

TRENDS

Volume 29, Number 2, 1992



PARTNERSHIPS IN PARKS AND PRESERVATION

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Contents

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Page 6



Page 15



Page 39

Partnerships in Parks and Preservation

- 2 Partnerships in Parks and Preservation
by William C. Walters
- 3 Introductory Remarks to Partnerships in
Parks and Preservation Conference
Attendees
by James M. Ridenour
- 5 Rochester and Its River: A Unifying Gift
of Nature
by Christopher Lindley
- 13 The Rivers and Trails Program of the
National Park Service: Assessing
Resources for Corridor Projects
by Martha Crusius and Drew Parkin
- 18 The Bay Area Ridge Trail Council: A
Model in Community Participation
by Barbara Rice and Marcia J. McNally
- 23 The Delaware and Lehigh Canal National
Heritage Corridor: Community-Based
Partnerships and Their Impacts
by Deirdre Gibson, Willis M. Rivinus,
C. Allen Sachse and Isidore C. Mineo
- 31 The America's Industrial Heritage Project
by John Bennett, Brenda Barrett, Randall
Cooley and Keith Dunbar
- 35 Chickasaw Cultural Preservation Policy
and Projects
by Charles W. Blackwell and Gary D.
Childers
- 38 Ebey's Landing National Historical
Reserve: Non-Traditional Management of
a Nationally Significant Resource
by Cynthia Orlando and Gretchen
Luxenberg
- 43 Reconciling Development and Park
Protection: The Rincon Institute at
Saguaro National Monument
by Luther Propst and Bill Paleck
- 47 Who Can You Turn To?

Partnerships in Parks and Preservation

by William C. Walters

“Partnerships” seems to be one of the buzzwords of the '90s, especially as it relates to government accomplishing its objectives. As fiscal resources continue to shrink, administrators are looking for a variety of ways to carry out their responsibilities. To some, looking to others for help through some type of partnership seems to be the answer to this problem. To others, partnerships are borne of the realization that other players have the same interests and goals and together more can be accomplished than separately. Still to others, it just makes sense to work cooperatively and in partnership with other governmental as well as private interests.

Partnerships take many forms when it comes to protecting natural and cultural resources and providing recreation opportunities. Regardless of the form, they do have some common elements. These include a shared vision, shared risks and shared benefits. Without this shared approach, the success of the partnership will be questionable.

To further examine the commonalities of partnerships and explore ways partnerships can be successfully used, the National Park Service, the National Parks and Conservation Association and its New York Chapter and the New York Office of

Parks, Recreation, and Historic Preservation co-sponsored a conference on partnerships entitled *Partnerships in Parks and Preservation* in Albany, New York, in September, 1991. This first national conference attended by over 250 park planners, managers, developers and public officials at all levels of government focused specifically on using partnerships to preserve an area's outstanding cultural and natural resources while providing recreation opportunities and enhancing the area's quality of life and economic vitality.

The following are but a few of the case studies that were presented at the conference and included in the Conference Proceedings. As the Proceedings stated the papers “provide 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. The papers and a series of field trips were developed along three tracks - urban/local, corridor/linkage and regional that focused on inventorying the resources, creating the common vision, developing the specific partnership relationships and assessing the community impact.

Besides providing guidance to attendees in formulated and

nurturing successful partnerships, the Conference has been the catalyst for additional discussions to develop additional workshops, newsletters and conferences to network with other partnership practitioners. Through these efforts the partnership concept can be used to preserve and protect landscapes, specific cultural sites, trails, greenways and rivers as well as foster greater appreciation and concern for these areas.

The '90s will be the decade of partnerships. We can all learn from the lessons in these case studies how we can forge partnerships that will include a shared vision, shared risks and shared benefits that will spell success for the resource and community. These partnership principles can be used whether we are trying to formulate partnership parks, create Friends groups, develop concession relationships or enhance park-community relationships. Hopefully, the following articles will encourage readers to look at ways partnerships can be used to enhance their programs' goals and objectives.

William C. Walters is Assistant Director for National Recreation Programs for the National Park Service and was the chair of the Steering Committee for the Partnerships in Parks and Preservation Conference.

Introductory Remarks to Partnerships in Parks and Preservation Conference Attendees

by James M. Ridenour

The National Park Service recently held its Founders Day picnic on the Mall in Washington, DC, celebrating 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 was going to preserve and protect our Nation's natural and cultural resources. Mather knew the National Park Service could only protect a small fraction of what needed to be protected and that others would need to enter the battle if the special places of America were to be protected 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 have more than twice as many visitors as National Park Service units and protect over 10 million acres of our open space estate. Those early efforts forged a partnership that resulted in the development of the National Conference of State Parks which Stephen Mather headed while he served as the first Director of the National Park



James M. Ridenour, Director, National Park Service

Service. Now, 75 years later, that first partnership has blossomed into a formal partnership between the National Park Service, the National Association of State Park Directors, the National Conference of State Historic Pres-

ervation Officers and the National Association of State Outdoor Recreation Liaison Officers to strengthen the national understanding on issues relating to historic preservation, the Land and Water Conservation Fund Program and

National Park Service

our national and state parks.

From that early partnership effort, we have all learned in the last 75 years that the road less traveled is not the road to travel alone 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 not-for-profit 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 the issue of buffers is a never ending need. Buffers beget buffers of

buffers. There seems no end to acquisition of land if we chase the buffer argument. 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 insure the economic fabric of the community or region while preserving a community or region'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 that we will hear today and see tomorrow to take back to our home communities. I am convinced this type of innovative planning technique is the reality of the present and the only hope for the future to insure that the pockets of open space and the historic fabric of our communities are preserved and protected so our children's children will have the quality of life our grandparents envisioned for us.

James M. Ridenour is the Director of the National Park Service.



Director Ridenour speaking at the Grand Canyon

National Park Service

Rochester and Its River: A Unifying Gift of Nature

by Christopher Lindley

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 linkage 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 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 com-

mand 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,



Rochester, New York

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 gave way 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 Park 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 interpretive 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, interactive 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

Each chapter in the city's unfolding relationship with the Genesee has provided a fresh reflection of our values and aspirations as a community.

plan has been dramatically enlarged by the formation of a new and exciting partnership with Rochester Gas and Electric (RG&E) and the Eastman Kodak Company.

To commemorate the bicentennial 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



Rochester, New York

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



Rochester, New York

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 riverfront 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.

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.

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

by Martha Crusius and Drew Parkin

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, consid-

ering alternatives and taking action. These steps encourage communities to consider a variety of factors before choosing the best way to protect an area.

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: 1) What is the purpose of the project? 2) What areas of the project site are you most concerned about? 3) What resources are already recognized by legislation or other programs? 4) 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 informa-

tion. 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



Finger Lakes Trail Conference

Approximately 300 miles of the North Country 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.

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, totalling 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 bor-

dering 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

***Focus
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about most
and are
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reason why
the project
was first
begun.***

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 indi-

vidual 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.

Martha Crusius has been associated with the National Park Service for the past eight years in both park planning and technical assistance. Drew Parkin works for the National Park Service and is one of America's pioneers in the assessment of large-scale resources.

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

by Barbara Rice and Marcia J. McNally

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. 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

ridgeland 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 devel-

oping 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 vice 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 a high quality of life and 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 contrib-

ute 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: 1) 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); 2) be integrated more fully into the work of Greenbelt Alliance; or 3) 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 publicly-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 re-

gional 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.

Barbara Rice is director of the Bay Area Ridge Trail Council, a public-private partnership of land management agencies, nonprofit

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.

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.

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

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

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.

*The success
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Corridor
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parks.*

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 grassroots 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 assess-

ing 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.

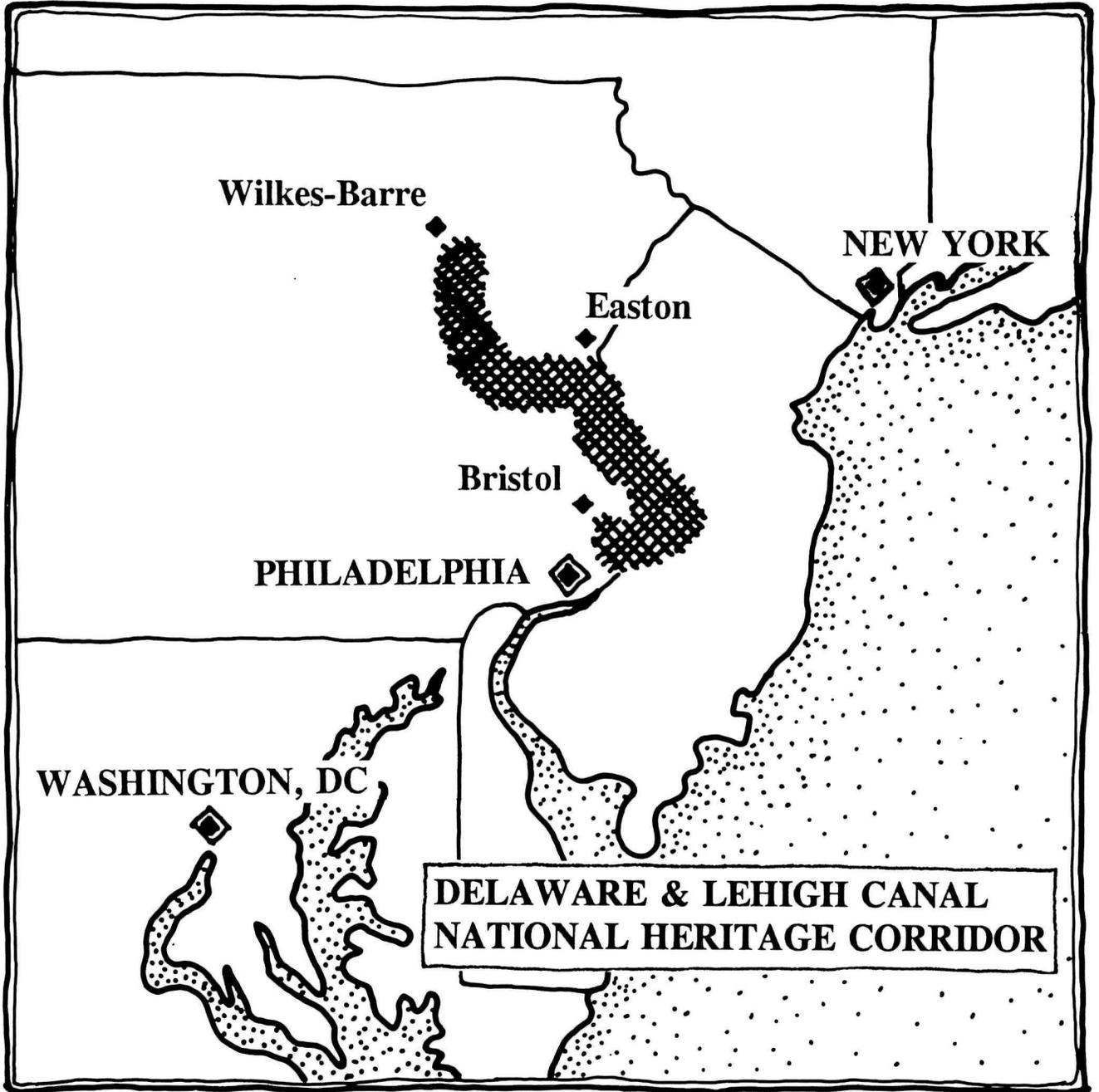
- The Pennsylvania Heri-

tage 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 nonprofits 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, particu-



Delaware and Lehigh Canal National Heritage Corridor

larly 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 proce-

dures 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 nonprofit 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 al-

ready 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, environmental, 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.

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Willis M. Rivinus is a management consultant in New Hope,

Pennsylvania. A local historian and preservationist and longtime member of the Board of the Friends of the Delaware Canal, he is chairman of the Commission.

C. Allen Sachse is the Pennsylvania Department of Community Affairs' advisor to the Corridor project, and has recently served as the Commission's acting executive director. He has been a leader, facilitator and advisor to partnership projects in the region for over 20 years.

Isidore C. Mineo, Superintendent of Northampton County Parks and Recreation, is widely recognized as a leader in building successful conservation coalitions throughout the region. He is chairman of the Commission's Economic Development and Tourism Committee.

The America's Industrial Heritage Project

by John Bennett, Brenda Barrett, Randall Cooley and Keith Dunbar

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 utilize 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 pro-

mulgation 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 aspect of the AIHP partnership follow. All are local examples, and demonstrate 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, Pennsylvania, 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, Pennsylvania 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 totalling over \$95,000, including over \$25,000 raised by local school children, have resulted in 40-ft. X 60-ft. 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, Pennsylvania 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 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. Coordinated tourism promotion programs, achieved through the Commission's Tourism and Marketing Committee and at the regional and county level also provide 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.

Many Pennsylvanians today can trace their heritage to an association with an industry or an industrial community with which they have a strong identity.

After the release of The Reconnaissance Survey of Western Pennsylvania Roads and Sites in 1985, the Southwestern Pennsylvania 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 makeup 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 Building 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's 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 Landmark Nominations. All this information assists staff and the Commission in setting resource protection priorities, and

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helps 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 Heritage 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 archeological 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 archeological survey work is helping to unlock what was not previously known about the spacial 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 a "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, utilizing 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 regionwide 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.

Mr. John Bennett is Chairman, Southwestern Pennsylvania Heritage Preservation Commission, Bedford, Pennsylvania. Ms. Brenda Barrett is Director, Bureau for Historic Preservation, Pennsylvania Historical and Museum Commission, Harrisburg, Pennsylvania. Mr. Randall Cooley is Project Director, America's Industrial Heritage Project, National Park Service, and acting Executive Director, Southwestern Pennsylvania Heritage Preservation Commission, Hollidaysburg, Pennsylvania, and Mr. Keith Dunbar is the former Planning Director, America's Industrial Heritage Project, and currently Chief of Planning and Environmental Compliance, Pacific Northwest Region, National Park Service, Seattle, Washington.

Chickasaw Cultural Preservation Policy and Projects

by Charles W. Blackwell and Gary D. Childers

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 be resumed.

After extensive negotiations, an agreement was

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.

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 archaeological 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 expression 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 head-

quarters 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.

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

by Cynthia Orlando and Gretchen Luxenberg

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 poten-

tial 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 estab-

*The concept
of providing
for national
designation
and
recognition
of park and
historical
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without
disrupting or
displacing
the local
communities
has been
practiced in
Europe for
some time.*



Ebey's Landing National Historical Reserve

lishing 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 set-

ting 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, materi-

als 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.

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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.

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

by Luther Propst and Bill Paleck

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 mainte-

nance 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 are Needed

To ensure the ecological integrity of national parks in rapidly growing regions, measures to defend these areas must be vigorously pursued. Most National 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, nationwide 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.

A Cooperative Mechanism to Protect Saguaro National Monument

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 educa-

tional 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.

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