

**THE AMERICAN RIVER PARKWAY:  
GOVERNANCE, ECOREGIONALISM, AND HERITAGE  
A VISION & POLICY PRIMER**

**NONPROFIT DAILY MANAGEMENT, REGIONAL THINKING, AND THE  
PRESERVATION OF OUR HERITAGE**

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**A Public Report from the  
American River Parkway Preservation Society:  
*World Rivers Day: Sunday, September 30, 2007***

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**Our Vision**

**We want our Parkway, seven generations from now, to be a  
vibrant, accessible, and serene sanctuary, nourishing and  
refreshing the spirit of all who enter it.**

**Our Mission**

**Preserve, Protect, and Strengthen the American River Parkway,  
Our Community's Natural Heart**

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# **American River Parkway Preservation Society Organizational Leadership**

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## The New American Dream

*“The discovery at Coloma commenced a revolution that rumbled across the oceans and continents to the ends of the earth, and echoed down the decades to the dawn of the third millennium. The revolution manifested itself demographically, in drawing hundreds of thousands of people to California; politically, in propelling America along the path to the Civil War; economically, in spurring the construction of the transcontinental railroad. But beyond everything else, the Gold Rush established a new template for the American dream. America had always been the land of promise, but never had the promise been so decidedly—so gloriously—material. The new dream held out the hope that anyone could have what everyone wants: respite from toil, security in old age, a better life for one’s children...*

*“To be sure, the new dream had a dark side; it destroyed even as it created. The Argonauts dismantled John Sutter’s handiwork all at once; the lawyers took longer to dispossess Mariano Vallejo. The Indians of California lost far more. Considering the grim fate of aboriginal people almost everywhere the American flag was raised, the destruction of the tribes of California may not have depended on the discovery of gold there, but the gold certainly hastened the process—as it hastened the demise of the plains tribes corralled onto reservations to allow the Pacific railroad to go through. Of a different nature was the damage mining operations did to the ecology of California, from the modest excavations of the placermen to the mountain-moving of the hydraulickers...*

*“In this lay the ultimate meaning of the Gold Rush. The Gold Rush shaped history so profoundly because it harnessed the most basic of human desires, the desire for happiness. None of the gold-seekers went to California to build a new state, to force a resolution of the sectional conflict, to construct a transcontinental railroad, to reconstruct the American dream. They went to California to seek individual happiness. Some found it; some didn’t. But the side effect of their pursuit—the cumulative outcome of their individual quests—was a transformation of American history. The men and women of the Gold Rush hoped to change their lives by going to California; in the bargain they changed their world.”* **H. W. Brand (2002) *The Age of Gold: The California Gold Rush and the New American Dream* (pp. 489 – 491)**

## Executive Summary

**1) Introduction:** What we wish to specifically accomplish with this report is:

- Continue the discussion about using the nonprofit governance model for the American River Parkway, and
- Open the discussion about thinking of the Parkway in relation to the American River Watershed (ARW).

**2) Governance:** The trend of local government partnering with nonprofit organizations to help take care of public resources really exploded with local government from the *Reinventing Government* movement begun by the book of the same name by David Osborne and Ted Gaebler.

**3) Ecoregionalism:** Ecoregionalism is a fairly new concept that has some direct application to our local situation regarding the long-term health and vitality of the Parkway and can be envisioned in three ways:

- Sacramento County and its three major rivers, the Sacramento, American and Cosumnes. (Existing Organizational Collaborations);
- American River Watershed, (Rivers of Gold National Heritage Area)
- Embracing both, (Golden Necklace)

Farney (2006) describes ecoregionalism as:

States and localities ...working with conservation groups to link existing preserves and the privately owned land between them...An emerging school of thought...ecoregionalism is increasingly influencing preservation projects across the nation.

**4) Heritage:** Pursuing National Heritage Area designation for the American River Watershed is a sound strategy. There are several models for what we would like to see become the *Rivers of Gold National Heritage Area*—encompassing the American River Watershed including the gold discovery site at Coloma and the American River Parkway—but the one with another metal very important to the nation central to it, would be the *Rivers of Steel National Heritage Area* in Pennsylvania.

**5) Agenda for Policy Discussion:**

- **For Parkway Organizations:** Consider the value of continuing the government/public discussion about establishing nonprofit governance for the American River Parkway?
- **For Government Leadership:** Consider the value of developing an ecoregional approach for the American River Watershed through the National Heritage Areas program?
- **For Community Organizations:** Consider working for Sacramento County ecoregional collaboration in the creation of a connected county-wide system of trails along the three rivers?



## Introduction

As is true with all of our research reports and what we want to accomplish with this one, is to pull a lot of information together from other sources, listen to experts doing things we might learn from and examine ideas from other successful community efforts, to produce a policy primer vehicle for community leadership around the Parkway and issues related to it.

What we wish to specifically accomplish with this report is:

- 1) Continue the discussion about using the nonprofit governance model for the American River Parkway that has been so successful with the Sacramento Zoo and Central Park in New York, and
- 2) Open the discussion about thinking of the Parkway in relation to the American River Watershed (ARW), of which it is a part, from the dual perspectives of ecoregionalism and heritage preservation.

As our region and Parkway adjacent communities become more populated, being able to think about preserving, protecting, and strengthening our Parkway will necessitate thinking about the entire ARW and planning for that now is prudent.

One of the most significant developments in our modern world is the huge growth of the earth's cities, as noted by Katz, Altman & Wagner (2006):

The new world order is an urban order. The Urban Age has five central characteristics.

First, is *scale* and *size*. The world's urban population today is over 3 billion people, the same size as the world's total population in 1960. There are now 400 cities with populations of over one million people when a century ago there were only 16.

In recent decades, we have grown a network of megacities; 23 cities with more than 10 million people now comprise 5 percent of the world's population. (p. 3)

Our area is growing and though the greater Sacramento area will probably not soon begin to approach the population defining the megacity, it could become a mini megacity in the not too distant future. If the constant struggle with water is resolved—considering the copious annual supply not many miles north with the idea of raising Shasta Dam to its originally engineered height of 200 more feet, as Whitney (2004) noted: “would store nine times the projected 2020 water deficit for the Sacramento, San Joaquin and Tulare Lake basins during normal water years.”, (n.p.) and the reemergence of a discussion about Auburn Dam—that struggle could eventually be resolved and growth well beyond the already significant level of the past few decades could result.

In an important report focusing on the growth trends and the future of the inland areas of California—which the authors refer to as the *Third California*—Kotkin & Fry (2007) note:

In contrast to most Third California regions, where much of the new population growth came from births, in the Sacramento region most growth came from outside the region. It seems clear as well that this area has greater appeal than any other Third California region for educated workers, something traceable, at least in part, to the presence of the state government. Similarly, the migration of educated immigrants—including those from Asia—was consistently higher than other parts of interior California. (p. 11)

This distinct possibility and the very sound reasoning already existing for doing so—this is a wonderful place to live, grow a family, and retire—creates an even deeper argument for doing all that we can to ensure our regional parks, parkways, riverways, greenways, trails, and open space are preserved, protected, and strengthened to provide the most effective benefit for future public use.

The great sanctuary rewards of venturing into the serenely cultivated natural world embraced within the urban/suburban environment are too precious not to do otherwise.



## Governance

Governance of a treasured community resource that is struggling to address even its most basic needs of maintenance—let alone being able to reach for enhancements of its existing foundation—is a prickly issue.

Fortunately, in our country we have a wonderful tradition of nonprofit organizations helping address community needs that is woven into our heritage, and was most eloquently remarked on by the French noble, Alexis de Tocqueville in the early 1800's, noted by Mansfield & Winthrop (2000) in their translation of de Tocqueville's classic, *Democracy in America*:

Americans of all ages, all conditions, all minds constantly unite. Not only do they have commercial and industrial associations in which all take part, but they also have a thousand other kinds: religious, moral, grave, futile, very general and very particular, immense and very small; ...Everywhere that, at the head of a new undertaking, you see the government in France and a great lord in England, count on it that you will perceive an association in the United States.

Thus the most democratic country on earth is found to be, above all, the one where men in our day have most perfected the art of pursuing the object of their common desires in common and have applied this new science to the most objects. **Does this result from an accident or could it be that there in fact exists a necessary relation between associations and equality?** (pp.489-490, highlighting added)

Another prominent French thinker and author, a little over a hundred years later, makes a similar discovery. Maritain (1958) notes:

The Community as Grass-Roots Structure...a characteristic [which] is peculiar to this country [United States], in contradistinction to Europe. We are confronted here with a social structure which is spontaneously and organically differentiated from its very base—just the opposite of the false dogma of Jean-Jacques Rousseau, who asserted that no particular society should be permitted in the state.

There is in this country a swarming multiplicity of particular communities—self-organized groupings, associations, unions, sodalities, vocational or religious

brotherhoods, in which men join forces with one another at the elementary level of their everyday concerns and interests...

Historically, the great fact is that this country was born of politico-religious communities whose own autonomous behavior, traditions, and self-government have left an indelible impression on the general mood of the American people. Hence, at the very time when the necessities of life and the extraordinarily fast growth of the American nation oblige it to increase more and more the powers of the Federal State, the American mind still does not like the look of the very notion of *state*. It feels more comfortable with the notion of *community*. (pp. 162-163, italics in original)

These are two very perceptive thoughts from our French friends acknowledging the deep associative nature of our country which—along with its tremendous diversity of people from all the world’s nations— gives it strength, depth, and resiliency.

The newer and connected trend, of local government partnering with nonprofit organizations to help take care of public resources—while long a part of how the Federal government does business—really exploded with local government from the reinventing government movement begun by the book of the same name by David Osborne and Ted Gaebler (now the city manger of Rancho Cordova).

Osborne & Gaebler (1993) note:

By 1980, the tax revolt had radically changed the fiscal equation for most American cities. Suddenly the strategies used in desperation by Rust Belt cities like St. Paul and Indianapolis and Lowell began to appear throughout the nation...

As we surveyed governments across America, we found no less than 36 separate alternatives to normal public service delivery—36 different arrows in government’s quiver. Some like, regulation, tax policy, contracting, and grants, were long established. Others were more startling. We found governments investing venture capital, crating private financial institutions, **using volunteers to run parks and libraries**, swapping real estate, even structuring the market to encourage energy conservation, recycling, and environmental protection. (pp. 29-30, italics in original, highlighting added)

Osborne & Gaebler see this as a beneficial growth of government from rowing to steering and in their case study of St. Paul, Minnesota—which was a run-down city ready to die—a new mayor and his deputy, using new ideas, turned it around, as they note:

[Mayor] Latimer and his deputy mayor Dick Broeker, dreamed up the idea of a private development bank, capitalized with foundation money, to catalyze development in the [worst] area...

Latimer and Broeker created a second corporation to develop the nation's first downtownwide hot water heating system; a third to develop affordable housing. **They used voluntary organizations to operate recycling programs, to perform energy audits, and even to manage a park.** (p. 26 highlighting added)

This explosion of governance creativity and energy, synthesizing the work of many from several disciplines and areas of the country, has created some significant benefits to our major cities and in particular, to our parks.

Elizabeth Barlow Barrows (n.d.) the former president of the Central Park Conservancy, a model we look too for what can be accomplished here, said in a speech:

All of us here are part of a movement, 'reinventing government.' It's last year's buzzword, but that really is what we're doing. **We are part of a new democracy, in which citizens no longer ask what government can do for them, but offer themselves, not through government programs, but through non-profit organizations.** Conservancies, friends groups, business improvement districts - they all help government do what it can no longer do on its own...

**It is a challenge for government to embrace public-private partnerships not as a stop-gap measure, but as standard operating procedure. When I started my work to save Central Park, I thought it was entirely a local phenomenon based on the city's fiscal crisis. Now we all realize that it's a broad, general crisis...**

**We're moving into an era of contract management for parks.** If we're going to contract out, it's very important that we also have performance measurements. Government itself must be more accountable. Even our not-for-profit-selves need measurement systems. We too can become bureaucratic, and therefore there must be a structure of accountability. Via the governments with whom we have contracts, we are accountable to the people...

[My idea was that]...I must make the people of New York City see the park in the same light as the Museum of Natural History, or the Bronx Zoo, or the Botanical Gardens - they must see it as a major cultural institution. Grace Glueck of the New York Times came to write a story, and asked 'You mean you think of this park as a cultural institution; and those trees, those sculptures, as your

collection?' And I said 'You've got it.' That's really how the Conservancy was launched. (n.p. highlighting added)

Contract management is what we are advocating for the Parkway and we made a case for it in a Guest Editorial in the Sacramento Union [www.sacunion.com](http://www.sacunion.com) November 28, 2006.

Guest Editorial

## **The American River Parkway: The Case for Management by a Nonprofit Organization**

David H. Lukenbill, Senior Policy Director  
American River Parkway Preservation Society [www.arpps.org](http://www.arpps.org)

The American River Parkway is one of the premier recreational and natural resources in the capital region; over 4,000 acres of walking, equestrian, and bike trails, fishing and rafting spots, picnic areas, parks, golf courses, islands and a beautiful river drifting through one of the major urban/suburban and richly historic areas of the nation.

It is also being sadly mismanaged by Sacramento County to the point that even basic maintenance is falling drastically behind every year, and the overall annual budget shortfall—when factoring all that should be being accomplished—has been declared by the American River Parkway Financial Need Report:

[T]he \$1,514,787 augmentation need, which, projected over 10 years, amounts to \$15,147,870. This augmentation need, plus a ten-year estimated \$70,806,400 for Equipment, Facility Repair/Replacement, Deferred Maintenance, Capital Improvements and Land Acquisition brings the unfunded ten-year total to \$85,954,270. (p. viii)

Our first guiding principle is: *Preserving the Parkway is not an option, it's a necessity* and from this perspective the way to preserve, protect, and strengthen the Parkway as a vitally necessary ingredient to our quality of life, is through two initiatives.

The first is to provide daily management for the Parkway through a nonprofit organization, and the second is to work for the Parkway to become part of a National

Heritage Area (a program of the National Park Service) encompassing the historic Gold Rush landscape in the American River Watershed.

With an independent nonprofit organization providing management, the ability to accomplish long range goals for the Parkway, such as the federal designation or endowment fund development, will be greatly increased.

Regarding the funding shortage, some feel a Benefit Assessment District is the best way to raise funds for the Parkway, but we don't agree with that approach for three reasons:

1) Benefit Assessment Districts tax the property of those who benefit from the entity but how that would be determined fairly in this case is uncertain, as many people who live close to the Parkway don't use it while many living far away do.

2) It delivers the funds to the same local government entity—Sacramento County—that has already failed in managing the Parkway for several years—with a threatened closure in 2004— with no clear promise or perceived capability that anything has changed.

3) There is a better way.

Part of a better way is a Joint Powers Authority (JPA).

A JPA makes sense, is fair to the newer cities such as Rancho Cordova and Arden Arcade—if it incorporates—could create a stable funding stream and provide balanced governance oversight of a contract with the managing nonprofit.

Bringing in the cities as partners in a JPA addresses the current political and economic climate facing the County—the difficulty of raising taxes and the continuing incorporation of new cities—causing the County's financial situation to continue to deteriorate leaving even less future funding for the Parkway.

The best example of this management strategy locally is the Sacramento Zoo, established in 1927 and managed—since 1997—by the non-profit Sacramento Zoological Society under contract with the city.

The Zoo property, buildings and animal collection remain assets of the city of Sacramento.

In addition to providing the necessary maintenance for the Zoo, the Society has continually moved to strengthen the operation, adding an on-site veterinary hospital and is involved in long- range plans to begin acquiring 100 acres of land along the American River to house a new zoo which would rival national landmark zoos like the San Diego Zoo housed in Balboa Park.

This type of visionary thinking comes from an organization dedicating itself solely to the Zoo and the service it provides to the public, and the same dynamic could happen with a nonprofit organization managing the Parkway.

The national model for what a nonprofit can do for a park is the Central Park Conservancy, which took over management of Central Park in New York several years ago when the city was struggling financially. The Conservancy has restored Central Park's luster as one of the world's great parks, building an endowment well in excess of \$100 million in the process.

The elements exist in the American River Parkway—central to the greatest migration of people in the western hemisphere during the Gold Rush and with its sister rivers framing the capital of one of the world's great economies and governing centers—to create a truly world-class park.

It will take leadership realizing the great value of the natural resources in our region and enlisting the public and other government leaders in the effort to grow and fund this great natural heart of our community.

In conclusion, our suggestion would be to form a JPA with the County, Sacramento, Rancho Cordova, and Folsom, establishing a base financial commitment for a specific

period of time; and contract with a nonprofit organization to seek National Heritage Area status and provide daily management and dedicated philanthropic fund development for the Parkway.

Finally, the capability of a nonprofit organization to advocate for one of the most important public policy decisions affecting the Parkway (and the Sacramento region), the construction of the Auburn Dam—after fully researching and validating its importance—to protect the integrity of the Parkway as well as providing the 500 year level of flood protection to the urban area surrounding it, would be considerable.

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While the Sacramento Zoo is an excellent local example of what can be done through nonprofit governance, there is another interesting local example, Plaza Park, which was written about in the spring of 1997 by the Project for Public Spaces, at [http://www.pps.org/topics/pubpriv/activities/success\\_sacramento](http://www.pps.org/topics/pubpriv/activities/success_sacramento)

### **An Urban Parks Institute Success Story Sacramento, California**

Sacramento has turned a problematic central city park into a vibrant town square with careful event planning and concessions management. While the city covers the park's basic maintenance costs, a public/private partnership concentrates on creating worthwhile programs and activities in the park and running the concessions at a profit. This allows them to put their earnings back into park enhancements and services.

#### **Project Background**

In the early 1980's, the city of Sacramento, California began a downtown revitalization effort. A new library and galleria, as well as an office tower, were planned for the area surrounding Plaza Park, an underused one square block downtown park.

This was not the first time the park's role and landscape had been rethought. In the late 1960's, a redesign of the park had failed: a new layout had attempted to remove the undesireables, but placed no emphasis on attracting new users. Benches and trees had been removed to discourage loitering, leaving the park was exposed to the sun and uninviting. This time, 20 years later, the city tried to make the downtown park a "town square" that would attract thousands of downtown employees, as well as residents and visitors.

The first step was taken by the Sacramento Housing and Redevelopment Agency, which committed \$213,000 for park redesign and event planning. A farmer's market, new programs, and special events were begun. Users began to trickle back into Plaza Park. Then a plan was developed and a process undertaken to understand how the park itself could be improved.

Encouraged by the new activity, the general managing partner of a new office building adjacent to the park contributed an additional \$250,000 for park improvements, including the establishment of food services, lighting redesign, and community outreach programs. With its new funds, the office building management team, with the Housing and Redevelopment Agency and the City of Sacramento, renovated an existing restroom facility in the park into a cafe. **The city then turned the management of the park over to The Downtown Partnership, a non-profit corporation, to create and manage park programs and activities, including the concessions.** (highlighting added)

Nonprofit governance is not only an innovative, and already proven successful way to manage public parks, it is also the only option that appears viable, short of raising the tax base on an already heavily taxed public, to provide the Parkway with the dedicated management and philanthropically spirited fund development it so vitally needs to remove the corrosion from its slow degradation, and restore it to the beauty the crown jewel of our region deserves.



## Ecoregionalism

Ecoregionalism is a fairly new concept that has some direct application to our local situation regarding the long-term health and vitality of the Parkway and can be envisioned in three ways:

- Sacramento County and its three major rivers, the Sacramento, American and Cosumnes. (Existing Organizational Collaborations)
- American River Watershed, (Rivers of Gold National Heritage Area)
- Embracing both, (Golden Necklace)

Farney (2006) describes ecoregionalism as:

States and localities ...working with conservation groups to link existing preserves and the privately owned land between them...An emerging school of thought...ecoregionalism is increasingly influencing preservation projects across the nation.

Ecoregionalism didn't just emerge full-blown, overnight. It has slowly grown out of the on-the-ground experiences of conservationists grappling with the basic problem of how to protect threatened species and open spaces in an era of urban sprawl.

Two decades ago, for example, freshly hired by the Nature Conservancy, Jora Young was assigned to manage a small preserve the organization had acquired on Big Darby Creek, near Columbus, Ohio. It was 50 acres in size and at its heart was a gravelly shoal harboring the rare Ohio Pigtoe mussel, along with 14 other mussel cousins.

Young looked the place over and had what she calls an "Oh, my gosh" moment. She murmured to herself, "This isn't going to work." Upstream from those unsuspecting mussels was a whole watershed, 560 square miles in size. With every downpour, pesticides and fertilizers washed into the creek. There were farming and gravel mining — "all going on above our little 50 acres."

Her recommendation to the Conservancy: Protect the whole watershed. The initial reaction was consternation. But today, the Conservancy is trying to do just that.

It hasn't used land acquisition as its primary tool, although the preserve has gradually expanded to 2,000 acres. Instead, it has worked with landowners and local governments. Earlier this summer, the Conservancy and 10 local

jurisdictions unveiled the Big Darby Accord. It emphasizes open-space conservation, particularly along stream corridors, storm-water management and the restoration of natural stream flows. The accord is now in the public comment stage. The Conservancy hopes it will serve as a model for local governments elsewhere.

The ecoregionalism principles that the Conservancy applied to one fairly small creek in Ohio are increasingly showing up in state and local projects, considerably larger and considerably more expensive, around the nation. Instead of the traditional preservation model of saving spectacular but isolated tracts — a mountain here, a waterfall there — these projects are preserving whole landscapes and sometimes entire watersheds.” (pp. 27-28)

As we look at the work already being done along the rivers of the Capitol region including the American River Watershed, what we see emerging is a still unlinked *Golden Necklace* of parkways, lakeside trailways, and greenbelts potentially linking the regions historic and new treasures into a seamless, ecoregional strand.

Let’s begin at the clasp, the gold discovery site at Sutter’s Mill where modern California really began, along the south fork of the American River, in Coloma.

Here is the description from their website [www.parks.ca.gov/default.asp?page\\_id=484](http://www.parks.ca.gov/default.asp?page_id=484)

James W. Marshall discovered gold in 1848 on the South Fork of the American River in the valley the Nisenan Indians knew as Cullumah. This event led to the greatest mass movement of people in the Western Hemisphere and was the spark that ignited the spectacular growth of the west during the ensuing decades. The gold discovery site, located in the still visible tailrace of Sutter's sawmill, in present day Coloma California, is one of the most significant historic sites in the nation.

The purpose of Marshall Gold Discovery State Historic Park is to secure for the people and to make available for their observation, inspiration, and enjoyment, the gold discovery site and its environs as an accurate portrayal of the story that unfolded at the time of the discovery and Gold Rush. The park's interpretive program primarily embraces the period from 1847 through 1852, but also shows the town of Coloma as it developed.

The American River Conservancy is working on a trail project eventually linking the discovery site at Coloma to downtown Sacramento—which would wind its way alongside the mountain lake created by the Auburn Dam on the American River whenever it is built—on its way downtown.

Here is a description from their website [www.arconservancy.org](http://www.arconservancy.org)

### **South Fork American River**

Along the lower South Fork, the Conservancy is working to complete an eight-mile greenbelt and hiking trail corridor linking the Folsom Lake State Recreation Area at Salmon Falls with Highway 49. The Conservancy purchased the last key land holding along this route in late summer 2004 and expects the river trail portion to be completed by late summer 2005.

The trail corridor along the lower South Fork is part of a larger concept for a Sutter Fort to Sutter's Mill trail that the Conservancy is promoting, which would stretch from Sacramento, all the way to Marshall Gold Discovery State Park in Coloma.

And on the upper South Fork, the Conservancy has already acquired 651 acres of forested lands fronting the river between Chili Bar and Coloma. The Conservancy is working to protect more riverfront lands within this upper canyon.”

This project, connecting to the American River Parkway would go past the Indian Heritage Center being designed for the Parkway's Lower Reach area in North Sacramento.

Here is a description from their website [www.parks.ca.gov/?page\\_id=22628](http://www.parks.ca.gov/?page_id=22628)

The Department of Parks and Recreation and the California Indian Heritage Center Task Force are working to make the California Indian Heritage Center a reality.

The California Indian Heritage Center will fill a long-standing need in the state, serving the needs of both Native and non-Native citizens. It will replace the current State Indian Museum in Sacramento with a center where Indian people can come together, celebrate and preserve their past, and promote the continuation of their traditions. It will also be a place where California students, teachers, and families can learn about the history and heritage of California's indigenous people and contemporary Indian life. It will be a destination for tourists from around the world to learn about Native American culture in California.

Preliminary concepts for the facility include formal exhibit galleries for historic and contemporary exhibitions, a theater, outdoor village reconstructions, native plant gardens, and ceremonial areas. The total size of modern buildings is estimated at approximately 60,000 square feet. In addition to gallery and programming spaces, one or more structures will contain curation facilities, a research center, meeting rooms, office and support areas, a shop, and possibly

facilities for food service. The grounds will include areas for special events and traditional gatherings. Construction may take place in phases, but the vision for the completed center is for it to serve as the hub of cultural activities throughout the state by networking existing and emerging local, State, and tribal museums through electronic media, training programs, and shared exhibitions, and to attract hundreds of thousands of visitors of all kinds.

The California Indian Heritage Center will be developed and operated as part of California's State Park System, in collaboration with and under the guidance of the California Indian community. An initial \$5 million in voter-approved parks bond monies allocated for the project will provide funding for the preliminary phase, which will include a master plan and some site development. The legislatively-authorized Task Force has two primary statutory purposes: to recommend to State Parks a site for the project, and to recommend the governance structure for the center.

The site selection recommendation has occurred, and was ratified in July 2005. A location along the lower American River east of Discovery Park has been proposed. Work on governance issues and how the center will be operated is underway now and should be complete in early 2006. Site master planning will commence in January 2006, and will take approximately one year.

Enkoji (2007, August) noted an update of the center's plans:

Plans to pursue a site for an outdoor interpretive area for a state American Indian museum will be presented to the City Council today.

The council will be asked to back a scaled-down version of what was going to be the future home of the California Indian Heritage Center.

Earlier this year, West Sacramento offered to donate 43 acres for the proposed museum. The offer shifted the planned site of the main building downriver about 2.5 miles.

A companion outdoor area for American Indian performances and cultural exhibits is still proposed upriver in Sacramento on the north bank of the American River.

The Sacramento Department of Parks and Recreation is asking to use about \$300,000 of the \$6.3 million set aside for the original project to begin negotiations to buy property.

Also near here, where Steelhead Creek comes from the north and connects to the American River, the Dry Creek Conservancy is working on another link that would

provide a 70 mile loop along Dry Creek, around Citrus Heights and back to Folsom Lake.

Here is how it is described on their website at: <http://www.drycreekconservancy.org/>

The Dry Creek Conservancy's mission is to preserve, protect, and restore the resources of the 100-square-mile Dry Creek Watershed and to promote a continuous trail and open space greenway connecting with the American River Parkway at Discovery Park and Folsom Lake, forming a 70-mile loop.

Another museum project being discussed for this area which would recognize the priceless heritage of the Chinese during the Gold Rush and beyond is the Yee Fow Museum, and here is information from their website: <http://www.yeefowmuseum.org/> .

Friends of the Yee Fow Museum's mission is to generate support for the Yee Fow Museum, a Cultural and Educational Center in The Railyard of Sacramento.

Our Chinese pioneers of the 1800's, the forefathers of our Asian and Pacific Islander community, were the only people to carve out a place in The Railyards and call it home.

To the Chinese pioneers home was "Yee Fow," translated as "Second City."

The Yee Fow Museum, a Cultural and Educational Center will provide the public with exciting new entertainment and education options. Yee Fow Museum, A Cultural and Educational Center will provide new business, culture, and educational opportunities in partnership with California and China, Hong Kong, Taiwan, and other Asian and Pacific Islander countries.

We feel Sacramento deserves no less.

The California Indian Heritage Center project will also complete a major piece of the envisioned "Museum Mile" comprised of the Railroad Museum, Crocker Art Museum, The City/County Archives, The Governors Mansion, Stanford Mansion, The California State Museum, and the new Sacramento Zoo, anchored at the confluence of the American River with the Sacramento by another major visionary project, Gold Rush Park.

Here is a description from their website [www.goldrushpark.org](http://www.goldrushpark.org)

## Concept and Benefits

A group of community leaders has created a plan for a great urban park stretching from Old Sacramento and the confluence of the Sacramento and American Rivers all the way to Sutter's Landing Park. It is a concept that would seize an opportunity to claim some of the most environmentally sensitive land adjacent to downtown before it is permanently developed and its potential is lost forever.

Gold Rush Park would reclaim the industrial tract known as the Richards Boulevard corridor to provide Sacramento's "Central Park." The area encompasses hundreds of acres, bordering on two premier recreational assets-- Old Sacramento and the American River Parkway. The park would connect downtown Sacramento and West Sacramento to Cal Expo and CSUS in a cultural and recreational corridor of world class extent and content. It would encourage the riverfront development, helping revitalize West Sacramento and East Yolo.

This concept is not a marginal fine-tuning of existing planning, but is of a scale and vision to change the entire view of the metropolitan area. It would reconnect the entire Sacramento downtown and central city with the south bank of the American River. That stretch of the American River running east from its confluence with the Sacramento River is truly beautiful and potentially of enormous value to the region--lined with native trees, it has a clear blue-green water in which wild life abounds.

Possible Structures and Activities in the park:

- *A stadium complex* like the new Denver Pepsi Center, providing a venue for basketball, hockey, soccer, musical events and even a national convention.
- *A performing and musical arts center* with a number of smaller multi-venue settings for regional production of plays, music and art.
- *An environmental education center*, including a natural history center, nature trails, and a focus on the river and the natural environment of the great central valley.
- *A new Sacramento Zoo*, with the quality of the San Diego Zoo.
- *Soccer fields* and facilities for high school sports activities.
- *Expanded river access*, including a marina which could provide tours and aquatic sports, even an American River Otter shuttle to Cal Expo and other locations on the river.

This project, though there has been little activity around it this past year or so, would if built out, connect to the Sacramento River and with Old Town Sacramento, and here is a description from their website [www.oldsacramento.com](http://www.oldsacramento.com)

On August 13, 1839, John Sutter landed on the shore of the American River near its confluence with the Sacramento River. With the promise of a Mexican land grant, Sutter and his landing party established Sutter's Fort. As the settlement grew and became permanent, it attracted other businessmen looking for opportunities.

Sam Brannan established a store near the Sacramento River hoping to take advantage of the convenient waterfront location. When gold was discovered in the nearby foothills by James Marshall, Brannan's settlement, called Sacramento, boomed. The embarcadero flourished and was the prime trading center for miners outfitting themselves for the gold fields.

But the new city experienced flooding and fires. In 1850 the new city experienced its first devastating flood, and again in 1852, the city was wiped out by high water. It was apparent that drastic measures would have to be taken if it was to be saved.

In 1853 a mammoth project was proposed to raise the city above the flood. The ambitious and expensive proposal was not totally accepted until another devastating flood swept through the city in 1862. Within a few years, thousands of cubic yards of earth were brought in on wagons and the daring scheme to raise the street level can be seen throughout Old Sacramento under the boardwalks and in its basements.

The center of the commercial district gradually moved east and the area became a slum. In the mid-1960's, a grand plan to redevelop the area was begun. Today, with 53 historic buildings, Old Sacramento probably has more buildings of historic value condensed into its 28 acres than any area of similar size in the west. Old Sacramento is a National Landmark and a portion is designated as a State Historic Park.

Mostly held by private owners, with individual businesses leasing shops and offices, the area has flourished. It is once again a thriving commercial trade center. The waterfront is enjoying a resurgence with a Public Market, new public docks, excursion cruises, a water taxi, a waterfront hotel and two new restaurants. Some of Sacramento's best restaurants are offered, as are its museums.

Old Sacramento attracts over 5 million visitors annually. For locals, it is a favorite getaway and has been voted the best place for a first date. Old Sacramento proudly offers a full year-round event calendar and is home of one of the largest jazz festivals in the world.

Continuing south along the Sacramento River, our envisioned *Golden Necklace* links to the newly planned riverfront project described by Vellinga (2006):

The riverfront south of Old Sacramento's tourist district is quiet and largely forgotten, except for the bikers and joggers who brave a soaring freeway overpass, oil storage tanks and a city sewage reservoir en route to Discovery Park.

Now the city of Sacramento is seeking to reclaim this 43-acre stretch of the Sacramento River - called the "docks" - as a new neighborhood that could have more than 1,000 units of tightly packed high-rise and midrise housing.

The city recently picked the same group that is redeveloping San Francisco's Treasure Island to carry out this transformation.

As part of the project, the city is planning a broad pedestrian promenade that would hug the riverfront all the way from Old Sacramento to Miller Park, an underused park and marina at the end of Broadway.

We're really trying to gain access to our riverfront and enhance public enjoyment of it," said Sacramento economic development director Wendy Saunders.

If the effort succeeds, it would give new identity to a section of the riverfront that has languished since its heyday in the Gold Rush, when ships moored at docks along the shoreline and unloaded goods that were then sent by rail up the R Street industrial corridor.”

As the necklace extends south along the Sacramento it links the historic Chinese town of Locke, and here is a description from their website

[www.cr.nps.gov/history/online\\_books/5views/5views3h52.htm](http://www.cr.nps.gov/history/online_books/5views/5views3h52.htm)

## **Locke**

*Locke, Sacramento County*

This predominantly Chinese American community contains four blocks of one- and two-story frame commercial and residential structures. Many buildings are located along the levee of the Sacramento River, with second-floor porches and loading sheds along the top of the levee. In addition to the buildings, the communal vegetable garden is an integral part of the community.

The buildings date from three distinct periods. The earliest are those built in 1912: the Tules restaurant building, the building across from the Tules on Levee Street, and the building across from the Tules on Main Street.

The second group of buildings was constructed between 1915 and 1919: the Town Hall and six other buildings built by Bing Lee on Main Street — a restaurant, boarding house, two gambling houses, a dry goods store, and a hardware store.

The third group of buildings was built between 1920 and 1933: the Southern Pacific packing shed and dock, the Star Theater, the soda fountain and grocery store run by Robert Suen, the Locke Christian Center, the post office, single story residences on Key Street, Al Adam's restaurant, the gas station, and other buildings.

Locke is unique in that the town was built by Chinese Americans for Chinese Americans; its population is still largely Chinese American. Its isolation is the result of various alien land laws that prevented early Chinese immigrants and other aliens ineligible for citizenship from owning land in California, and discouraged them from trying to establish permanent communities. They were allowed to live where no one else wanted to be, and were required to move whenever the owner of the land wanted it for other purposes. Chinese Americans were permitted to establish communities in the Sacramento/San Joaquin Delta area because their labor and services were essential for draining swamps, building levees, and growing crops.

From Locke we connect to another link in the *Golden Necklace*, the Cosumnes River Preserve, and here is a description from their website [www.cosumnes.org](http://www.cosumnes.org)

### **Our History:**

The Cosumnes floodplain is a haven for tens of thousands of migratory waterfowl, songbirds, and raptors, for a large portion of the Central Valley's population of greater sandhill cranes, and for rare reptiles and mammals like the endangered giant garter snake and the elusive river otter. Chinook salmon and Pacific lamprey still swim upstream to spawn, and native Delta fish breed and rear in the shallow waters of the wetlands.

The Central Valley once contained one of the largest expanses of streamside forest and wetland habitat in North America. Along with cottonwoods, willows, ash, and other flood-resistant trees, great forests of valley oaks (*Quercus lobata*) studded its fertile floodplains.

But the rich riverbottom soil that nourished the oaks was also coveted by farmers who cleared most of the land. Today, only tiny remnants of these magnificent oak groves are to be found in the Central Valley. Along the lower Cosumnes, small but significant stands of valley oaks have survived. These groves cover some 1,500 acres, and along with the remaining riverside forests and wetlands, they provide habitat for the wildlife that still flourishes here.

From the Cosumnes link in the necklace we proceed to the vision presented by the Sacramento Valley Conservancy on their website, the 21<sup>st</sup> Century Open Space Vision Map at [www.sacramentovalleyconservancy.org/visionmap.htm](http://www.sacramentovalleyconservancy.org/visionmap.htm) .

Finally, a project linking internally to many trails and bikeways, the Central Valley Rails to Trails Foundation's work as described by President Elizabeth Mahan.

The Central Valley Rails to Trails Foundation ([www.cvrta.org](http://www.cvrta.org)) has a vision to convert over 27 miles of an unused railroad corridor into a commuter trail and recreation route for non-motorized modes of travel. The trail has the potential to link Sacramento with San Joaquin County, traversing through ranches and vineyards, and crossing 13 waterways. The Central California Traction Company (CCTC) rail corridor could serve an even greater purpose than giving local residents a way to safely bike to work and enjoy the countryside. The proposed Central Valley Rail Trail would provide a much needed north/south link between two major trails that run from the California Coast to Nevada and beyond. The rail trail concept was recently praised by the President of the Western States Trail Foundation (<http://www.foothill.net/tevis/trail/WSTRAIL.HTM>) who noted the possibilities for future connections to the American River Parkway, the Western States Pioneer Express Recreational Trail, the Pacific Crest Trail and others. At the southern end of the proposed trail, local residents are working on a missing link for the Coast to Crest trail along the Mokelumne River (<http://www.mc2ct.org/>). The CCTC corridor runs right over the Mokelumne, where farmers use the corridor to haul local freight to Stockton. When this rail trail is developed, it will provide residents of Lodi, Galt, Elk Grove and Sacramento, along with all the communities in-between, access to hundreds of miles of trails. Many other benefits arise from such an endeavor, including preserved wildlife corridors, habitat restoration, and maintenance of the land along the unused rail corridor. While this project is still in its' concept phase, it has received widespread support from local, state and federal public officials who recognize it as a unique opportunity to link regional trails throughout the Central Valley and beyond.

Visioning this as one long linked entity, allowing people to travel, by bike, by foot, by horse-drawn carriage, by historic steam engine, and by car, along the historic and beautiful golden trails that can become the *Rivers of Gold National Heritage Area*, easily outshining many of the already established sites listed at the National Park Service National Heritage Areas website [www.cr.nps.gov/heritageareas](http://www.cr.nps.gov/heritageareas) .

To give some sense of what others are doing to create their own necklace of trails, here is a bike trail project of some magnitude just over the mountains from us, noted by Carnel (2007):

The Tahoe-Pyramid Bikeway is the ultimate commuter road. It's a car-free cyclists' path, the equivalent of a non-motorized Interstate 80 that bisects the Truckee Meadows and for the most part parallels the Truckee River. Its paved sections run from Verdi to Vista Boulevard in Sparks with roughly 10 miles spanning in each direction from its current midpoint downtown near the Siena Hotel Spa & Casino. The blacktop is interrupted here and there, but regardless, it's very cohesive; a cool and exclusive place for bikers, joggers, dogs and inliners to venture, exercise and meander. At some points, it cuts through dense vegetation, at others, desert vistas and sometimes, interestingly, it threads beneath the cement bridges you've driven your car over a thousand times. Because of its variety of land- and cityscapes, this section is sort of like taking a road trip—but it's short, free, and on your bicycle.

The official Tahoe-Pyramid Bikeway is a great vision in the works. It's part of a path that stretches from Lake Tahoe to Pyramid Lake, and it will eventually comprise more than 100 miles in length, spanning multiple bridges, five counties, two states and about 2,000 feet in elevation change. For more info visit [www.tpbikeway.org](http://www.tpbikeway.org).

What this brief outline shows is that though the pieces are in place—while some are just a vision, many are being realized—the great variety of individual projects sprouting up around our region generally centered around bike trails, riverways and greenways, does not yet have any coordinated effort on a regional basis and involving all of the communities of concern, to pull the pieces into a congruent and linked project, the essence of ecoregionalism.

We do have local efforts that are thinking regionally such as the Sacramento Area council of Governments (SACOG) <http://www.sacog.org/> who brought us the Blueprint Project, Valley Vision <http://www.valleyvision.org/> and the Sacramento Metro Chamber of Commerce <http://www.metrochamber.org/CWT/index.aspx> all of whose work does involves certain segments of the larger community but not yet at the ecoregional level.

One area that is using the ecoregionalism approach is in Florida.

My Region in Central Florida has these goals and objectives, from their website at:

<http://www.myregion.org/Aboutmyregionorgi/GoalsObjectives/tabid/61/Default.aspx>

### **Goals & Objectives**

With seven counties, 86 cities, thousands of business and community leaders, and millions of concerned residents, how can *myregion.org* effectively help Central Florida organize to create a better future? By setting clear goals and objectives, we can give regional leaders the roadmap they need to move our region into tomorrow.

#### **Our Goals:**

- Organize and train regional leaders
- Create educational support materials to guide regional efforts
- Identify key issues and opportunities
- Nurture an understanding of regionalism

#### **Our Desired Outcomes:**

- Build a new regional mentality
- Strengthen and create regional coalitions
- Maximize opportunities and address challenges

#### **Our Key Initiatives:**

- Create the common framework for regional dialogue
- Evaluate the challenges and opportunities of our region
- Prepare leaders within our region.

And for their accomplishments:

### **Project Accomplishments**

One of the goals of *myregion.org* is to create a platform for regional leadership and inclusion. As the individual communities begin to better understand the broader context of the issues affecting the region, new programs, events and partnerships have taken place throughout the life of the project.

Regional Workgroups are currently developing implementation plans in Key areas:

1. Integrating land use and transportation planning across seven counties
2. Regional land use acquisition
3. Establishing regional educational performance standards
4. Standardizing regional data and practices in Healthcare

5. Developing a seven-county economic development strategy
6. Linking economic development planning with land use and transportation
7. Regional branding strategy
8. Building a “preferred futures” scenario
9. Developing regional leadership training
10. Creating regional performance measurements to track the impact of regional efforts

Progress is being made through a variety of collaborative efforts and initiatives that have come about as a direct result of the community awareness and relationship building that is an essential component of *myregion*. Following are some examples of these cooperative ventures:

<http://www.myregion.org/Aboutmyregionorgi/Accomplishments/tabid/111/Default.aspx>

What becomes apparent in exploring their website is that the partners involved come from virtually all sectors, government, academic, media, business, nonprofits, and the only community I didn't see represented in an organized way is the religious community.

This might be an excellent model for Sacramento to build and improve on, and there is no better tool than the National Heritage Area Act.

This tool is perfectly designed to begin to embrace the very important—and nationally significant—historical and cultural values within the capital region extending through the American River Watershed, the birthing place of the gold rush.



# Heritage

## The Golden Necklace

### *Rivers of Gold National Heritage Area*

The National Heritage Area (NHA) program is a program of the National Park Service, and was established to ensure areas of significant heritage value to the entire nation are provided funds and technical support to preserve and enhance their heritage for future generations.

Here is an introduction to the National Heritage Area from their website at <http://www.nps.gov/history/heritageareas/FAQ/INDEX.HTM>

## **“What is a National Heritage Area?**

*“A "national heritage area" is a place designated by the United States Congress where natural, cultural, historic and recreational resources combine to form a cohesive, nationally-distinctive landscape arising from patterns of human activity shaped by geography. These areas tell nationally important stories about our nation and are representative of the national experience through both the physical features that remain and the traditions that have evolved within in them.*

### **“How is it different from a national park?**

A National Heritage Area is not a unit of the National Park Service, nor is any land owned or managed by the National Park Service. Instead, a National Heritage Area is a locally-managed designation that focuses heritage-centered interpretation, conservation and development projects over a complex matrix of public and private land. National Heritage Area initiatives are coordinated by a local entity in partnership with varied stakeholders that work collaboratively on projects that meet the area's stated management plan goals. In addition, while a National Heritage Area designation is permanent, the NPS relationship with and commitments to a NHA vary over time.

### **“How do communities benefit from the National Heritage Area designation?**

The designation has both tangible and intangible benefits. Heritage conservation efforts are grounded in a community's pride in its history and traditions, and in residents' interest and involvement in retaining and interpreting the landscape for future generations. Preserving the integrity of the cultural landscape and local stories means that future generations will be able to understand their relationship to the land. Heritage areas provide educational and inspirational opportunities which encourage residents and visitors to stay in a place, but they also offer a collaborative approach to conservation that does not compromise traditional local control over and use of the landscape.

“In addition to enhancing local pride and retaining residents, designation comes with limited technical and financial assistance from the National Park Service. NPS primarily provides

planning and interpretation assistance and expertise, but also connects regions with other Federal agencies. Federal financial assistance provides valuable "seed" money that covers basic expenses such as staffing, and leverages other money from state, local and private sources. The region also benefits from national recognition due to its association with the National Park Service through the use of the NPS arrowhead symbol as a branding strategy.

#### **"Why utilize the heritage areas strategy?"**

Nature, ecology, and topography shape the culture of a community, which in turn determines how land will be used and consequently what values it will provide to society. This human imprint on the land creates what is called a "cultural landscape," a setting comprised of natural, cultural, social, and economic components that reflect a complex and continuous interrelationship between people and the land.

"Many of our nation's unique cultural landscapes now face irrevocable alteration through development or neglect. The heritage area concept offers an innovative method for citizens, in partnership with local, state, and Federal government, and nonprofit and private sector interests, to shape the long-term future of their environment. Heritage areas work across jurisdictional and demographic boundaries by identifying multiple cultural landscapes that are linked thematically, historically, or geographically. Constituents utilize shared concerns about these landscapes to collaboratively shape a plan and implementation strategy that focuses on maintaining the distinct qualities that integrate the region and make it special.

"Becoming a heritage area does not require prior state or Federal designation or approval. Five states (Louisiana, Pennsylvania, Maryland, Utah, and New York) currently have heritage area programs, and there are hundreds of locally defined grassroots heritage area initiatives. Federal designation depends upon Congressional support, whether the region's resources are nationally important and the degree to which the public is engaged in and supportive of designation."

In 2006 Congress authorized ten new heritage areas and they are, from their website at <http://home.nps.gov/applications/digest/printheadline.cfm?type=Announcements&id=4870>

### **"Ten New National Heritage Areas Join NPS Family**

"Ten new National Heritage Areas have joined the National Park Service family.

"On September 29, the Senate passed S. 203, the National Heritage Areas Act of 2006. On October 12, the President signed the bill, which adds ten new national heritage areas to the National Park Service portfolio, including three in the West, one of which bridges two NPS regional offices. There are now 37 National Heritage Areas across 27 states.

"The new National Heritage Areas are:

#### **"In the Northeast Region:**

Crossroads of the American Revolution National Heritage Area (NJ)  
Upper Housatonic Valley National Heritage Area (MA and CT)  
Champlain Valley National Heritage Partnership (NY and VT)

#### **"Southeast Region:**

Arabia Mountain National Heritage Area (GA)  
Atchafalaya National Heritage Area (LA)  
Gullah/Geechee Heritage Corridor (NC, SC, GA, and FL)

**"Midwest Region:**  
Freedom's Frontier National Heritage Area (KS and MO)

**"Intermountain Region:**  
Mormon Pioneer National Heritage Area (UT)  
Northern Rio Grande National Heritage Area (NM)

**"Pacific West Region:**  
Great Basin National Heritage Route (UT and NV)"

In 2007 there have been 16 designation bills introduced as of May 2007, noted here:

<http://www.nps.gov/history/heritageareas/LEG/introbills110.pdf>

### **National Heritage Area study bills**

Chattahoochee Trace National Heritage Corridor [AL] (S. 637, H.R. 1408)  
Columbia-Pacific National Heritage Area [WA/OR] (H.R.407, S.257) passed the House May 7  
Northern Neck National Heritage Area [VA] (H.R.105 )

***TOTAL: 5 study bills introduced on 3 areas***

### **National Heritage Area designation bills**

Abraham Lincoln National Heritage Area [IL] (H.R.1625, S.955)  
Freedom's Way National Heritage Area [MA/NH] (H.R.1297, S. 827)  
Journey Through Hallowed Ground National Heritage Area [PA/WV/MD/VA] (H.R.319, S.289)  
Kentucky Artisan Heritage Trails National Heritage Area [KY] (H.R.646)  
Land Between the Rivers National Heritage Area [IL] (H.R.929, S.956)  
Muscle Shoals National Heritage Area [AL] (H.R.1145)  
Niagara Falls National Heritage Area [NY] (H.R.713, S.800)  
Sangre de Cristo National Heritage Area [CO] (S.443, H.R.859)  
Santa Cruz National Heritage Area [AZ] (H.R.1885)  
South Park National Heritage Area [CO] (S.444)

***TOTAL: 16 designation bills introduced on 10 areas***

We can see from the sum of this information that the gold rush, the watershed and the Parkway are truly within the parameters deserving consideration of this national designation.

There are several models for what we would like to see become the *Rivers of Gold National Heritage Area*, encompassing the American River Watershed, the gold

discovery site at Coloma and the American River Parkway, but the one with another metal very important to the nation central to it, would be the *Rivers of Steel National Heritage Area* in Pennsylvania.

The Rivers of Steel area is 5,065 square miles, with a population of 2,297,676 (2000 census), embraces 6 congressional districts and 893 local government units, and was authorized in 1996. It is managed by a private nonprofit corporation, and here is some information about it from their website: <http://www.riversofsteel.com/> .

### Welcome to Rivers of Steel

From 1875 to 1980, southwestern Pennsylvania was the Steel Making Capital of the World, producing the steel for some of America's greatest icons such as the Brooklyn Bridge and the Empire State Building. During World War I and II, our steel workers carried a nation's defense on their backs, producing more steel, armor and armaments in a single year than entire countries. While many of the region's legendary mill sites have been dismantled, and it has been decades since the mills belched fire and smoke over Pittsburgh's skyline, the enormity of the region's steel-making contributions and its historical significance to the nation demand its story be told and its sites be preserved.

Created by Congress in 1996, the Rivers of Steel National Heritage Area is committed to preserving, interpreting, and managing the historic, cultural, and natural resources related to Big Steel and its related industries. Encompassing over 5,000 square miles in the seven counties of Allegheny, Armstrong, Beaver, Westmoreland, Greene, Fayette, and Washington, Rivers of Steel is building on this area's remarkable transition from heavy industry to high technology and diversified services as well as bolstering the new regional economy by promoting tourism and economic development based on this region's historic industrial saga.

A multifaceted program, the Rivers of Steel National Heritage Area's mission includes: historic preservation, cultural conservation, education, recreation and resource development. Currently, the Heritage Area has bills in Congress to create the Homestead Works National Park. The proposed park would be located on 38 acres surrounding the Carrie Furnaces, the last of the giant blast furnaces from the Homestead Works, and the Pump House, site of the bloody 1892 Homestead Steel Strike.

Retrieved September 7, 2007 from:

<http://www.riversofsteel.com/subpage.aspx?id=3&h=225&sn=282>

One new four-state project that began in 2005—including in the 2007 designation legislation—offering many important models of how this type of project comes about, is the *Journey Through Hallowed Ground* <http://www.hallowedground.org/index.php> .

Here is a description of their project from their initial Press Release.

## **Partnership Announces National Campaign to Raise Awareness of Heritage Corridor - June 2, 2005**

For Release June 2, 2005 @ Noon

### **Effort Gains Momentum with New Congressional Support, National Trust for Historic Preservation 11 Most Endangered Status, and Private Funding**

#### **Results of Voter Opinion Poll Released**

Washington, D.C.( June 2, 2005) - The Journey Through Hallowed Ground (JTHG), a tri-state public/private-sector collaborative effort founded to preserve and protect the historic sites and natural resources along the 175-mile-long corridor following Route 15 starting in Gettysburg, Pa., passing through Frederick, Md., and ending at Monticello, outside Charlottesville, Va., today announced its designation by the National Trust for Historic Preservation as one of its 11 most endangered historic sites in America. Also announced was the new national awareness campaign "The Journey Through Hallowed Ground: Where American Happened."

"There aren't many places that encompass a greater variety of significant historic sites - from Founding Fathers' homes to Civil War battlefields- or that face a more serious range of threats," said Richard Moe, president of the National Trust. "Without comprehensive planning to manage sprawl and encourage appropriate growth, much of the region's heritage could be paved over."

At a press conference today the JTHG initiative also announced results of its first baseline research poll, conducted by Mason-Dixon Polling and Research. The results indicate that a vast majority of voters living along the JTHG corridor highly value their natural and historic resources and link them directly to their quality of life (96 percent of those surveyed in Virginia, Maryland, and Pennsylvania rated their parks and natural resources as important to their quality of life). The poll also revealed that a majority (90 percent) identified growth as the single issue that currently affects and will affect their quality of life. And, as a reminder to local leaders along the JTHG corridor, 70 percent of those polled gave their local politicians negative ratings on how they are managing that growth. [ A complete copy of the survey results are in the JTHG press kit and available by accessing the website [www.hallowedground.org](http://www.hallowedground.org).]

"We are tasked with finding new, 21st century solutions that will balance the growth in the region, the need to preserve a precious and important region of our country, and to create economic development programs in conjunction with preservation efforts that will benefit each community along the Journey," said Cate Magennis Wyatt, former secretary of commerce and trade in Virginia who is currently leading The Journey Through Hallowed Ground initiative. "Our polling results underscore our responsibility to the local communities along The JTHG corridor as well as our duty

as Americans to bring the best minds together to ensure we balance today's demands for growth with our responsibility to bequeath America's heritage to the generations to come."

The JTHG is a consortium of national historians, business leaders, politicians, preservationists, and concerned citizens who have formed an initiative dedicated to finding solutions that balance economic development and historic preservation in ways that celebrate and protect the unique historical, cultural, scenic and natural legacies that are America's heritage.

Retrieved July 25, 2007 from

<http://www.hallowedground.org/content/view/120/57/>

The gold rush and all that came from it, even the “dark side”; all of this is our heritage, woven into the genetic framework of California and America, perhaps for all time—though the current wonderfully balanced diversity of our city is a more accurate vision of our reality than that of our past—and regardless of whether it is from pride, regret, or a wonderful mixture of both and a strong hope for the future, it is a heritage that deserves a wider, deeper protection than it now has.

These ideas and projects are part of the fabric of the kind of strategic thinking that we feel has great value for the preservation, protection and strengthening of the Parkway and we will continue to provide policy ideas and organizational information to those public leaders and organizations that are involved in strategic visionary thinking around these issues.

For your information there are maps of the ARW at: <http://www.watershedportal.org/> click on Resources and then Maps, or to go directly to the two maps:

- North & Middle Fork [http://www.watershedportal.net/ar/map\\_nmf.pdf](http://www.watershedportal.net/ar/map_nmf.pdf)
- South Fork [http://www.watershedportal.net/ar/map\\_sf.pdf](http://www.watershedportal.net/ar/map_sf.pdf)



## **Agenda for Policy Discussion**

**1) For Parkway Organizations:** Consider the value of continuing the government/public discussion about establishing nonprofit governance for the American River Parkway?

- Reference a local example, Sacramento Zoo <http://www.saczoo.com/index.htm> and the national, Central Park, <http://www.centralparknyc.org/site/PageServer> both working well and providing for the users of their respective public places a well maintained and safe space to find sanctuary and recreation.

**2) For Government Leadership:** Consider the value of developing an ecoregional approach for the American River Watershed through the National Heritage Areas program?

- Reference the example of Central Florida, My Region <http://www.myregion.org/> which is pulling together the entire community in ways promising the type of collaboration and visioning rarely seen and rewards richly deserved.

**3) For Community Organizations:** Consider working for Sacramento County ecoregional collaboration in the creation of a connected county-wide system of trails along the three rivers?

- The Sacramento Valley Conservancy's 21<sup>st</sup> Century Open Space Vision <http://www.sacramentovalleyconservancy.org/visionmap.htm> is a great place to start.
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## Conclusion

There is so much good work already being done, here and around the country, to manage, preserve, and strengthen our public park and heritage space which forms a veritable library of ideas and intentions from which our public leadership can draw as from a deep well of clear, cold, and pure water, to invigorate and renew the discussions many of us have been having separately, to join together holistically.

Many of these larger community-wide discussions have also already taken place within our region and whether successful or not, the skill and leadership around which a larger and more necessary one can emerge is evident.

Our role is to get these policy ideas and projects gathered together—placing them before community leadership—and once our research work around our five guiding principles is completed in 2009, become more active in getting those that resonate with local leadership move forward, and gain more traction towards eventual implementation.

Our strategy of 2009-2012 will reflect that implementation focus.



## **Appendix**

### **American River Parkway Preservation Society**

#### **Strategy & Plan of Work**

**October 1, 2006 to September 30, 2009**

**Approved by the Board of Directors 7/25/06**

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# **The American River Parkway Preservation Society Strategy & Plan of Work**

## **SECTION ONE**

### **PRESERVING THE AMERICAN RIVER PARKWAY: *FOR AS LONG AS THE RIVER RUNS THROUGH IT* June 30, 2004 – July 1, 2009**

#### **Introduction (This is the strategy posted on our website)**

The leadership in our community has a responsibility to reach above all of the recent confusion about the Parkway and create a vision that preserves, protects and strengthens this treasured resource in perpetuity.

This strategy is our contribution to that effort, and relies on using and adapting existing organizational and funding structures, which can:

- Provide permanent funding
- Provide effective management

Implementing this plan will not be easy, but we believe our public leaders can rise to the task of creatively assuming the responsibility vested in them by the public and provide community leadership to preserve, protect, and strengthen this national treasure.

We, our children, and generations yet to come, are counting on them to do exactly that.

#### **Strategic Summary**

The American River Parkway is the most valuable natural resource in our community and one of the most valuable in the nation. To preserve it, building on the foundation of our five guiding principles, we propose the following:

##### **(1) Preserving the Parkway is not an option, it's a necessity.**

- Work to ensure a long-term funding goal of building a permanent financial endowment for perpetual Parkway funding support.
- Work to ensure the creation of the American River Parkway as a National Heritage Area, a program of the National Parks Service, but locally managed by a nonprofit conservancy.

National Heritage status, while allowing Parkway land ownership to remain as is, and allowing for a local conservancy to manage the Parkway, would ensure a federal funding stream long enough to develop endowment funding, and provide additional benefits that national stature endows upon a natural resource.

- Work to ensure an existing nonprofit conservancy assumes management of the Parkway, recruiting executive leadership with academic and experiential credentials in nonprofit

administration and fund development, and embrace social enterprise fund raising strategies proven successful in other parks.

A local management conservancy can build a fund development strategy of committed local leadership and social entrepreneurship, through targeted capacity building of Parkway organizations and related social enterprise ventures compatible with the conservancy mission.

**(2) What's good for the salmon is good for the river.**

- Work to ensure the availability of whatever amount of water is needed to ensure optimal flow and temperature for the salmon.

To provide optimal water temperature and water flow for the salmon, it is necessary to increase the water storage capacity of the American River Watershed, providing cooling waters and increasing or decreasing flow when needed. While the suggested increase of the water storage capacity of Folsom Dam will benefit the salmon, the community should be prepared to further increase water storage capacity, if needed. The increased pressure on the river, (primarily population-driven), will eventually destroy the river's capacity to provide the salmon the optimal conditions they need.

**(3) Regarding the illegal camping of the homeless in the North Sacramento area of the Parkway, social and environmental justice call upon us to help the poor and distressed person, and the poor and distressed community.**

- Work to ensure all stakeholders realize public safety and compassion for the homeless, illegally camping in the Parkway in North Sacramento, should be equal responsibilities addressed by Parkway management, homeless advocacy organizations, and local government.

The public safety issue must be of equal concern to helping the homeless. Rapes, murders, beatings, assaults, and robberies occur regularly in the North Sacramento area of the Parkway, and many in the North Sacramento community are justifiably fearful about venturing into it. As a community, we can never give up on the vision that public compassion and public safety are compatible concepts.

**(4) If it can be seen from the Parkway, it shouldn't be built along the Parkway.**

- Work to ensure visual intrusion by new development is absolutely prohibited forever, with no mitigation.

Private property owners are not to be faulted for wanting to build large homes or commercial buildings along the Parkway, as it offers some of the most beautiful development sites in our area. However, none of us wants to see the Parkway become Malibuized. Confusion about the building regulations, as now exists, encourages that type of development. National Heritage Area status and the accompanying elevation in oversight will begin to offer the type of protection from visual intrusion caused by new development that current, virtually unregulated, Parkway development is now threatening.

**(5) Regarding new Parkway usages, inclusion should be the operating principle rather than exclusion.**

- Work to ensure local public ownership and local conservancy management operate under the guiding principle that the Parkway belongs to all of the people, who have an inalienable right to recreate within the commons.
- Work to ensure there are designated seats on the Parkway conservancy management board of directors for organized recreational and sports users, as well as other organized stakeholders.

As a locally managed National Heritage Area, the management position regarding use of the Parkway will become more inclusive. We will encourage a local conservancy management structure that incorporates all stakeholders and brings organized, responsible users to the decision making process by creating designated seats on the conservancy board of directors. We all want to encourage responsible usage of the Parkway, as legitimate usage is the best antidote to illegitimate usage.

## **Implementation Summary**

### **Introduction**

#### **1) Build a critical mass of public support for creating the American River Parkway National Heritage Area with local management, endowed funding, and folding the five guiding principles of the Society into management’s mission.**

- **Society Leadership and Membership:** Through a continual campaign of informational mailings, public presentations, meetings, fund development, and ongoing community marketing, we will work to build a Society leadership team representative of the community, and a stable membership base of at least 5,000.

#### **2) Educate the relevant communities: business, religious, educational, public, nonprofit, and government, of the value of the strategy and ask for their help in implementing it.**

- **Business Community:** Working with chambers of commerce within the Parkway community, we will work to establish a Parkway task force in each chamber, whose charge is to understand the national heritage value of the river and Parkway, as well as the contribution of a safe and accessible Parkway to the economic vitality of the region.

Too few people know that the Parkway is an economic engine that “generates an estimated \$259,034,030 in annual economic activity in the local economy.” (2000 figures) We will also work to involve local business in the development and maintenance of additional Parkway nature centers, encouraging a local community building and co-creation process that will enhance responsible usage of the Parkway.

- **Religious Community:** We will work with the interfaith pastoral leadership of the region’s religious communities to help create a pastoral letter on the value of the American River Parkway to our community and the nation, by embracing all ethnic and cultural groups whose history helped build our Parkway heritage and our spiritual and reflective life. As one model for this we would look to, *The Columbia River Watershed: Caring for Creation and the Common Good*, an International Pastoral Letter, by the Catholic Bishops in the United States and Canada.

- **Educational Community:** The educational community will be encouraged to become involved in academic research enriching the National Heritage Area status and the importance of the Parkway to our region. As a National Heritage Area, the Parkway can become a major ground of environmental, biological, natural resource, park and greenway management research that will help grow the capability of the community to preserve this national resource.
- **Public Community:** Public forums will be encouraged to clarify the problems facing the Parkway, the advantages of creating a National Heritage Area under local management with endowed funding, and the strategy of implementation. The public, as the major supporter and user of the Parkway, needs continual information about the great treasure we have in our midst, and the increasing importance of preserving its natural and created beauty for future generations.
- **Nonprofit Organizations:** Nonprofit organizations working to preserve regional history, and Parkway organizations, will be encouraged to join together to help create a National Heritage Area. We will provide capacity building resources about social enterprise concepts, strategic planning, fund development, board development, communications & marketing, the benefits of collaborative management, and how to become more closely aligned to the ongoing community needs and issues throughout the entire Parkway.
- **Government:** Working with public leadership, we need to establish the case for creating the American River Parkway National Heritage Area, managed by a local non profit conservancy. Public leaders can help develop long-term funding for the Parkway, by working with community leadership to develop and build the capacity of conservancy management. Public officials will be encouraged to bring their leadership to the planning process and support the designating of the American River Parkway as a National Heritage Area.

### **Review & Update**

- This plan is scheduled to be reviewed and updated every five years.



## SECTION TWO

### Plan of Work:

**October 1, 2006 – September 30, 2009**

#### Introduction

The American River Parkway Preservation Society (ARPPS) is a policy development organization conceptualizing and priming public policy development.

We focus on these core policy concepts;

- Public safety and compassion working in tandem, but with public safety as the priority, to address illegal camping on the Parkway;
- Building the Auburn Dam on the American River to protect the integrity of the Parkway and the salmon run;
- Having a nonprofit organization partner with local government to provide Parkway management while developing an endowment for funding support; and
- Creating a National Heritage Area encompassing the Parkway.

Stimulating thinking about public policy is central to our approach and we will sustain continued discussion about the future of the Parkway in a thoughtful and scholarly manner while ensuring our concepts reach a broad and diverse audience.

The first three years, September 2003 to September 2006, was spent incorporating as a nonprofit corporation, building a organizational leadership framework, building membership, developing a five-year strategic plan, creating policy development capability, publishing our first two policy reports, and refining the organizational strategic focus.

#### Plan of Work

The next three years, October 1, 2006 to September 30, 2009 will focus on the following:

**1) Focus the executive capacity of the organization by limiting the Board of Directors to a maximum of four members.**

- Adopt an annual board meeting structure with the once-a-year board meeting held in January, second Monday at 12:00 PM.

**2) Continue building the membership to five thousand members by educating the community from the foundation of our five guiding principles and the policies developed from them.**

- Our policy and membership building tools will be the daily bulletin blog and membership recruitment letters, monthly e-letters, quarterly newsletter, regular letters to the editor, annual policy issue reports, annual organizational report, occasional open community letters and articles in local media.

### **3) Organizational Board Leadership & Consulting Contract**

- The consulting contract with Lukenbill & Associates will continue to provide communications & marketing, policy development, and membership services.

### **4) Discontinue Four Organizational Components**

- **Volunteer Executive Director Position:** This internship position was designed to eventually fulfill the active presence in the community traditionally associated with the executive director role at nonprofit organizations, where a much deeper networking, community connection, fundraising and public relations presence was important, but with the shift to pure policy development via writing, it is no longer a necessary position.
- **Fall for the Parkway Event:** The membership is supportive for the policy positions espoused by the organization, and has not shown an interest in attending events, so this event (whose workload wasn't proportionately rewarded in the funds raised) is no longer necessary.
- **Annual Parkway Slobe Advocate Award:** Three consecutive years of awards (2004-2006) have been presented and the possibility of annually finding the type of advocacy sought is diminishing, so the award will be moved to an occasional award, presented when individuals meeting the dedicated focus the award's namesake exhibited are identified.
- **Public Forums:** Allowing the policy ideas developed by the organization to be freely adopted by others, rather than publicly presenting them as ours, will more readily lead to the type of policy change we seek than by attempting to be permanently linked to their origin, which is primarily the aim of public forums.

### **5) Review and Update the Strategic Plan**

- The current strategic plan is due to end June 30, 2009, and it will be reviewed and updated during the spring and summer of 2009, for implementation beginning September 30, 2009 for another five year period to October 1, 2014.
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## **SECTION THREE**

### **Organizational Leadership: Roles & Duties**

**October 1, 2006 to September 30, 2009**

#### **BOARD OF DIRECTORS: GOVERNING OFFICERS**

**President:** Act as Chief Executive Officer & Chair Board Meetings

**Chief Financial Officer:** Maintain Financial Records, Keep Meeting Agenda, Minutes & Corporate Records

**Vice President:** Act as Chief Executive Officer & Chair Board Meetings in President's Absence.

#### **POLICY DEPARTMENT**

**Senior Policy Director:** Research, Policy Development, Communications, Knowledge Management

#### **BOARD OF DIRECTORS: EMERITUS**

**Chair:** Chair Emeritus Board

#### **ENDOWMENT ADVISORY GROUP**

**Chair:** Advise Board on Endowment Issues

#### **SLOBE PARKWAY ADVOCATE AWARD RECIPIENTS**

**Honorees:** Represent Dedicated Parkway Advocacy

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