfully stalling development. During the same period the heart of Ebey's Prairie was threatened with a large lot subdivision. Development of this prime agricultural land dotted with historic farms dating from the mid-1800s would have not only destroyed scenic resource values but would have severely impacted the island's small agricultural industry. Efforts toward public acquisition and the support of Congressman Lloyd Meeds hastened preservation and the creation of the Reserve. Legislation was introduced to recognize all of Central Whidbey Island, and the measure was incorporated in Public Law 95-625, which established the Reserve in November of 1978.

Working with members of the local community, Congressman Meeds had developed a new concept that allowed Central Whidbey to preserve its character while also allowing for the continuation of the community within the Reserve. Though a National Register Historic District, there had been no "lead" agency to provide continuity and direction for the preservation of its unique historical character. Designation under the auspices of the National Park Service would provide such direction. But in authorizing Ebey's Landing the Congress did not follow its usual pattern for establishing a National Park Service area by defining its boundaries, authorizing the Secretary of the Interior to acquire lands and lock up the area for administration, protection and interpretation by the NPS. Of the 17,400 acre land and water area within the Reserve only a small acreage would be owned by the United States and a different preservation approach would need to be taken.

The concept of providing for national designation and recognition of park and historical areas without disrupting or displacing the local communities has been practiced in

Europe for some time. Land ownership within the park area is undisturbed; however, development is controlled by government regulation. The key ingredient for such areas is local participation in the management and interpretation of the area with national oversight to assure its continued credibility for national significance (Sax, *Natural History* 8/82 "French Regional Parks"). Though it is unknown whether Congressman Meeds consciously patterned the Ebey's Landing enabling legislation upon the concept of the European parks, local participation in the planning and administration of the area was incorporated into the legislation. With national significance as a foundation, local participation in preparing a comprehensive plan and the opportunity for local management with NPS presence and oversight would assure the continued viability and growth of the community in a direction complementing the historical purpose of the Reserve. As is stated in the Ebey's Landing Comprehensive Plan: "...the plan is also cognizant of the residents' needs of the Central Whidbey area, the Town of Coupeville, and Island County to be met in a constantly changing society. This comprehensive plan provides for a balanced approach to preservation and development, private interests and the public welfare. This plan presents a case for the need of responsible citizen participation to protect a viable working community and a rare and valuable remnant of the American past."

This non-traditional approach to preservation set the stage for a non-traditional approach to management. It was apparent from the legislation that Congress intended a different form of administration for the Reserve that included local participation as well as professional managers. This was made possible through a State of Washington Act authorizing local government units to create joint entities for a specific purpose, such as the administration of parks and recreation areas. An inter-local agreement between the National Park Service, the county, town and Washington State Parks established a joint administrative board called the Trust Board of Ebey's Landing National Historical Reserve. A cooperative agreement between the Trust Board and the Service defines the authorities and responsibilities of the board and provides for Federal funding of up to 50 percent of its annual operating costs.

Before this management transition could occur, however, the NPS was charged with setting the parameters for professional and efficient management of the Reserve through the implementation and interpretation of Service policies and procedures. This included setting priorities for land acquisition, implementing the wayside exhibit plan, coordinating the planning and construction of interpretive sites and establishing a management direction and administrative framework. With these mandates in place this new concept of management and formidable interagency effort at preservation could begin.

Yet what would emancipation from the National Park Service really mean? The country's first historical reserve has, in many ways, remained a well-kept secret. Many people visiting the area – even those who experience it regularly – are unaware that they are seeing a rural community that continues to reflect significant historic patterns of settlement, land use, circulation and vegetation from an earlier time. Thirteen years after this unique NPS commitment, the Trust Board of Ebey's Landing National Historical Reserve is presently undertaking the thought-provoking process of determining the future of the Reserve and a vision for what this place should be. Because the Board is comprised of a variety of individuals with diverse interests and concerns, this vision varies somewhat from member to member, though not dramatically. For the first time the Board is operating without a full-time National Park Service staff person, as had been the case since the Reserve's creation. No longer is the NPS directing and guiding how the significant components and resources of the Reserve will be protected. It is now the board's role to preserve and protect the area and follow through on its legislative mandate and this has precipitated a careful and thoughtful introspection by the present board.

Basic and fundamental questions are being entertained by the board members now that they are "on their own" and charged with managing change in this rural community. Should they become a "working" board, preparing interpretive materials and programs, or serve as a traditional board of directors, with hired staff to complete proposed projects? How can residents of the community become better informed about the Reserve and become advocates of its purpose? How many interpretive exhibits are needed to tell the story of the area? What other types of materials can assist the visitor in experiencing the Reserve and enhance or expand their understanding of the historic area? How can interpretation and education programs be introduced and shared with others – both locally and regionally – without marketing the Reserve? These are just a sampling of the questions being addressed as the members ponder what they hope the Reserve will look like decades from now, and how it will be used, realizing the decisions they make today will have long-term and lasting effects on the area.

One thing that the board has reached a consensus on is that the Reserve remain a viable and functioning community that respects its past while planning for its future, and that it be developed in such a way that the incoming facilities (and subsequent visitors) do not hinder the lifestyle of the people who have made the Reserve the place that it is. Board members do not want to make this Reserve a model of economic development or a cultural tourism

project. Protection and preservation of the Reserve's resources through interpretation, understanding and appreciation is a primary goal of the Board, but not at the expense of the community's familiar way of life.

Development of interpretive wayside exhibits for the Reserve is underway and scheduled for completion in the near future. The board must now consider whether this will complete development within the Reserve or whether additional facilities would enhance that which is going in. It is intended that the Reserve and its interpretation/education program be substantial in quality but passive in appearance so as not to create visual litter throughout the area. One item of pressing concern is the placement of highway signs announcing entrance into the Reserve. It is critical that the overall interpretive program be self-guided, geared for those willing to work a little harder at understanding the place – willing to take the initiative to read an informational pamphlet or guidebook to gain a sense of place, to follow an automobile/bicycle tour, to leave transportation behind and walk along a trail to observe the same views and vistas seen by those who settled the area over 140 years earlier. The thrust for a self-guided Reserve is a response out of both necessity and desire. The board does not have the financial means to hire full-time information staff to interpret or educate the visiting public about the resources of the Reserve from an established visitor center or other facility, nor was this approach intended to be taken if visitors were to gain a sense of a historic place that remains a viable, working community not frozen in time. Supplementing this passive approach to interpretation will be other special events and activities sponsored, planned or coordinated by the board that relate to the Reserve and its diverse collection of cultural, historic, natural and recreational resources.

Aside from development and interpretation concerns, the Trust Board is grappling with the issue of its members coming and going over the years and the fragility of continuity in the decision making process as these membership changes occur over time. What will happen if future board members decide that promotion and advertising of the Reserve will bring in more financial support, and they promote development and signage and bus tours to gain that support? What will happen if these unwieldy crowds begin to adversely impact the resources of the Reserve? The board is planning to develop a series of guidelines that address appropriate methods of interpretation, education and promotion of the Reserve. These guidelines will support the Visual Compatibility Guidelines for the area, used to help guide the design, materials and construction of wayside facilities, benches, signs, among other structures within the area. Resource protection, interpretation/education, community relations and development will all be addressed in this "how-to" guide for members, to give them a foundation of the preservation and protection principles guiding past decisions by the board and its overall focus and direction for attaining that "appropriate vision" for the Reserve.

Many questions remain unanswered for both the Service and Trust Board, but these questions serve as catalysts for action by these dedicated and hard-working individuals, who give much of themselves to the Reserve – both physically in time and emotionally in spirit. As one member of this volunteer board the NPS is afforded the opportunity to be associated with a successful community-based preservation partnership between local, state and Federal government interests.

Ebey's Landing represents a unique plan developed for a specific area's needs and one that accomplishes the intent and purpose of the Congressional legislation. Not fitting the management pattern of other NPS areas, it has set the stage for what will become the future of other nationally significant areas within existing communities. At Ebey's Landing we continue to challenge ourselves in planning appropriately for the future of a very significant and special cultural landscape perched on the northwestern edge of the continent.

BIBLIOGRAPHY

PARTNERSHIPS IN PARKS & PRESERVATION

BIBLIOGRAPHY

Partnerships in Parks & Preservation
An Annotated Bibliography

The original task of the editors of this bibliography was to provide conference participants with a "text," a standard reference work or group of works that would be useful for learning about "partnerships in parks and preservation." It became apparent very early on that no such thing exists.

"Partnerships," in the sense that we are exploring the idea at this conference, is not a familiar field of study, like chemistry or art history; it is an amalgam of things – it is something new. One will not find a useful entry under "partnerships" in any encyclopedia, dictionary or card catalogue. We know what "partnerships" is, but no one has written its definition. It should not be a surprise, then, that it does not have its own text.

We have found, though, that it does have its own literature: a body of writing that consists of parts of the individual literatures of its constituent disciplines. We found relevant and useful writings in history, landscape, park planning, preservation and many other fields. We found, too, that several people engaged in partnership activities have written their own stories. Taken together, these writings are the core of a true partnerships literature, and where there's a literature, there's a bibliography.

At least there is now. Having reached the above conclusions, we decided that it would be useful for conference participants to have an annotated bibliography, and proceeded to assemble one. To produce it we polled a number of practitioners known to us, and asked for contributions of titles that they thought might make useful reading, and for annotations. The following is the result.

The entries range from short newspaper articles to large scholarly works. (Several of the entries will not be generally available in libraries, such as papers delivered at conferences. We suggest you contact the author or originating agency for further information.) Their applicability is not always immediately apparent from their titles, but all are in fact useful, depending on the goals of the reader. The larger background works, whose authors may not have anticipated their application to these purposes, provide rich insights for those who want a deep grounding in the subject. A more "how-to" approach may find the numerous case studies and project reports useful. It may even be possible to learn a little about "partnerships" simply by reading the bibliography.

We have enjoyed working on this document, and believe that we have learned much from the work. We confess that we were surprised at how entertaining it turned out to be, and hope that using this bibliography and the resources listed will be equally enjoyable and enlightening for you. The editors would like to thank some people for their invaluable assistance, and for making this project a rewarding experience: Erv Zube, Marcia Osterhaut Kees, Paul Bray, Evelyn Swimmer, Galen Cranz, Katie Lawhon, Debbie Darden, Stuart Stein, Joe DiBello, Robert Grumet, Joe Hickey, and Bert Wolfe.

The Bibliography

Action Plan: America's Industrial Heritage Project
The Heritage Preservation Commission
America's Industrial Heritage Project
and the National Park Service
Hollidaysburg, PA
August 1987

This is the summary plan for the innovative America's Industrial Heritage Project. After a description of the public involvement in producing the plan, 25 proposed necessary actions are organized according to several themes: Project Coordination, Preservation of Cultural Resources, Regional Tourism Promotion and Marketing, Transportation and Access, and Regional Economic Development. Each action is accompanied by an implementation strategy. Several specific development projects identified to that time are described. An excellent example of a rational strategy for pursuing specific partnership goals.

The Adirondack Park in the Twenty-first Century: Executive Summary of the Commission on the Adirondacks in the Twenty-first Century
State of New York
Albany, NY
January 1990

A report with 245 recommendations constituting a "plan that combines the greatest wilderness system in the East with working forests and farms that will continue to provide needed employment to the park's 130,000 permanent residents." The commission focused on three primary ideas: preserving the open space qualities of the park in both public and private areas, making the park function more like a park, and addressing the community development, health and education needs of the residents of the park. The recommendations are significant for their farsightedness and for addressing in a comprehensive fashion both conservation and economic issues.

Alternatives for Land Protection: A Review of Case Studies in Eight National Parks
American Land Forum
Washington, DC
1982

A summary of eight case studies, each case addressing six issues: resource significance, legislative mandate, required degree of control or ownership to meet the mandate, uses compatible with the mandate, most cost-effective techniques and strategies to be used, and likely impact of those techniques and strategies on park neighbors.

Connecticut State Heritage Park System: A Look at the Past, a Plan for the Future
Connecticut Department of Environmental Protection
Hartford, CT
1989

A statewide study to determine the most suitable locations for heritage parks in the state. The first (and at this time the only) published response to Connecticut Public Act 87-463, "An Act Creating A Statewide Heritage Park System" (1987), it examines more than 30 sites in detail. The report concludes with six leading candidates for heritage park development: Thames Estuary (Groton/New London), Norwich, Willimantic (Windham), Windsor Locks Canal, Collinsville, Norwalk. (Note: While this document appears to be the only one available to represent this relatively new program, others will soon be available for those interested. Several individual studies and plans for these sites are now underway, including those for Norwalk and Willimantic, and a museum feasibility study for Windsor Locks Canal. The program is well on its way to implementation: $2.6 million has been authorized for the Thames Estuary, $2.5 million for Windsor Locks.)

Courier
National Park Service
Vol. 35, No. 5
Washington, DC
May 1990

This is a special issue of the magazine focusing on the several partnership programs that exist between the National Park Service and state and local units of government. Included are short articles on the Land and Water Conservation Fund, Statewide Comprehensive Outdoor Recreation Planning (SCORP), Surplus Federal Real Property Program, and National Rivers and Trails Policies Programs. (For a sample article, see Bendick, Robert L., "Sailing Together," further on in this bibliography.)

Courier
National Park Service
Vol. 35, No. 8
Washington, DC
August 1990

The product of a workshop held in Tucson, Arizona, in the spring of 1989, this special issue of the magazine presents a series of short papers on adjacent land problems. Paper topics include planning beyond park boundaries, land trusts, state and local actions to protect park resources, and working in non-traditional park settings. (For a sample article, see Brown, Warren, "Planning Beyond Park Boundaries," further on in this bibliography.)

Economic Impacts of Protecting Rivers, Trails and Greenway Corridors
Rivers and Trails Conservation Assistance
National Park Service
In cooperation with The Conservation Fund
Washington, DC
1990

An excellent resource for anyone wishing to establish economic arguments for corridor conservation. Good advice (on strategy as well as economic assessment) and clear procedures guide the users to apply the concepts of the book to their own specific situations. The language is clear and comprehensible, with technical terms and concepts carefully explained in everyday language. Topics covered include, among others, Real Property Values, Expenditures by Residents, Tourism, and Benefit Estimation.

A Guide to Developing Urban and Rural Cultural Parks
New York Parks and Conservation Association
Albany, NY
1991

This four-page document provides an outline of the urban cultural park model and guidelines for setting up an urban cultural park at the local or regional level.

Historic Maritime Resources: Planning for Preservation
Office of Maritime Preservation
National Trust for Historic Preservation
Washington, DC
September 1990

A manual to guide planning for the preservation of maritime resources, or anything dealing with historic seafaring themes (ships, lighthouses, shipwrecks, etc.) Contains good advice to local activists of communities with a historic maritime character who seek to preserve that character. Not specifically geared toward partnerships, but the ideas make especially good sense when viewed from a partnership vantage point.

A Hudson River Valley Greenway: Planning for Preservation
Albany, NY
February 1991

A schematic plan to establish a Hudson River Valley Greenway to encompass a twelve-county region bordering the Hudson River, from its confluence with the Mohawk River to New York Harbor. This report to the governor and legislature outlines steps to make a broader community out of a scenic and historic area comprised of large and small cities and numerous suburban and rural towns. Four primary recommendations are made: (1) designate the geographic region as a Greenway; (2) establish an intergovernmental Hudson River Valley Greenway Communities Council and Compact to develop a regional plan for the greenway; (3) establish a conservancy to provide grants and technical assistance to local governments; and (4) establish a trail along both sides of the Hudson River. This is a greenway initiative with strong emphasis on regional planning.

Hudson-Mohawk Urban Cultural Park Management Plan Summary
Hudson-Mohawk Urban Cultural Park Commission
Cohoes, NY
1985

An overview of the management plan addressing the urban cultural park themes of labor and industry, and goals of preservation, recreation, interpretation, and economic development. The Hudson-Mohawk Urban Cultural Park, created in 1977 by the New York State Legislature, joined the NYS Urban Cultural Park System in 1982. This document summarizes the extensive management plan written for this UCP under the requirements of the New York State Urban Cultural Parks program. The Hudson-Mohawk UCP (known as "Riverspark") encompasses seven municipalities in three counties. The plan sets forth policies and projects for the numerous public and private sector participating entities with the goal of creating a live-in, learn-in park to celebrate a birthplace of the American Industrial Revolution.

The I & M Canal National Heritage Corridor, Five Years of Progress
The Nature of Illinois Foundation
Chicago, Illinois
Fall 1990

This handsome periodical captures the magic and challenge of America's first National Heritage Corridor. A half-dozen articles address different aspects of the project: historic significance, project origin, natural areas, economic impacts, and the people who made it happen. It also includes a guide to points of interest along the corridor. What is missing is a systematic analysis of the impact of the corridor's establishment. All of the economic analysis is anecdotal. Nowhere are visitors' responses to the resource given. If National Heritage Corridors are a new model from which the Nation can learn, then the I & M, as the first, should become a laboratory for testing the promised economic, scientific, tourist and community benefits of the concept.

Interpretation
National Park Service
Washington, DC
Spring 1990

A dedicated issue on "Partnerships in Interpretation" with an introduction by Director James M. Ridenour. The focus on interpretation in parks and preservation provides rich insight into the usefulness of partnerships in parks and preservation. Articles, contributed from all over the National Park System, include: Cooperating Associations, Research, Friends Groups, Concessions, Audio Visual Programs, the partnership experience at Lowell NHP and Golden Gate NRA, University Partnerships, addressing large-scale conservation needs at Fort McHenry, the Second World Congress for Heritage Preservation and Interpretation (five articles), expanding the historical data base at Sitka NHP through American-Soviet cooperation, Boy/Girl Scouts of America, and the National Parks and Conservation Association. (For a sample article, see Price, George E., Jr., "Park Cooperators and Interpretation: Lowell National Historical Park," below.)

Investing in Park Futures: The National Park System Plan, a Blueprint for the Future
National Parks and Conservation Association
Washington, DC
1988

This long-range plan for the National Park System, which was a result of the 1981 State of the Parks Conference sponsored by the National Parks and Conservation Association (see Connally, 1982), is presented in nine substantive volumes. The nine volumes are: (1) To Preserve Unimpaired: The Challenge of Protecting Park Resources; (2) Research in the Parks: An Assessment of Needs; (3) Parks and People: A Natural Relationship; (4) Interpretation: Key to the Park Experience; (5) Park Boundaries: Where We Draw the Line; (6) Planning and Involvement: Constituency Building for the Parks; (7) Land and Acquisition: Completing the Park; (8) New Parks: New Promise; (9) The National Park Service: Its Organization and Employees. An executive summary was also prepared. The result was the preparation of over 150 recommendations, many of them innovative and controversial. The National Parks and Conservation Association remains committed to implementation, so this is likely to remain an important document.

Plan for the Lackawanna Heritage Valley
Lackawanna Heritage Valley Steering Committee
Scranton, PA
April 1991

The initial long-range plan for the establishment of this new heritage corridor. The plan treats the Valley's History and resources comprehensively to provide a context for the plan. The mission is described as twofold, establishment of an infrastructure for interpretation and a framework for stewardship of resources. The stated goals of the plan are to develop, link and manage key sites; build capabilities for long-term stewardship of resources; build-in flexibility for adaptation to future circumstances; and promote a partnership approach. Five alternatives of increasing comprehensiveness and complexity are presented. The "Implementation Agenda" includes a discussion of benefits and costs. This publication is "state-of-the-art" for promotional as well as planning purposes.

Lowell Massachusetts
Report of the Lowell Historic Canal District Commission to the Ninety-fifth Congress of the United States of America
Lowell Canal Historic District Commission
Lowell, MA
1977

The Commission was established by the 93rd Congress to study and report on the possibility of a National Historical Park at Lowell. This report, the end product of that Commission, eloquently argues for the establishment of the park. One of its more interesting features, tucked in an appendix, is a brief description of community involvement in the planning of the park. This rare and unusual document provides insight into the prodigious efforts that brought the idea of Lowell to reality.

Lowell National Historical Park, Cooperative Groups and Agencies
Lowell NHP
Lowell, MA
1991

A five-page (partial) list of the principal cooperators with lists of agreement types. Available from the Public Affairs Office of the park, this is a quick way to appreciate the impressive scope and breadth of the partnership.

Lowell National Historical Park, General Management Plan
United States Department of the Interior
National Park Service
Washington, DC
August 1981

The first major document prepared for the implementation of the Federal legislation that created Lowell NHP. The plan directs general development within the park, interpretation, visitor usage, and cultural resource management, and outlines as well cooperative agreements and technical assistance measures in accordance with the goals of the park. The appendix contains a detailed list of management objectives, management zoning, proposed research projects, a list of cooperative agreements, staffing requirements, and a reprint of the legislation. This document is very difficult to find, but its subsequent recommendations ("Preservation Plan" and "Preservation Plan Amendment," for example) will provide some of the same insights. These are complemented by other management plans from comparable parks.

Matewan: A Time of Change
National Park Service, Mid-Atlantic Region
Philadelphia, PA
1990

An action plan for guiding the physical and economic development of the "greater Magnolia District," encompassing several communities in West Virginia and Kentucky, centered on the historic town of Matewan. It draws on the efforts and ideas of community leaders, businesses and individuals in the form of the "Matewan Development Center," established to articulate and promote a vision of the area for the future and develop strategies to manifest that vision. The publication sets forth an explicit agenda while seeking to promote the resources of the region.

National Historic Preservation Act, 16 USC 470 1966; 1980

Of both historic and practical interest. The original 1966 Act established as the policy of the United States that Historic Preservation would be accomplished through a partnership of governments and private individuals. The amendments of 1980 amplified and strengthened the role of local governments. Under Title III, Section 301, as the law is presently constituted, there is the following definition: "Cultural Park means a definable urban area which is distinguished by historic resources and land related to such resources and which constitutes an interpretive, educational and recreational resource for the public at large." At least one version of the current proposals to amend this law comprehensively deletes the work "urban" from this definition.

National Parks for a New Generation
The Conservation Foundation
Washington, DC
January 1985

In response to the 1980 "State of the Parks" report and the 1981 "Park Restoration and Improvement Program," this volume addresses issues of park resource protection, historical and cultural resource management, and external pressures on parks. Four case studies are presented to illustrate these issues: Yellowstone National Park, Fredericksburg and Spotsylvania National Military Park, Cape Cod National Seashore and Santa Monica Mountains National Recreation Area. Interwoven with the case studies are sections addressing the history of the system, stewardship challenges, private sector involvement, and the future of the system. The report covers both current issues and projections on a park system for the future. The writers of the report call for imaginative leadership in shaping plans for the future of the park system that views parks not in isolation "but in the context of this nationwide network of conservation lands." This report is a good background source for understanding the role of partnership parks in the overall context of park ideas and developments.

New York Urban Cultural Park System Summary Plan and Technical Plan
New York State Office of Parks, and Recreation
[now Office of Parks, Recreation
and Historic Preservation]
Submitted to Governor Hugh L. Carey
and the New York State Legislature
Albany, NY
April 1981

Legislation passed by the New York State Legislature in 1977 required the New York State Office of Parks, Recreation and Historic Preservation to draft a plan to establish a system of urban cultural parks. These two documents set up the framework and guidelines for the 1982 legislation that officially established the New York State Urban Cultural Park System. The "Summary Plan" is a short (20 pages) but impressive presentation document that was published on the heels of the announcement that the proposal had just won the American Planning Association's national award for an outstanding planning program. It is a concise and very informative look at this pioneering attempt at using the cooperation of interested parties to achieve an array of important conservation, preservation and economic development goals. Supplementary documents add considerable detail: besides the "Technical Plan" there is the "UCP Program Directory" and "Economic Implications of the System."

Parks, Recreation and Historic Preservation Law, Title G-Urban Cultural Parks
1982

A comprehensive organic law establishing the New York State Urban Cultural Park System. This law declares it to be the policy of the State to use the system to protect the rich natural and cultural resources associated with the State's "growth and attainments over time" and to foster intergovernmental and public-private coordination. The Urban Cultural Advisory Council is created, 14 Urban Cultural Parks are designated, management plan requirements are specified, and provision is made for capital, program and planning grants to parks in the system. This law is a model organic act for what have been called greenline parks, reserves, scenic landscapes, and inhabited parks.

Pennsylvania Heritage Parks: A Concept with Applications
Commonwealth of Pennsylvania
Harrisburg, PA
February 1984

The general planning document for the development of Pennsylvania's Heritage Parks System. The program is distinctly urban in character, organized around several themes that relate directly to Pennsylvania history: The Peaceable Kingdom, Laboratory of Democracy, Laboratory of Industrial Society, An Age of Transportation. The themes are cross-cut by four development stages: Settlement, the Walking Era, the Industrial Era, and the Metropolitan Era. Screening criteria and a screening matrix are included for comparative analysis of 42 candidate sites that had been identified by that time. The follow-up document, "Heritage Parks, A Program Manual," elaborates on the concept.

Preservation Plan; Details of a Preservation Plan (aka "The Blue Book"); Preservation Plan Amendment (1989)
Lowell Historic Preservation Commission
Lowell, MA

Three consecutive documents that together make up a comprehensive preservation plan for the National Historical Park. Of particular interest are the index/ inventory of historic structures, and a wide variety of preservation standards designed specifically for Lowell's historic resources. Applications of the partnership approach are evident throughout.

Preserving a Heritage: Final Report to the President and Congress
National Parks Centennial Commission
Washington, DC
1973

The Commission was established by Act of Congress in 1970 to commemorate the centennial celebration of the world-wide national park movement, and to host a world conference on national parks in 1972. This book reports on those activities and also presents a set of recommendations relating to the mission of the National Park Service, the expansion of the system, and related planning and management issues. It represents an interesting benchmark for changing attitudes toward the system.

Reconnaissance Survey of Western Pennsylvania Roads and Sites
United States Department of the Interior
National Park Service
Washington, DC
September 1985

This study was ordered by Congress (PL 98-473) for the purpose of examining the region's natural and cultural resources for national significance for the possible establishment of parkways. The document includes outlines of its findings along several themes, and includes graphics useful for understanding its findings. The highlight of the Report is the chapter entitled "Concepts for the Future." This consists of four brief alternative proposals for protecting and managing the region's resources. The fourth alternative, "Regional Cooperative Development and Promotion" became the basis for the establishment of the America's Industrial Heritage Project.

Riverwork Book
National Park Service, Mid-Altantic Region
Philadelphia, PA
1988

An environmental problem-solving manual for grassroots groups, designed to help communities get results by offering a practical approach to move ideas into actions. While the focus is on river corridors, the workbook can be used to address virtually any environmental issue. The substance of the process is presented through step-by-step instructions in the organizational and technical skills needed to carry out a project. The workbook is packed with specific information that is directly applicable to the needs of grassroots groups. Subjects range from setting up effective seating arrangements for meetings to writing grant applications and developing resource maps. Each step in the process is illustrated with a case study drawn from NPS experience.

Rivers and Trails Conservation Programs Annual Report
U.S. Department of the Interior
National Park Service
Washington, DC
1991

A compendium of programs and projects of the National Park Service's Rivers and Trails Program for 1990. In addition to a full list of cooperators, each individual program within the categories of Planning and Technical Assistance is fully described, with advice on access to the program for potential cooperators. Individual projects are briefly outlined, organized by state, and several "Conservation Successes" are individually highlighted in greater detail.

Tools and Strategies
Protecting the Landscape and Shaping Growth
No. 3 of "The Open Space Imperative" Series
The Regional Plan Association
New York, NY
April 1990

The third of the "Open Space Imperative" series, which provides plans and strategies designed for open space conservation in the tri-state region of New York, New Jersey and Connecticut. The concepts and ideas presented, however, are widely applicable, and stress creative cooperative approaches. The others in the series are "Greenspaces and Greenways" (No. 1), which "sets forth a vision for regional open space preservation: a set of guiding principles, a concept for a regional plan based on those principles and the fundamentals of an implementation strategy"; and "Where the Pavement Ends" (No. 2), which "makes the case for open space preservation... (and) summarizes public and private efforts to meet open space needs." (From the cited document.)

With Heritage So Rich
Report of a Special Committee
on Historic Preservation
United States Conference of Mayors
Random House
New York, NY
1966

Often credited with providing the final push that created the Historic Preservation Act of 1966, this gorgeously illustrated (black and white) volume is also a gentle manifesto for the preservation movement. Despite its faults (it was criticized at the time for being less than compendious with facts and figures) it is nothing if not eloquent, drawing on leading lights like Christopher Tunnard and George Zabriskie for its essays. Most important, it made available to the general public for the first time a comprehensive sketch of what would soon become the Federal Historic Preservation Program. Its recommendations included strong Federal Historic Preservation policy development, the establishment of a National Register of three significance categories, an Advisory Council on Historic Preservation, a compliance program similar to the 106 process, and preservation grants-in-aid. Some proposals, which were not adopted, are amusing in retrospect, such as the idea that the Federal Government should be given right of first refusal on all buildings in the second and broadest category of the National Register when demolition or sale was proposed by the owner. The truly collaborative effort included the Conference of Mayors, the National Trust, the Ford Foundation, and the Federal Government in the form of George Hartzog (then Director of the NPS), Stuart Udall (Secretary of the Interior) and Edmund Muskie.

Bender, Thomas
Toward an Urban Vision: Ideas and Institutions in Nineteenth-Century America
University Press of Kentucky
1975

The roots of the movement that has become Partnerships in Parks and Preservation lie deep within the American consciousness of the 19th century. This was a time when important ideas were generated about the quality of life in cities and in the countryside. This extremely readable but scholarly book examines those ideas comprehensively in the context of the dominant thoughts and patterns of development that preceded them. The ideas examined are those of Frederick Law Olmsted and his friend, the philanthropist Charles Loring Brace. While unfulfilled and finally abandoned during their lives by the shapers of American cities, many of those ideas have special relevance today. (Note: an interesting companion piece to *Sacred Places* by John F. Sears, described below.)

Bendick, Robert L.
"Sailing Together: Thoughts on Partnerships and Institutions in Nineteenth-Century America"
Courier
National Park Service
Washington, DC
May 1990

Descriptions of two important partnership projects led by the Rhode Island Department of Environmental Management, Block Island and Fort Adams, are used to define several elements necessary for success: early establishment of priorities, flexibility of individual partners, commitment of individual partners to the project, financial obligations, and adequate public recognition of each partner's contribution to the project. See also the annotation on the whole issue containing this article.

Bishop, Sarah G., PhD
Partners for Research and Resource Management
Partners in Parks
Henderson, NV
May, 1991

A paper prepared as part of a training course in Natural Resource Management, this is a rare "how-to" designed specifically for the establishment of partnerships as a long-term problem solving technique. Clear, direct and very level headed, it explains in the first two chapters the need for and usefulness of partnerships. Chapter III is a concise (seven pages) instruction for building them, and is perhaps the finest feature of the paper. There follows a series of case studies, a bibliography, useful organizations, a practicum outline, and several useful appendices (for example, model cooperative agreements). There is an admirable common-sense character to this document.

Bray, Paul M.
"The City as a Park: Weaving the Strands of Heritage in the Urban Landscape"
American Land Forum
Bethesda, MD
Winter 1985

An essay about a park form called the "urban cultural park" and the shaping of a park from a living urban landscape. Bray describes the expansion of park thinking represented by the Lowell experience and the New York State system of urban cultural parks. The economic, educational, social and cultural dimensions of the concept are discussed. While Bray views the application of the urban cultural park approach to be challenging and demanding, he believes that "societal forces will continue to make the urban cultural park the park shaped by our times."

Bray, Paul M.
A New Era for City Parks: The "City as a Park"; Urban Cultural Park & Heritage Park Approaches
Case Studies of the President's Commission on Americans Outdoors, appendix to the Commission's report.
Washington, DC
December 1986

A description of Riverspark, the New York State Urban Cultural Parks System, and the Holyoke State Heritage Park, and observations based thereon. Bray calls for unlocking "a treasure house of recreational opportunities" in the urban landscape by using the urban cultural park model.

Bray, Paul M.
"The Park Gates are Open: Don't Rest on Your Laurels"
Urban Perspective
Ithaca, NY
February 1988

A paper calling on urban park professionals to awaken to the significant changes taking place in urban park planning. Bray traces the background of the city-as-park concept as an ideal and as a reality that opens the whole city to all kinds of beneficial enjoyment. (Presented at the Cornell Symposium, "Parks: New Directions in Resource Planning," the proceedings of which are listed in this bibliography.)

Bray, Paul M.
"Preservation Helps New Parks Take Shape"
Kite
Albany, NY
December 6, 1978

A discussion of the role of historic preservation in the creation of urban cultural parks, as an alternative to large scale urban renewal projects.

Bray, Paul M.
"Preservation Potential: Urban Cultural Parks"
Newsletter of the Preservation League of New York
Albany, NY

Points out the coming together of historic preservation and urban park interests in planning for the preservation of, and beneficial enjoyment from, cohesive urban settings. Bray writes that "...historic preservation provides the ethic, momentum, and techniques that are enriching our urban areas and, in effect, creating exciting and valuable 'parks' of the fabric of the city."

Bray, Paul M.
The Urban Cultural Park, a Celebration of City Assets
Albany Preservation Report
Albany, NY
September 1, 1983

An essay written for the Historic Albany Foundation to describe the value and benefit to the City of Albany of becoming part of the New York system of urban cultural parks, and to encourage the city to do the planning necessary for entry into the system. It suggests the considerations that any city should take into account in deciding whether or not to apply the urban cultural park planning model.

Brown, Christopher N.
New Handshakes: Management Partnerships Along the Appalachian Trail
Parks and Recreation
June 1982

The story of 60 years of informal cooperation to preserve and maintain the Appalachian Trail, beginning with a loose association of hiking clubs, continuing with a Congressional response to development pressure with the National Trails System Act (1969), and ending in 1978 with Congressional amendments to the Trails System Act. Those amendments, instructed the Park Service to prepare a management plan, which was accomplished in 1982. The gist of the plan was continued reliance on volunteerism and a decentralized approach, with intervention through acquisition and regulation only when absolutely necessary. The partnership is one of 60 clubs, eight National Forests, six National Park units, and more than 60 state parks, forests, gamelands and refuges.

Brown, Warren
"Planning Beyond Park Boundaries"
Courier
National Park Service
Washington, DC
August 1, 1990

A fine encapsulation of the 1990 Tucson training conference to discuss adjacent lands issues. Brown provides useful summaries of most presentations in a narrative format, making a readable and comprehensible essay out of a several-day experience of presentations. There are many aphoristic characterizations of partnership concepts. He makes frequent reference to Bill Paleck, superintendent at nearby Saguaro National Monument, who "...doesn't care about winning – he plays not to lose...(This) means dancing on the razor blades of practical politics involving landowners, congressmen and local community groups that have many other issues on their agendas." See also the annotation on the whole issue containing this article.

Brown W. L.
Case Studies in Protecting Parks
Natural Resources Report
Denver, CO
1987

This report summarizes protection strategies for coping with commercial and residential development, oil and gas development, power plants and dams, air quality and other potential impacts in and adjacent to 16 units of the National Park System. It presents a brief two-page discussion of 12 key points for managers to follow in protecting parks and, in the following 23 pages, protecting activities at each of the 16 units.

Collins, R.B. & E.W.B. Russell
Protecting the New Jersey Pinelands
Rutgers University Press
New Brunswick, NJ

A scholarly case study of the background for Federal legislation establishing the Reserve, establishment of the Pinelands Commission, and the development and implementation of the management plan. The monograph concludes with a review of the legal challenges to the plan and an assessment of the efficacy of the Pinelands Programs.

Connally, E.H. (ed.)
National Parks in Crisis
National Parks and Conservation Association
Washington, DC
1982

This volume is the result of a conference organized by the National Park and Conservation Association which was held in Jackson Hole, Wyoming in September 1981. The book is organized in three sections: problems in the National Park System, planning for the future, and recommendations. The first section consists of papers prepared as background for the conference and which address problems of increasing use of parks, external threats, adjacent lands issues, and the adequacy of the NPS budget. The second and much shorter section includes papers presented at the conference by T. Destry Jarvis , Cecil D. Andrus, Paul Pritchard, Michael Frome and others. Recommendations focus on general principles, internal management and conflicts, external threats and opportunities, and politics and parks.

Conzen, M. P. & K. J. Carr (eds.)
The Illinios & Michigan Canal National Heritage Corridor: A Guide to its History and Sources
Northern Illinois University Press
DeKalb, IL
1988

Four essays on the history and resource values of the Illinois and Michigan Canal Corridor provide the introduction to this annotated bibliography of approximately 3000 entries. The bibliography part is organized topically in 20 sections ranging from the physical environment and Indians to newspapers and artifacts collections.

Corbett, M. R. (ed.)
Greenline Parks: Land Conservation Trends for the Eighties & Beyond
National Parks and Conservation Association
Washington, DC
1983

A primer on the objectives of greenline parks and an introduction to what needs to be done to facilitate their realization. It is targeted at the concerned citizen who gets involved in stimulating and implementing the conservation of valued regional and local landscapes. Included in the text are techniques, planning issues, and generating support. Numerous examples are used to illustrate topics discussed.

Costonis, John J.
Space Adrift: Saving Urban Landmarks Through the Chicago Plan
Univ. of Illinois Press
Urbana, IL
January 1974

Illustrates the partnership concept in the sense that it is a response to the realization that "government can't do everything." It is an early (for historic preservation) exploration of non-traditional, non-monolithic approaches to the problems and needs of historic preservation. Quite simply, the book is a detailed explication of the transfer of development rights as a preservation tool. The concept remains an innovative one in that it has yet to be widely implemented or tested. The partnership is one of preservationists, city governments, and private owners. The benefits of the plan to each are clearly explained. The book is instructive as well for the skill in which a problem is analyzed and understood, and its solution described.

Cranz, Galen
The Politics of Park Design:
History of Urban Parks in America
The MIT Press
Cambridge, MA
January 1982 (paper, July 1989)

A useful description of the history of urban parks in America, and a commentary on their development and evolution. Cranz describes four eras of urban parks: the Pleasure Ground (1850-1900); the Reform Park (1900-1930); the Recreation Facility (1930-1965); and the Open Space System (1965 and beyond). The second part of the book tracks and interprets those four eras from the perspectives of the prevailing political environment, changing user populations, and the changing roles played by parks in urban areas. She examines urban parks in their various forms as a dynamic urban institution and mechanism for social integration as Olmsted envisioned, but concludes that "the potentiality of parks to shape and reflect social values is still by no means fully appreciated or understood."

Cranz, Galen
What MacArthur Park Tells Us About
Our Own Times
in *"How The Arts Made A Difference:*
Los Angeles MacArthur Park Public Art Project"
Hennessey & Ingalls (Goldstein, ed)
Los Angeles, CA
1989

This essay describes the complex interagency cooperation involved at Mac Arthur Park, an illustrative parallel to the many levels of government coordination involved in partnership parks.

Eugster, J. Glenn
Guiding Growth to Protect Open Space:
Cooperative Regional Approches
Prepared for the Governor's Conference on
Recreation, Parks and Leisure
Hershey, PA
July 1990

Landscape conservation through Federal-State cooperation is the general theme of this paper. Emphasizing regional perspectives and integrated objectives, Eugster advises his audience to "look beyond your area of interest and recognize the interests of others." Using many specific examples of successful projects to underscore points, a fine argument is developed for comprehensive strategic planning in landscape conservation.

Eugster, J. Glenn, and Deirdre Gibson
Heritage Areas: An Approach to Integral
Landscape Conservation
A paper prepared for the Forty-third National
Conference of the National Trust for
Historic Preservation
National Park Service, Mid-Atlantic Region
Philadelphia, PA
October 1989 (revised, March 1989)

A summary of the changing role of the Federal Government and the National Park Service in protecting and enhancing historic and culturally significant landscapes. The change is in the direction of technical assistance as a stimulus to action by others. One manifestation of this approach has become known as the "heritage areas," and the authors attempt to define the concept. Emphasis is placed on the dual character of heritage areas: a process as well as a place. After a brief discussion of this process, the Delaware and Lehigh Canal is examined in some depth as an illustration.

Foster, C.H.W.
The Cape Cod National Seashore:
A Landmark Alliance
University Press Of New England
Hanover, NH
1985

This slim volume of 125 pages provides a concise history of the establishment and development of the National Seashores. It documents the initial strong local resistance to the proposal, subsequent negotiations between local interests and the National Park Service which resulted in innovative agreements about land use controls, and the establishment and functioning of the Cape Cod National Seashore Advisory Commission.

Franklin, K. & N. Schaeffer
Duel for the Dunes
University Of Illinois Press
Urbana, IL
1983

A detailed case study of the history of the many attempts to protect the Indiana Dunes reveals the continuing conflicts between industrial and conservation interests. The efforts of early conservation groups, National Park Service Director Stephen Mather, Indiana State Parks, Save the Dunes Council, and key political leaders are analyzed and discussed.

Freeman, Allen
Lessons from Lowell
Historic Preservation
National Trust for Historic Preservation
Washington, DC
Volume 42, Number 6
November/December 1990

A brief sketch of the development of the partnership that became Lowell, interspersed with an outline of the city's history. There are numerous pithy lessons to explain why Lowell has become a model for urban cultural parks, economic revitalization and resurgence of civic pride. Statements from the activists who brought this about are incorporated into the text, including those of Paul Tsongas and Patrick Mogan; and Gerald Adelman credits Lowell with helping to shape the vision that led to the I & M Canal National Heritage Corridor. Especially interesting in conjunction with the Jane Holz Kay article cited below, which was written at the time of the project's inception. The article incorrectly states, however, that Lowell was the first National Historical Park. While Lowell may have been the first NHP of its kind, the distinction of being first belongs to Morristown National Historical Park, New Jersey, March 2, 1933.

French, Jere Stuart
"The Decline and Deterioration of the American City Parks"
Parks and Recreation
Vol. 5
August 1970
p. 25

A lament for the poor conditions of urban green space and recreation as it existed at that time, primarily the lack of it in comparison to population and development densities. The reasons for this are postulated and analyzed, but possible solutions are mostly implied by their antitheses. Interesting as a benchmark to see how far we've come in a generation.

Graham, Frank Jr.
The Adirondack Park
Alfred A. Knopf
New York, NY
1978

A political history of the largest land preserve in America. The park encompasses 6 million acres, more than 40% of the land constitutionally protected wilderness and the remainder held by private land owners. The park has more than 125,000 permanent inhabitants. Graham traces the forces that led to the creation of the park in 1892 and the complex politics associated with the protection and management of "forever wild" wilderness. He also discusses the movement toward the integrated management of all land within the park, public and private, with the creation of the Adirondack Park Agency in the 1970s and the enactment of a private land plan by the state legislature.

Hecksher, August
Open Spaces: The Life of American Cities
Harper & Row
New York, NY
1977

A survey and analysis of open space and spatial forms in American cities as they relate to the quality of city life. Hecksher, former Commissioner of Parks in New York City, takes a comprehensive look at the importance of open space for urban living. This look includes a review of various forms of urban parks and park systems, town squares, waterfronts, and downtown amenities. Heckscher has helped expand our awareness of the characteristics associated with parks that can be transferred to phenomena through the urban fabric. For example, "a historic neighborhood is a sort of park, secure in its relationship to nature and more stimulating to the senses because of its domestic uses."

Hennessey, John J.
Past Meets Future: New York's Urban Cultural Parks
The Conservationist
Vol. 45, No. 5
March/April 1991

Brief background and up-to-date description of the communities in the New York state Urban Cultural Park Program.

Hiss, Tony
The Experience of Place: A Completely New Way of Looking at and Dealing With Our Radically **Changing Cities and Country side**
Knopf
New York, NY
1990

Incorporating insightful personal observations with recent advances in environmental perception research and planning concepts, this tour de force argues for a fresh approach to the resolution of social, environmental and economic concerns. Ranging from the conceptual to the practical, the contents also span the contextual and geographical domains of cities, farms and regions. The basic premise is that our society can continue to grow without destroying the things that have given it shape and character, reversing dangerous trends of the recent past. (Note: this book is an expansion of two earlier articles by Mr. Hiss, "Experiencing Places, I" and "Experiencing Places, II," The New Yorker, 06/22 and 27/87.)

Hiss, Tony
A Third Round of Cityscaping
Landscape Architecture
Vol. 81, No. 1
January, 1991
pp. 38-43

A brief look at the concept of the "Third Round," coined by Albert F. Appleton. This round builds on the mid-19th century efforts that gave rise to Olmsted's work, and on similar efforts earlier in this century. The difference in the third round, in a nutshell, is the importance of partnerships in the movement. Buffalo, Boston, New York (where Robert Moses dominated the second round) and Portland, Oregon, are used as illustrations. An inset celebrates the 100th anniversary of Rock Creek Park in Washington, DC.

HosmEr, Charles B. Jr.
Presence of the Past: A History of the Preservation Movement in the United States Before Williamsburg
G. P. Putnam's Sons
New York, NY
1965

Required reading, and very entertaining reading at that. This is the "Roots" of the Historic Preservation movement as we know it today. Reputedly the first to chronicle the history of the movement in the United States before Williamsburg, Hosmer tells the story regionally, Mid-Atlantic, New England, South, Far-West. It is the story of individuals and small groups, and of techniques, strategies, and even conspiracies. While not inconceivable that we might find new applications for some of the ideas expressed here, the greater value of this very readable book is in understanding how far we've come since 1926. The foreword by Walter Muir Whitehill explains that the Williamsburg cut off date was used partly for practical reasons because the movement had grown so rapidly and differently after 1926, and his elaboration of the idea gives us a glimpse into the territory we've covered since 1965. If the modern preservation movement is sincere in promoting its goals and ideals (at least in part) in the belief that a community can best prepare for its future by understanding its past, it must apply that lesson to itself. Its credibility depends upon it.

Hough, Michael
City Form andNatural Process: Towards a New Urban Vernacular
Van Nostrand, Reinhold

A close examination of the city from the context of the processes of climate, water, plants and soils, wildlife and food growing, individually and collectively. Hough advocates an ecological approach as the basis for design form for the modern city. He details the many complexities of the urban landscape that can be made to work to achieve a number of conservation and productive objectives. This book offers an urban planning approach that comes to terms with resource scarcity, environmental pollution, and associated social issues.

Hough, Michael
Out of Place: Restoring Identity to Regional Landscape
Yale University Press
New Haven, CT
1990

A book of case studies that articulates a theory for combatting the dreariness of much of contemporary urbanization. Hough, a practicing landscape architect in Toronto, offers an analysis of the forces that make or destroy a memorable place and a regional identity. He views the true role of design to be one of sowing the "seeds from which local processes take off by themselves – doing as little as possible for maximum benefits." Hough's book is a good resource for shaping participatory design strategy for an urban cultural park or a regional landscape project.

Iris-Williams, Peter, ed.
Conserving Richmond's Battlefields (draft)
National Park Service, Mid-Atlantic Region
Philadelphia, PA
October 1990

A collaborative project, this draft report was prepared with the substantial involvement of interested community members and guidance from the core study team of county and state officials, local experts and National Park Service staff. The report summarizes the community concerns, describes Richmond's Civil War battlefield resources and outlines an approach to conservation developed during extensive public discussion that can serve as a model for local, state and Federal plans. (Paraphrased from the executive summary.)

Jacobs, Jane
The Death and Life of Great American Cities
Vintage Books
New York, NY
1961

At the time of publication this book represented a sharp departure from traditional urban planning theories and practices. The author presents convincing arguments for preserving diversity in neighborhoods and eschewing the then-prevalent practices of large scale urban renewal. The importance of the city street as a special place is emphasized.

Katsner, Joseph
The 'Miracle' on Jamaica Bay Didn't Happen Overnight
Smithsonian
Washington, DC
July 1990

A chronicle of the "redemption" of New York City's Jamaica Bay through the efforts of a number of private and public individuals and agencies. While by no means a complete recover, the article cites as evidence of recovery the idea that the bay is now "arguably" the best urban bird watching area anywhere. Some of the other milestones on the road to full recovery are Gateway National Recreation Area and the city's Dubos Point Park, named for Rene Dubos, the natural philosopher who was an early proponent of the bay's rescue. Other partners include the Trust for Public Land, Beach Channel High School and the Audubon Society. A collection of grass-roots efforts rather than the comprehensive campaign of a highly organized coalition, this is a lesson in informal partnerships.

Kay, Jane Holtz
"Lowell, Massachusetts: New Birth for Us All"
The Nation
September 17, 1977

A review of the steps that led to an "old mill town of 90,000" becoming "a public monument to honor ethnic, historic and economic municipality." Kay reports the history of the city of Lowell and the vision that led to the creation of Lowell National Historical Park. If the vision articulated by Patrick Mogan, an early force in shaping this vision, is realized, "we will have more than mere design; we will have a remarkable working city and showcase – a monument to our collective roots and to Lowell's utopian dream of environmental wholeness." Jane Holtz Kay also has written a number of pieces for Landscape Architecture and the New York Times on related subjects.

Krohe, James Jr.
"You Call this a National Park?"
Planning
August 1990

The author, who comes from a planning background, examines the response to two phenomena within the National Park System, "the acquisition of urban sites and the encroachment of development on once-isolated sites." Observing the recent history of "hybrid" parks as examples (greenlines, heritage parks and heritage corridors), he sees greater emphasis on urban and interjurisdictional planning as the fundamental approach, rather than one based on a new set of "models." Quoting NPS officials and representatives of advocacy groups, he points to these partnerships as the likely components of a successful strategy for both ecological and cultural conservation in the face of diminishing fiscal resources and political pressures. He notes as well the need for new training and experience backgrounds to make the planning work. The ideas expressed are clearly applicable to venues beyond the national system.

Lerner, Dr. Shereen
Partnerships in Preservation: Arizona at Work
CRM
Technical Journal of Cultural Resources Management
National Park Service
Washington, DC
Vol. 14, No. 2
1991

A description of the application of the partnership approach to several specific problems in archeology and historic preservation. Included are the "Site Steward" program, designed to protect archeological resources through volunteer efforts; enactment of burial protection and repatriation legislation; continuation of state historic preservation tax benefits; and the establishment of the "Arizona Heritage Fund," diverting $20 million annually to state parks and preservation projects, including pass-through grants.

Logan and Moloch
Urban Fortunes: The Political Economy of Place
University of California Press
Berkeley, CA
January 1, 1987

An analysis and discussion of the land development process in the United States. The authors characterize cities and towns as "growth machines" geared exclusively to gaining "more intensive land use and thus higher rent collections, with associated professional fees and locally based profits. The growth machine does not allow for authentic conservation or protecting social values." Therefore, the authors argue, "development damages localities, hurting their poor, their middle classes, sometimes even their rentiers and elites." The possibility of a meaningful change away from the growth machine may be in the wind. This book provides useful insight to the underlying forces that determine how land use decisions are made at the local level.

Marx, Leo
The Machine in the Garden
Oxford University Press
New York, NY
1967

Interesting and readable, a scholarly view in the history of ideas of the American response to technology and the industrial revolution in the context of its wild, untamed romantic wilderness. An excellent background book for those who seek insight into fundamental concepts and images of landscape in the collective American conscious and sub-conscious mind.

Matthews, Anne
"The Poppers and the Plains"
New York Times Magazine
New York, NY
June 24, 1990

A discussion of Frank and Deborah Popper's proposal that a vast area of more than 139,000 square miles in the Great Plains become "the world's largest national park, an act of ecological restoration that would, the Poppers contend, boldly reverse more than 100 years of American history. The Poppers, teachers at Rutgers University, call "settling the prairies...the largest, longest-running agricultural and environmental mistake in United States history." In response they propose a Buffalo Commons that would be the grandest application to date of cooperative planning and the creation of reserves to revitalize and preserve critical ecologies.

McNulty, Penne, Jacobson, *et al.*
Return of the Liveable City
Partners for Liveable Places
Acropolis Books
Washington, DC
January 1986

A look at 40 cities from all regions of the United States and Western Canada that aggressively undertook development of public amenities through public-private partnerships. The authors pointed to millions of dollars invested in festival marketplaces and amenity-laden, multi-use developments: new museums, restored theaters in arts districts (like Playhouse Square in Cleveland), riverfronts recaptured (like San Antonio's) and a regional approach to planning (such as in Seattle). These are partnership projects of the 1980s, fueled by incentives like Urban Development Action Grants, promoted by imaginative, entrepreneurial city officials with the cooperation of local financial interests.

Miller, Donald L.
On Mumford's Watch
Planning
August 1990

This poignant three-page obituary is worth reading as a summary, however brief, of the ideas and life's work of Lewis Mumford, a stimulus to further exploration of Mumford's rich mind. In the author's words, Mumford was "this century's leading proponent of 'ecological thinking,' a way of seeing life whole in all its variety and interconnectedness." Mumford strove to lead Americans away from monolithic approaches, and in this is an exemplar for the pursuit of comprehensive conservation goals through partnerships. (The author has also written a full biography, Lewis Mumford: A Life, Wiedenfield & Nicolson, New York 1989.)

Mitchell, J. G.
"The Re-Greening of Urban America"
Audubon
Audubon Society
Vol. 30
March 1978
pp. 29-59

The "National Urban Recreation Study," a congressionally mandated project by the Department of the Interior done in 1978, provides the background for this article. A very bleak picture of parks and recreation opportunities in urban centers is painted, the imbalance of resources available to the poor and center-city population as opposed to the more well-off suburban. Some hopeful signs of trend reversal are noted, such as the trend toward greenline parks and the establishment of New York's Gateway National Recreation Area. More questions are raised than answers given, and the author wonders about the changes about to take place at Interior with the advent of the Carter Administration. Overall an eloquent plea for help for the many Americans disenfranchised from their right of access to "country."

Nelson, Gordon
Special Places: Planning and Management
Proceedings of the Symposium at Cornell University, Parks: New Directions in Resource
Planning
Ithaca, NY
January 1989

Nelson describes widely varying approaches toward protection and conservation to define special places on a global scale. He then cites the interaction and conflict between these differing notions to argue for a broader interdisciplinary approach to conservation, "...a new professional unlike anyone heretofore; a person who is skilled in heritage conservation and in economic, social and land-use planning." His exhortation to think in broader terms directly reflects a partnership approach to planning.

Olmsted, J. C.
"The True Purpose of a Large Public Park"
American Park and Outdoor Art Association, First Report
Vol. 1
1897
pp. 11-17

Along with other written statements of purpose and philosophy by Olmsted and his sons, this provides a rationale for including nature and recreation in the design of cities that is more than the mere inclusion of amenity. The Olmsteds laid part of the foundation of the body of work, extending to the present, that demonstrates that these aspects of the environment and their interaction are critical to the very lives of cities and citizens.

Osterhout, Marcia A.
The Urban Cultural Park System in New York
Newsletter of the Preservation League of New York
Vol. 13, No. 2
Spring 1987

Provides a brief background on the New York State UCP system and describes the transition of the State program from the planning to the implementation of the grant assistance stage.

Price, George E., Jr.
Park Cooperators and Interpretation: Lowell National Historical Park
Interpretation
National Park Service
Washington, DC
Spring 1990

A brief paper that illustrates the ongoing involvement of the various partners in several interpretive activities at Lowell. Several specific projects are described, including one in which a potential difficulty was averted through prompt action that was possible because of the existence of certain partners. An unusual article in that it applies the partnership concept to a specific kind of project and problem.

Riley, David
The Rebirth of Lowell
The Boston Globe Magazine
Boston, MA
July 20, 1980

A feature article on the development and impact of Lowell as a park model for urban revitalization. Riley tells how the revitalization of Lowell began as an educational ideal and asks whether the ideal can survive prosperity. He examines the economic, ethnic and racial forces at work in a city attracting a large amount of outside public and private capital, and describes the city as not simply a tourist attraction, but a park that is a dynamic expression of a way of life.

Sampson, David S.
"The Hudson River Valley Greenway: A Case for Market Environmentalism"
Environmental Law Section Journal
The New York State Bar Association
Vol. 8, No. 3
August 1988
pp. 14-16

A brief historical background of the legislation creating the greenway and its relation to the concept of "market environmentalism," which the author defines as "...economic development...seen as a lever to promote environmental protection..." Tourism is seen as a key economic factor.

Sears, John F.
Sacred Places: American Tourist Attractions in the Nineteenth Century
Oxford University Press
New York, NY
1989

A very enjoyable inquiry into the origins of tourism and tourist attractions in the early Republic and on into the 19th century as part of the American quest for a national identity and culture. "...Sacred Places prompts us to reflect on our own motivations and responses as tourists and reveals why tourism was and still is such an important part of American life." In conjunction with Thomas Bender's book, *Toward an Urban Vision: Ideas and Institutions in Nineteenth-Century America*, this is useful background knowledge for partnerships.

Sennett, Richard
The Conscience of the Eye: The Design and Social Life of Cities
Alfred A. Knopf
New York, NY
1990

A creative, and sometimes challenging, look at what the modern city can mean to those who are willing to engage the complexity of urban life. Sennett, a sociologist and novelist, draws from architecture, art and literature to shape his vision of the city and what it has to offer. He says, "A city ought to be a school for learning how to lead a centered life." As parks have been a means for bringing people closer together to and educate them about nature, one can see in Sennett's book the value of urban cultural parks as a means for reintroducing people to and educating them about the qualities of urban life.

Spirn, Anne Wiston
The Granite Garden
Basic Books, Inc.
New York, NY
1984

Drawing upon a firm understanding of the history of cities, the author illustrates the consequences of ignoring nature and ecological processes in the design of cities, and proceeds to show how these conscious or unconscious oversights can be rectified. The city is presented as an ecosystem that can be developed and designed in ways that respect the natural elements of land, water, air, plants and animals and their essential transactions.

Stein, Stuart, *et al*, editors
Parks: New Directions in Resource Planning, Proceedings of the Cornell University Symposium, February 11-13, 1988
Cornell University Press
Ithaca, NY
January
1989

The proceedings of a symposium that considered innovative developments and trends in park planning and park types, in order to define an agenda to meet future needs for park research and training. The papers included, prepared and presented by a distinguished faculty, cover a wide range of topics, many of which relate directly to the topics of this conference. Two of the papers are annotated in this bibliography: Bray, Paul M., "The Park Gates are Open: Don't Rest on Your Laurels"; and Nelson, Gordon, "Special Places: Planning and Management."

Stokes, Samuel N., A. E. Watson, G. P. & J. T. Keller
Saving America's Countryside
The Johns Hopkins Press
Baltimore, MD
1988

A compendious "how-to" for protecting natural, historic, scenic and cultural resources in rural America, with emphasis on basic techniques like inventory, legislation, land trusts, access to existing programs, and community education. The audience is the concerned citizen who is motivated to get organized toward achievement of a conservation goal. Considerable advice is given for dealing with officialdom. Each chapter is illustrated through one or more of 28 excellent case studies. The use of Ebey's Landing National Historic Reserve in Washington, in the chapter on "Special Resources," will be particularly interesting and perhaps familiar to participants of this conference.

Trancik, Robert
Hamlets of the Adirondacks: History, Preservation and Investment (Phase I); A Manual of Development Strategies (Phase II)
Ithaca, NY
August, 1983 and August, 1985, respectively

These reports describe the hamlets of the park and outline investment opportunities for human resources, and commitments to their cultural development and preservation. They attempt to strike a balance between economic development and environmental preservation in the Adirondack Park Region. Phase I presents the results of a survey and analysis of 135 hamlets within the Adirondack Park Region. Qualities described include location and setting, historic characteristics, economic base, regional or local service attributes, visual quality and infrastructure. Based on information collected in Phase I, Phase II is a "how-to" for physical planning and economic development approaches for selected hamlets. Specific planning, marketing and investment guidelines are described.

Walter, Eugene Victor
Placeways: A Theory of the Human Environment
University of North Carolina Press
Chapel Hill, NC
1988

"The Western technique of improving places has gone as far as it can on its own. Now it is time to recover, incorporate, and integrate other modes of thinking, building, and dwelling – archaic and ancient as well as Eastern – to build a more holistic and grounded experience of place." Through his theory of spatial experience, which he calls "topistics," Walter proposes to address the present defects of our social places. Drawing on a vast array of cultural paradigms, his synthesis suggests a potentially useful new way of thinking about places. His approach to the problem of experiencing and understanding places proposes the development of partnerships of many disciplines that directly parallel the interdisciplinary relationships; his holistic, inclusive approach, that makes this an appropriate background resource for pursuing partnerships in parks and preservation.

Whyte, William H.
City: Rediscovery of the Center
Anchor Books
New York, NY
1988

A nuts-and-bolts description of what makes good streets and public spaces in cities with a healthy urban life, and a well reasoned advocacy statement for cities with enough density to support a street life. Whyte carefully analyzes design features and human characteristics to advise what to do and what not to do to foster human congress in cities. For Whyte, cities are "a place where people come together, face-to-face." This is a good resource for urban cultural park planning.

Whyte, William H.
The Last Landscape
Doubleday
New York, NY
1968

An early and comprehensive overview and critical analysis of legal and physical planning concepts and strategies for designing and implementing open space systems at community and regional scales. The book is organized in five sections: the devices, the plans, development, landscape action, and design and density.

Whyte, William H.
The Social Life of Small Urban Spaces
The Conservation Foundation
Washington, DC
1980

Based on extensive observations of the use of urban open spaces obtained with the use of time-lapse photography, the author presents a thoughtful analysis of why some spaces work and others don't. In addition to describing the social dynamics of successful spaces, the use of physical elements such as trees and benches and their spatial arrangement to foster and support workable urban spaces is discussed.

Young, Lauren
America's Main Street
National Parks
Washington, DC
March/April, 1991

At the direction of Congress, the NPS has begun to study the cultural resources along Route 66. The article provides glimpses into examples and categories of those resources in the context of the development of the road, and reflections of the dramatic changes in the American way of life during the mid-20th century: "We started travelling to travel, not to go somewhere." A small but enthusiastic (and rapidly growing) constituency for "roadside architecture" promotes the recognition of the significance of this and similar resources nationwide. The author discusses the possibility that this corridor might become an unusual partnership park, a 2,400 mile long heritage trail under the auspices of the NPS, eight states, and various private "Route 66 Associations" within each of those states.