

National Park System
Advisory Board
Committee on Philanthropy



May 31, 2006
Washington, D.C.

National Park System Advisory Board

Philanthropy Committee

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Philanthropy Committee
National Park System Advisory Board
May 31, 2006
Agenda

Informal group gathering (*Morning refreshments*) (9:00 – 10:00)

Introduction of members (All) (10:00 – 10:30)

Discussion of purpose of Philanthropy Committee (LaJuana Wilcher)

Background

A presentation by NPS staff and partners highlighting philanthropy's role in the development of the National Park System and their role in shaping the future of philanthropy in the National Park System. Through narrative and images to include:

- History of philanthropy in the NPS (Ray Murray) (10:30 – 10:45)
 - Creation of Parks (late 1800's – 1990)

- Current Era (1990 - present) of philanthropy in the NPS/
Snapshots of campaign types (John Debo/Jennifer McMahon) (10:45 – 11:05)
 - Capital campaigns
 - Support of local park events
 - Programmatic campaigns

Success over the past two decades -
Friends Alliance (Ken Olson) (11:05 – 11:20)

Philanthropy in support of the National Park System -
National Park Foundation (Vin Cipolla) (11:20 – 11:35)

- Stewardship engagement strategy (Brian O'Neill) (11:35 – 11:45)

- State of Philanthropy in the United States - (LaJuana Wilcher) (11:45 – 12:00)
 - Current level of giving in the United States
 - Philanthropy in conservation arena
 - Philanthropy in the National Park System

Lunch with board discussions (12:00 – 1:00)

(continued next page)

Update on the status of Director's Order #21 and relationship to philanthropy committee's efforts (John Piltzecker/LaJuana Wilcher) (1:00 – 1:10)

Roundtable discussion (1:10 – 2:30)

- Identification of key issues
 - Board member's experience/views/perceptions of NPS philanthropy
 - Potential for increasing philanthropy
 - Impediments to increasing philanthropy

Break (2:30 – 2:45)

Future Board activities, comments, questions (2:45 – 4:00)

- Upcoming events to consider
 - Philanthropy as it relates to the Centennial of the NPS in 2016
 - Relationship of the work of Philanthropy Committee to NPF Partnership Symposium/Conference in 2007
- Future board actions
 - Future meetings
 - Methods to be used to gather information
 - Identify documents, other items for board

Adjournment

National Park System
Advisory Board
Committee on Philanthropy
Committee Members

LaJuana Wilcher – Committee Chair

Secretary, Environmental and Public Protection, State of Kentucky

William F. Baker

President and Chief Executive Officer, Thirteen/WNET

Vin Cipolla

President and Chief Executive Officer, National Park Foundation

Dr. Thomas G. Clemens

President, Save Historic Antietam Foundation

Regan Gammon

Chair, Development Committee, National Park Foundation

Gayle Hazelwood

Superintendent, National Capital Parks – East, National Park Service

Patrick Noonan

Chairman Emeritus, The Conservation Fund

Ken Olson

Member, Friends Alliance Executive Committee

Past President, Friends of Acadia

Brian O’Neill

Superintendent, Golden Gate National Recreation Area, National Park Service

William K. Reilly

Chairman, World Wildlife Fund

President and Chief Executive Officer, Aqua International Partners, LP

Daniel Ritchie

Chairman, Denver University

National Park Service Support Team

Loran Fraser

Staff Director, National Park System Advisory Board

Dan Wenk

Staff Director for Philanthropy Committee

Director, Denver Service Center, National Park Service

John Debo

Superintendent, Cuyahoga Valley National Park

Karyn Ferro

Partnership Program Coordinator, Partnership Office, NPS Headquarters

Chris Jarvi

*Associate Director for Partnerships, Interpretation and Education, Volunteers,
and Outdoor Education, National Park Service*

Bob McIntosh

*Associate Regional Director, Planning, Construction, and Facility Management,
Northeast Region*

Jennifer McMahan

Management Assistant, Cuyahoga Valley National Park

Ray Murray

Chief, Partnerships Program, Pacific West Region

John Piltzecker

Chief, Partnership Office, NPS Headquarters

Samantha Richardson

Public Affairs Specialist, Denver Service Center

Shannon Stone

Program Assistant, Partnership Office, NPS Headquarters

Wendy O'Sullivan

Partnership Program Coordinator, Partnership Office, NPS Headquarters

FINAL 9-8-05

*Mr. Douglas P. Wheeler
Chairman, National Park System Advisory Board
Hogan and Hartson, LLP
555 – 13th Street, NW, Suite 13E (303)
Washington, D.C. 20004-1161*

Dear Mr. Wheeler;

Philanthropy played a significant role in the stewardship of national parks during the first 100 years of NPS history. As the National Park System looks forward to its Centennial in 2016, there is a need to look strategically at the future role of philanthropy in National Parks. I am committed to ensuring that philanthropy continues to play an appropriate and relevant role in the future of national parks.

Therefore, I am writing to ask that a committee of the National Park System Advisory Board be established to examine issues pertaining to this topic. The goal of the committee's work, looking to the Centennial and beyond, would be to understand the potential for and the challenges resulting from increased philanthropic support of our national parks, while addressing the expectations of Congress, the needs of our natural and cultural resources, and the values and beliefs of those we serve.

It is my hope the committee will gather input from a wide range of sources, including nonprofit park support organizations and friends groups; fundraising and marketing professionals; national, civic, and corporate leaders; foundations; and those with a history of making philanthropic contributions to benefit public causes.

I look forward to seeing the Board's guidance regarding the future direction of philanthropy in support of the National Park System.

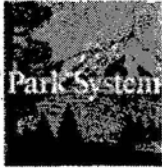
As always, I appreciate and thank you and the Board for your invaluable assistance.

Sincerely,

SIGNED

*Fran P. Mainella
Director*

National Park System Advisory Board



Citizen advisors chartered by Congress to help the National Park Service care for special places saved by the American people so that all may experience our heritage.

January 23, 2006

Douglas P. Wheeler
Washington, DC
CHAIRMAN

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Washington, DC

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New York, New York

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Michael Kammen
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Jay Palmer
Reno, Nevada

Daniel Ritchie
Denver, Colorado

Larry E. Rivers
Tallahassee, Florida

William C. Walters
Nashville, Indiana

LaJuana S. Wilcher
Alvaton, Kentucky

George Willeford III
Austin, Texas

Mr. Vin Cipolla
President, National Park Foundation
11 Dupont Circle, NW, Suite 600
Washington, DC 20036

Dear Mr. Cipolla:

It is my sincere pleasure to appoint you to the Committee on Philanthropy of the National Park System Advisory Board. Your appointment is effective the date of this letter for the term of the Committee's work on this initiative.

Since the National Park System was created in 1916, philanthropy has played a significant role in the stewardship of national parks. As the leadership of the NPS looks toward the future, especially with an eye toward the Service's Centennial in 2016, Director Fran Mainella has asked the National Park System Advisory Board to examine the future role of philanthropy in national parks. To assist in this task, the Board has established the 11-member Committee on Philanthropy, chaired by Board Member LaJuana Wilcher. A copy of the Committee membership list is enclosed for your information, along with the membership list of the National Park System Advisory Board.

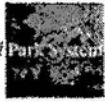
The role of the Committee is to provide for Board consideration recommendations regarding the proper role of philanthropy in support of the NPS mission, the potential for future philanthropic support of our national parks and the NPS, and the appropriate forms of recognition for those offering philanthropic and corporate support. The process by which the Committee carries out its responsibilities will be determined by the full Committee after it first meets. Committee findings will be presented by the Committee Chair in open meetings of the full Board for substantive deliberation and Board action.

Members of the Board and its committees serve without compensation. However, your travel expenses will be paid and you will be given a per diem allowance when away from your home or your regular place of business in the performance of pre-approved service for the Board.

NPS staff assistance to the Committee will be provided by Dan Wenk, Manager of the NPS Denver Service Center. Dan will contact you regarding details of the first

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National Park System Advisory Board



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meeting. In the meantime, should you have questions or need further information, Dan can be contacted by telephone at 303-969-2100 or by email at Dan_Wenk@nps.gov.

In an era of limited capacity of the Federal Government to respond to all the needs of the National Park System, the full potential of philanthropy in National Parks cannot be achieved without the input of individuals like you. We need those who both respect and protect our national park system and, at the same time, help us understand how philanthropy can be utilized effectively to advance "the best idea that America ever had"—our national parks.

I appreciate and thank you for your willingness to lend your experience and expertise and commit your time and energy to the important task of the Committee on Philanthropy.

Sincerely,

(Sgd)

Douglas P. Wheeler
Chairman

Enclosures



Foreward

In December 1999, the Director of the National Park Service asked the National Park System Advisory Board to "develop a report that should focus broadly on the purposes and prospects for the National Park System for the next 25 years." This is that report.

The Board is a congressionally chartered body of twelve citizens appointed by the Secretary of the Interior. Established under the Historic Sites Act of 1935, it is charged to provide advice on matters relating to operations in the parks and management of the National Park Service.

In developing this report, the full Board met five times and subcommittees of board members an additional eight times. The Board consulted with representatives of organizations concerned about national parks, academics knowledgeable about park issues, and National Park Service employees working in the parks and in park service administrative offices nationwide. The Board collaborated with the National Geographic Society to produce this report.

Though the world has changed profoundly since the first national parks were created more than a century ago, the national park idea continues to provide benefits of fundamental importance to the nation. So, too, does an array of programs now administered by the Park Service that extends these benefits to virtually every community in America. In looking to the future we must see to it as a nation and as a people that the National Park System and the national park idea continue to flourish.

John Hope Franklin
Chair, National Park Service Advisory Board

Rethinking the National Parks for the 21st Century **A Report of the National Park System Advisory Board** **July 2001**

The creation of a national park is an expression of faith in the future. It is a pact between generations, a promise from the past to the future. In 1916, Congress established the National Park Service to conserve the parks "unimpaired for the enjoyment of future generations." This act and the many others that have created the National Park Service and related programs echoes the promise of the Constitution "to secure the Blessings of Liberty for ourselves and our Posterity." We are that future, and we too must act on behalf of our successors. We must envision and ensure a system of parks and programs that benefits a new generation of citizens in a changing world.

National parks are greatly admired. Inspiring us, uplifting our spirits, they serve as powerful reminders of our national origins and destiny. Yet there are opportunities unfulfilled. The parks should reach broader segments of society in ways that make them more meaningful in the life of the nation.

As a nation, we are re-examining the effectiveness of our educational institutions. The Park Service should be viewed as such an institution. Parks are places to demonstrate the principles of biology, to illustrate the national experience as history, to engage formal and informal learners throughout their lifetime, and to do these things while challenging them in exciting and motivating settings. Parks are places to stimulate an understanding of history in its larger context, not just as human experience, but as the sum of the interconnection of all living things and forces that shape the earth.

When Yellowstone National Park was established in 1872, it signaled a new way the world would view its land and, eventually, its seas. A youthful, growing nation absorbed in westward expansion had set aside two million acres on which no one could lawfully settle, extract minerals or timber, and-after the turn of the 19th century-even hunt. This truly American idea later spread to other nations.

National parks in America succeeded beyond their originators' wildest dreams. By the mid-20th century, they were meccas for warm-weather vacationists. A summer pilgrimage to the great parks of the West was a rite of passage for the American family. For some it was a journey of hope to understand the American way of life; for others, to rediscover their place in the natural world. A third of all adults of this country have visited a unit of the National Park Service sometime within the past two years. Surveys show visitors give the parks an approval rating of 95 percent for their inspiring sights, useful information, and helpful personnel. The experience is often powerful and sometimes memorable over a lifetime.

In these days of concern about personal safety, national parks are considered safe places to take a family. In an era of glitz and technological wizardry, they awe people with natural wonders, authentic places, and dramatic stories. At a time of public cynicism about many matters on the national scene, opinion surveys indicate that the Park Service enjoys one of the highest public approval ratings of all government agencies.

From the beginning the Park Service has sought to be people-friendly. The leadership of the new organization realized that the best way to engender support for the parks was to ensure that the visitors "enjoyed" them. They set about providing facilities to promote a positive experience. They were successful.

Managing for people, however, had an effect on some areas the Service was supposed to protect. Villages sprang up in wild places. Fish populations were manipulated to enhance sportfishing. Popular species of ungulates such as bison, elk, moose, and bighorn sheep were protected, while predators such as wolves and mountain lions were trapped and shot. (Bears came into favor once tourists showed a fancy for feeding them and watching them scavenge at garbage dumps.) Forest fires were suppressed, despite warnings that the buildup of debris would fuel more destructive conflagrations.

It is time to re-examine the "enjoyment equals support" equation and to encourage public support of resource protection at a higher level of understanding. In giving priority to visitor services, the Park Service has paid less attention to the resources it is obliged to protect for future generations. As a result, few parks have adequate inventories of flora and fauna. Most archaeological sites in the system have not been surveyed. These oversights must not continue. A sophisticated knowledge of resources and their condition is essential. The Service must gain this knowledge through extensive collaboration with other agencies and academia, and its findings must be communicated to the public. For it is the broader public that will decide the fate of these resources.

The National Park System has grown dramatically since the first parks were created. It now consists of more than 380 units in every state but Delaware. Parks preserve geologic splendors, historic sites and structures, recreational spaces in and around large urban areas, lakes and seashores, long-distance trails, free-flowing rivers, and places that chronicle the nation's social history. Moreover, the role of the Service has greatly expanded. Today, it is at work in communities across America, helping local citizens preserve their own heritage and recreation lands. Grants and assistance are offered to register, record and save historic places, to create state and community parks, trails and greenways, and to build local recreation facilities. The Service also consults with other nations in establishing and operating their parks and protected areas, many of which are patterned after America's National Park Service.

The public looks upon national parks almost as a metaphor for America itself. But there is another image emerging here, a picture of the National Park Service as a sleeping giant-beloved and respected, yes; but perhaps too cautious, too resistant to change, too reluctant to engage the challenges that must be addressed in the 21st century.

We are a species whose influence on natural systems is profound, yet the consequences of this influence remain only dimly understood. Our increased numbers have altered terrestrial and marine systems, strained resources and caused extinction rates never before seen. As developed landscapes press against or surround many parks, pollutants in both the air and water impact park resources. Our growing numbers encourage a drifting away from knowledge about nature and our own history as a nation and a people.

The times call for respected voices to join in confronting these issues-voices that can educate and inspire, leading to greater self-awareness and national pride. The National Park Service should be one of these voices.

The National Park System Advisory Board, therefore, recommends that the National Park Service:

- Embrace its mission, as educator, to become a more significant part of America's educational system by providing formal and informal programs for students and learners of all ages inside and outside park boundaries.
- Encourage the study of the American past, developing programs based on current scholarship, linking specific places to the narrative of our history, and encouraging a public exploration and discussion of the American experience.
- Adopt the conservation of biodiversity as a core principle in carrying out its preservation mandate and participate in efforts to protect marine as well as terrestrial resources.
- Advance the principles of sustainability, while first practicing what is preached.
- Actively acknowledge the connections between native cultures and the parks, and assure that no relevant chapter in the American heritage experience remains unopened.
- Encourage collaboration among park and recreation systems at every level-Federal, regional, state, local-in order to help build an outdoor recreation network accessible to all Americans.
- Improve the Service's institutional capacity by developing new organizational talents and abilities and a workforce that reflects America's diversity.

This report, built around the challenges just cited, is an attempt to look afresh at the Park Service; the social, cultural, and political environment within which it operates, and the ways it can serve the American public more effectively. The Advisory Board clearly has made certain assumptions in developing the report. It assumes that our growing population will continue to exert pressures on all park preserves-national, state and local-and that these places will become more special, even precious, in the future. It assumes that Congress's description of the National Park System as "cumulative expressions of a single national heritage" has continuing relevance as we think about the evolving purposes of parks and the role of humans in them. It assumes that parks of all kinds can no longer be thought of as islands with little or no connection, cultural or ecological, to their surroundings. And, finally, it assumes that the National Park Service should fulfill, to a much greater degree than at present, the education potential its creators envisioned eighty-five years ago.

I. Building Pathways to Learning

- Education should become a primary mission of the National Park Service. Budgets, policies, and organizational structure should reflect this commitment.
- Collaboration with organizations and scholars is essential to develop and expand the Service's educational capacity.

The National Park Service has been called "America's greatest university without walls." It includes many of the world's most magnificent landscapes, a rich diversity of plant and animal life, some of the finest examples of American culture, and historic objects and places that reflect the most important events in American history. Parks contain information that does not exist anywhere else. They are powerful resources offering unique, place-based learning opportunities.

The Park Service has always considered education to be a part of its mission, but has focused on it only intermittently. As the demographics of America have changed, so too must the Park Service's educational efforts. Programs, exhibits, and audiovisual presentations must be developed for different ages and in multiple languages. New methods are needed to reach audiences from disparate cultures. New technologies, such as the Internet, are creating different and exciting ways of teaching and learning in and about parks. Through the Internet and other forms of distance learning, the public can

share the wonder and excitement of a park visit. The Park Service should embrace the educational possibilities of the World Wide Web in a more systematic fashion.

National Parks preserve some of the best examples of biomes that were once widespread. In a textbook, a biome is a word and an illustration. In a park it becomes a working partnership of stream and forest, fish and crustacean, bird and insect. It is also a system in which people play a major part—a fact lost on most school children and many of our citizens. Parks can help us understand humanity's relationship to the natural world. Holding a salamander in Congaree Swamp, hearing the howl of a gray wolf on Isle Royale, or watching the fall migration of sandhill cranes in Denali can remind us that we are but a part of a large and infinitely complex living system.

Historic sites and monuments are not abstractions, they are the fabric that binds America's past and present. A Revolutionary War battle is merely words and lithographs until you see the terrain as patriots saw it, stand on ground once drenched with their blood, and hear the words of those who lived it. Understanding the relevance of past experiences to present conditions allows us to confront today's issues with a deeper awareness of the alternatives before us. Standing in front of Little Rock's Central High School or in Topeka's Monroe School or on the Edmund Pettus Bridge in Selma makes the Civil Rights era come alive, and strengthens our sense of the past, of the many voices of which it is made. Walking the desert landscape of Manzanar or the rolling plains of Washita Battlefield makes us think differently about what we have to learn from the echoes of that past.

Educators tell us that linking classroom learning with experiences in the field produces better results. When what is learned in school is connected to nature's classroom, or the classrooms of historic sites, students better remember content, gain stronger skills, and adopt new values and behaviors. Over the years, Park Service staff assisted by educators, scientists, historians, and volunteers have developed exciting and effective field-based teaching techniques.

At Great Smoky Mountains National Park, high school and university students are helping catalogue species, an exercise that not only provides a much-needed inventory but also points the way into careers in biology. (A live moth trap devised by students has resulted in discovery of many new species of moths.) And in Lowell, Massachusetts, the Tsongas Industrial History Center represents a partnership between the Lowell National Historical Park and University of Massachusetts Lowell Graduate School of Education. At the Center, students can explore how canals advanced industrial expansion in the 19th century and re-enact, through role-playing episodes, the experiences of immigrant factory workers. These examples of parks as part of the education process can and should be expanded to serve schools all over the country.

Learning, however, is not limited to schools and colleges and universities. It is a life-long undertaking, our formal education marking only a beginning point. Parks offer citizens of all ages opportunities to *strengthen their connections to the environment and to renew their sense of wonder and appreciation for our democracy.*

II. Bringing America's History Alive

- The National Park Service should establish a high-profile program that explores American history at the places where history happened, both inside and outside our national parks.
- The Service should ensure that national park programs relate to broad historical themes and to a context that is larger than any individual park.
- The Service should present human and environmental history as seamlessly connected. How one shaped the other is the story of America; they are indivisible.

While many Americans associate the Park Service with the preservation of pristine natural places, few realize that almost two-thirds of the national parks—Gettysburg, San Antonio Missions, Valley Forge, the Frederick Douglass House, and Little Bighorn, to name a few—were designated specifically to preserve an important aspect or moment in our nation's history.

Moreover, the Service is directed by law to assist with historic preservation beyond park boundaries—on all federal lands, on tribal reservations, and in the public and private sectors. Its responsibilities include administering the National Historic Landmarks program, which has designated more than 2,300 nationally significant properties since 1935, and the National Register of Historic Places, which now includes more than seventy thousand sites. The Service provides matching grants to restore public and privately owned historic places through the Historic Preservation Fund. The NPS-administered Historic Preservation Tax Incentives program, which encourages the preservation of historic places in town and city centers, has accounted for more than \$23 billion in private investment nationwide since 1976.

In many ways, the National Park Service is our nation's Department of Heritage.

Our historical heritage, however, faces important challenges in the 21st century. Many sites and structures have been degraded by neglect and vandalism; others are at risk because of inadequate budgetary support or insensitive national, state, and local policies. Development encroaches upon our battlefields. Historic neighborhood schools are abandoned. Prehistoric archeological resources are looted or vandalized. Suburban sprawl consumes historic farmsteads and rural landscapes. Acid rain eats at cemetery stones, memorials, and monuments.

America may be losing something else—its historic literacy. Of some 556 seniors surveyed at 55 of the nation's top colleges and universities, only 60 percent placed the American Civil War in the correct half of the 19th century. Only 34 percent identified George Washington as the American general at the Revolutionary War battle of Yorktown—37 percent thought the general was Ulysses S. Grant. At 78 percent of the institutions polled, no history whatsoever was required as part of the undergraduate program. "It is not surprising," states the report by the American Council of Trustees and Alumni, "that college seniors know little American history. Few students leave high school with an adequate knowledge of American history, and even the best colleges and universities do nothing to close the knowledge gap." As historian David McCullough observed in the same report, "We are raising a generation of young Americans who are historically illiterate."

At the same time, another study found that many Americans not only feel a strong connection to their past but hold historic sites and museums to be their most trustworthy sources of historical information, above movies, television, college professors, and even personal accounts from relatives.

The study of our nation's history, formal and informal, is an essential part of our civic education. In a democratic society such as ours, it is important to understand the journey of liberty and justice, together with the economic, social, religious, and other forces that barred or opened the ways for our ancestors, and the distances yet to be covered. Visits to historic places, whether managed by the Park Service or by others, allow us to take the measure of our history in immediate ways. Parks should be not just recreational destinations but springboards for personal journeys of intellectual and cultural enrichment.

The Park Service must ensure that the American story is told faithfully, completely, and accurately. The story is often noble, but sometimes shameful and sad. In an age of growing cultural diversity, the Service must continually ask whether the way in which it tells these stories has meaning for all our citizens. The Service must look anew at the process and make improvements. For example, the relationship between environmental and human history should be seamlessly presented as inseparable chapters of our life on this planet.

To the National Park Service, the challenge is critical. Our nation's history is our civic glue. Without it, our national character is diminished.

III. Protecting Nature, Protecting Ourselves

- The National Park Service's statutory mandate to preserve park resources "unimpaired" requires greatly increased focus on the conservation of natural systems and the biodiversity they encompass.
- The Service should pay special attention to the protection of aquatic and marine systems. It should be an active partner in a national and international dialogue to develop a strategy for marine resource protection and restoration.

- The Service should be an active participant in efforts to restore wildlife corridors to provide biological linkages among habitats throughout North America.
 - The Service should assign greater value to its botanical and zoological reference collections-many of which urgently need better care-and link them to global biological inventories.
-

For most of the first century of the national park experience, populations of plants and animals on land seemed infinite, and, with the oceans so vast, any peril to life beneath the waves seemed inconceivable. That attitude began to change in 1963 when wildlife biologist A. Starker Leopold reported that the National Park Service should "recognize the enormous complexity of ecologic communities and the diversity of management procedures required to preserve them." Leopold urged the Service to embrace "naturalness" by encouraging native plants and animals, discouraging nonnative species, and minimizing human intrusions. A parallel report by the National Academy of Sciences released in the same year criticized the Service's failure to support science in the parks.

Debate over the lack of science-based resource management continued, but the Park Service made little progress during the last three decades in acquiring solid knowledge about park resources. Though criticism for this omission has mounted, science still takes a back seat in the parks.

From time to time, however, a few cogent messages have been issued from that back seat. Early research into fire as a natural process taught the Service that vegetation, a key component of scenery, is dynamic, not static. The unforeseen results of early park predator control led to an understanding that wildlife populations are not static either. The "scenery and the natural and historic objects and the wild life therein" that the Service is mandated to conserve were revealed as a dynamic assembly of players and processes. Plants and animals are the players, responding to each other and to environmental processes special to each place. Historians tell us that "wild life," as used by Congress when framing the Service's 1916 Organic Act, meant plants as well as animals-the biodiversity of the national parks. The conservation of park wild life "unimpaired," as directed by law, compels the Park Service to protect biodiversity.

In the face of ever diminishing biodiversity throughout the world, our national parks should be models of healthy, natural, sustainable ecosystems. The message that a robust park system has social and economic as well as ecological benefits should be aggressively proclaimed and exported. But to remain healthy, the Service must first know what resources they have. The long-delayed scientific inventories of invertebrates and microbes in the national parks, now just getting underway, must be accelerated to determine which species are aboard and which ones need focused protection. Conservation of biodiversity should become a core purpose of park management. At present, it is not. Better care is required of biological reference collections, which should be made available through Internet technologies.

Actions to preserve biodiversity cannot be limited to park areas, for parks are often parts of larger ecosystems that encompass them. To encourage ecological stewardship outside the parks, the Service should cooperate extensively with its neighbors-federal agencies, states, counties, cities, tribes, the private sector, even other countries. Parks cannot survive as islands of biodiversity. They need to be linked with other natural areas through wildlife migratory corridors and greenways. These connections can only be created through partnerships. The National Park Service should become an active participant in a national effort to create such connections.

If human stewardship has been lax on land, it has been even worse in the sea. A separate environment lies beneath the water off our shores, but we know little of it and seem to care less because it cannot readily be seen. And the marine world may be degrading faster than our terrestrial one as pollutants pour into it from the land and sky, and stocks of many species decline from overfishing. Salt marshes at the land-sea interface are nurseries for many commercially valuable fish species, yet shoreline development continues to jeopardize their future viability.

Our freshwater and marine systems are losing biodiversity faster than terrestrial ones. Three-quarters of American crayfish species and 60 percent of native freshwater fish species are on a threatened or endangered species list (state or federal). Native trout-dwellers of cold, clear water-are now missing

from many streams. Everywhere, both within and beyond park boundaries, the Service should play a larger role in alerting the public to the conditions in our watersheds and along our coasts.

Together, U.S. national marine sanctuaries, national wildlife refuges, and national parks cover only a fraction of the marine environment that is in need of protection. Even within this fraction, there are very few areas that offer full protection from extractive use. Commercial and recreational fishing pressure has been intense within national marine sanctuaries and many parks and refuges. In fact, the significant loss of top predators due to fishing pressure threatens the long-term future of fishing in these areas.

There is a long-held and erroneous belief that marine systems are so vast that their resources cannot be affected by human activities. Current assessments of marine habitats, fisheries, and water quality show otherwise, demonstrating dramatic declines in the health of marine ecosystems worldwide. Forty-four percent of recognized marine fisheries are at maximum limits, 22 percent are overexploited. Networks of no-take marine reserves—areas where extractive use is prohibited—are one of our only tools for ensuring that future generations will be able to continue to enjoy sustainable use of marine resources. Evidence of the success of such reserves can be seen in areas such as the Channel Islands National Park, where no-take zone boundaries are strictly enforced. Marine creatures inside the boundaries of these areas have thrived, proving that they, like many land mammals, are sufficiently territorial and can benefit from full protection. In addition, these reserves can act as engines for sustaining adjacent fisheries.

To ensure the long-term survival and health of our marine systems, we must create a strategically designed system of no-take marine reserves, covering a broad range of representative marine habitats, especially those important to spawning. The Park Service, as one of the federal agencies focused on conserving wildlife for future generations, should play a leadership role in developing and implementing such a system.

Marine protected areas, like upland parks, will only be saved in the long run by the enlightened support of the public. The Park Service should think beyond the vision of maintaining sustainable parks to encourage sustainable communities and ecosystems with parks as a part of them.

IV. Pursuing and Teaching Sustainability

- The National Park Service should adopt policies, create partnerships, and train its workforce to make sustainability integral to all its operations.
- The Service should establish Centers for Environmental Innovation that showcase sustainable technologies and practices and educate the public about their benefits and values.
- The Service should monitor and interpret the ecological "footprint" of park development and use and chronicle attempts to reduce it.

All across America today, smart, progressive businesses, industries, and communities know that environmental management is central to the conduct of everyday operations. They understand that environmental issues can be key components, rather than consequences, of business processes.

Sustainability is about planning and carrying out our day-to-day work with full consideration of how environmental factors affect long-term goals. It means eliminating waste and developing energy flows and cycles that comport with natural processes. How and what we design and build, the way in which we operate and maintain our facilities, and how we use and conserve energy all have tremendous impacts not only on the environment but also on the economic "bottom line." Applying sustainable development principles throughout society lowers long-term maintenance and operating costs and improves the quality of life.

Programs in energy efficiency and recycling have gained in popularity in recent years, and dedicated innovators in government and the private sector must help develop more of them. The Park Service can become a leader in modeling sustainability. While parks have implemented some measures aimed at

curbing pollution, saving fuels, and reducing waste, these efforts remain scattered and unsystemic. A sweeping, Service-wide commitment is needed. With nearly 300 million visitors each year, national parks are ideally suited to showcase exemplary environmental practices that demonstrate the value and fundamental wisdom of maintaining healthy, functioning natural systems.

National parks should serve as Centers for Environmental Innovation, places that display energy-efficient mass transit, use of recycled materials and "green" products, passive heating and cooling systems, model composting and alternative energy solutions, and better use of natural light. Educational and interactive displays could augment model installations, allowing the public to understand the benefits of new technologies. Computers could track and generate information on park staff and visitor energy usage and ways to curb it. Partners-in-waiting for these demonstrations include business and industry, academia, and the Federal government's Environmental Protection Agency, NASA, the national laboratories, and Departments of Energy and Defense.

V. Nurturing Living Cultures and Communities

- The National Park Service should help conserve the irreplaceable connections that ancestral and indigenous people have with the parks. These connections should be nurtured for future generation
 - Parks should become sanctuaries for expressing and reclaiming ancient feelings of place.
 - Efforts should be made to connect these peoples with parks and other areas of special significance strengthen their living cultures. Such efforts should include access by Native Americans to sacred sites and the use of ecologically sustainable cultural practices and traditions.
 - A formal Heritage Areas program should be established to support partnerships among communities so that the full scope of the American experience is revealed.
-

The American artist Alan Gussow once defined the word "place" as "a piece of the environment... claimed by feelings." Imagine the depth of feelings built upon a sense of place passed through generations, even over centuries. The keepers of that treasure are people with long and deep connections with our parklands and cultural landscapes.

America's national parks were places of human feeling long before they became parks. They are ancestral homelands. People lived and died there. They shared emotional, spiritual, intellectual, and sensual perceptions of the land—its sounds, smell, and feel; its skies, rivers, wildlife, plants, rocks, minerals. They knew where to find berries, grasses, deer, fish, and fowl. Knowing and understanding the landscape were matters of identity as well as survival.

We are coming to understand that parks become richer when we see them through the cultures of people whose ancestors once lived there. At Great Sand Dunes National Park in Colorado, the mysterious scars on ponderosa pines were made by the Utes who once peeled bark for medicinal purposes. In Glacier National Park in Montana, elders of the Confederated Salish and Kootenai tribes can identify ancient vegetation patterns through certain place names passed down to them through the ages.

Throughout the National Park Service, this kind of knowledge may be lost as aging bearers of traditional culture die without the opportunity to fully share their deep understanding of the nature and spirit of a place. Place names, migration routes, harvesting practices, prayers and songs may be lost forever. These irreplaceable connections should be nurtured and conserved for future generations.

In Alaska, the Park Service has both the opportunity and the responsibility to assist Alaska's indigenous and rural people in conserving their traditions and culture. The challenge is not to "reconnect" these cultures with the new parklands, but rather to ensure that existing connections are maintained. The legislation that created the parks in Alaska also provided for the consumptive use of the fish, wildlife, and plant resources for subsistence by those people living in rural Alaska—predominantly Alaska's indigenous people—provided natural and healthy fish and wildlife populations are maintained.

Striking a balance between the physical and cultural need for subsistence and the Park Service mission

of stewardship will not be easy. This special challenge will require a close working relationship between park managers and rural people. The Park Service needs to make full use of rural-based councils and subsistence commissions in order to gain knowledge about the values and needs of the rural people. The people in turn must be given an opportunity to understand the responsibilities of the Park Service managers and be given the opportunity for meaningful input into resource management plans.

National Park Service's relationships with indigenous and local people must become steeped in understanding, patience, and mutual respect earned over time. The Service should value park staff who choose to remain in one post for extended periods of time so they can more fully understand and work with native and local cultures. The transfer of park personnel from one post to another should no longer be essential for career advancement. Training of park staff is essential to enhance appreciation of these cultures and the value of place-based knowledge. Programs should facilitate the hiring of local people. Through cooperative management approaches, indigenous and local people can participate in the operation of the parks. It is with efforts such as these that the Park Service will become equipped to deal on a case-by-case basis with the diverse needs of America's living cultures.

The diverse ethnic groups and nationalities that worked the farms and factories of a growing nation have also created cultural landscapes worthy of preservation. These special places, formed by traditional land use or the legacy of early transportation systems, bind residents together through shared stories, traditions, and pride in local accomplishments. Visitors looking for authenticity in America treasure them. Communities looking for a way to save their special places have worked across jurisdictional boundaries and joined together to plan for a future that embraces the past. Many have sought National Park Service recognition and assistance to validate the significance of their heritage to the nation. The Service should welcome such efforts.

With no official program and limited funding, these Heritage Area initiatives have already created Federal and local partnerships to conserve and commemorate distinctive regional landscapes. Congress has designated 23 National Heritage Areas that celebrate the past in areas where people still live. Heritage Areas include canal corridors in Georgia, Illinois, and Pennsylvania; river corridors that provided access and power to early settlers; and landscapes that tell the story of big steel, coal, and our agricultural might. All are committed to celebrating the living traditions of the people in the region.

Forging partnerships is the centerpiece of the heritage movement, and the National Park Service should establish a formal program to foster them. Such a program would create opportunities to preserve larger landscapes outside parks. At their best, these partnerships will bring together local, state, and federal agencies to help rehabilitate brownfields, reinvigorate main streets, and reach out to museums, parks and cultural venues, linking them with shared stories and interpretation.

VI. Promoting Outdoor Recreation

- The National Park Service should be an energetic advocate of outdoor recreation and open space conservation, and of the considerable public benefits they provide.
- The Service should serve as a catalyst to encourage collaboration among public and private park and recreation systems at all levels-to build a national network of parks and open spaces across America

For more than two centuries, Americans have been creating public spaces that inspire and enrich our lives. Gardens and commons, parks and playgrounds, forests and wildlife refuges, trails and greenways have furthered values that we treasure as a nation: appreciation of the out-of-doors, caring for our shared natural and cultural heritage, and providing opportunities for personal challenge and adventure.

Since it was created, the Park Service has been an integral partner in conserving the places where Americans find "recreation," or, as some have described it, "re-creation." Pioneer landscape architect Frederick Law Olmsted believed that fresh air, contemplation of nature, and a change from everyday habits improved people's physical health and intellectual vigor. Today, throughout the national parks and parks at state, regional, and local levels, people of all ages, races, and backgrounds can engage in a broad range of pursuits that enable them to "re-create" and find self-renewal.

None of the early national park visionaries could have imagined how much time Americans of the 21st century would spend indoors, how much physical work would be done for them by machines, or how much stress could build up in the faster pace of contemporary American life. Outdoor recreation has become essential to the mental and physical health of Americans.

The national appetite for outdoor recreation has been well documented in studies such as that of the Outdoor Recreation Resources Review Commission in 1962 and the President's Commission on Americans Outdoors in 1987, among others. Both commissions found that Americans want recreational opportunities "close to home." Ninety percent of the people in one survey in 1999 said parks provided experiences important to their children's development. Yet at the same time, the Centers for Disease Control reported that nearly half of the country's young people are physically inactive.

Nearly forty years ago, the 88th Congress enacted the Outdoor Recreation Act, which declared "that all American people of present and future generations be assured adequate outdoor recreation resources." It stated further that the Federal government should "promote the coordination and development of effective programs relating to outdoor recreation." With the creation of the Bureau of Outdoor Recreation in 1962, succeeded by the Heritage Conservation and Recreation Service in 1977, a federal "focal point" was created to address the recreation needs of the nation. Further legislative authorities strengthened a national leadership role through the enactment of the Land and Water Conservation Fund Act, the National Wild and Scenic Rivers Act, the National Trails System Act, and the Urban Park and Recreation Recovery Act.

In 1981, the National Park Service was given a special role in recreation when it took on the responsibilities of the Heritage Conservation and Recreation Service. Beyond its traditional role of managing national parks, the Service moved to become an active partner with public and private sector organizations to create and to protect parks and opportunities for outdoor recreation at the state and local community level. This mission is carried out through programs that provide assistance and hands-on expertise. The Rivers, Trails, and Conservation Assistance Program works at the grassroots level with local citizens groups and state and local governments to restore nearby rivers, preserve valuable open space, and develop trail and greenway networks. It helps communities achieve their own conservation and recreation goals. All projects are locally-led and managed. Rivers and Trails has helped save 279,000 acres of parks and open spaces, develop 2,227 miles of close-to-home recreational trails, and protect 1,037 river miles.

Through the Land and Water Conservation Fund and Urban Park and Recreation Recovery Program, grants of financial and technical assistance to state and local governments have also helped create outdoor opportunities ranging from baseball fields and biking paths to inner city parks and "tot lots." Setting up local parks and open recreational spaces brings additional benefit by providing wildlife corridors and migratory bird habitat.

One of the greatest challenges for the Park Service and other recreation agencies in the years ahead will be meeting the growing-and often competing-demands of an enthusiastically recreating public. Each year, more people visit our national parks, and the demand for local, close-to-home recreation has never been greater.

The Park Service should serve as a convener and catalyst to encourage the nation's park and recreation professionals to prepare a broad strategic look at America's recreation needs and to build partnerships to meet those needs. The Service should propose that these parties join in creating a national network of parks, preserves, open spaces, greenways and recreation areas touching all communities and accessible to all Americans. This great initiative-an American System of Parks-could provide recreation benefits to all our citizens.

VII. Shaping the Future National Park System

- Expansion of the National Park Service should always be guided by sound scholarship and scientific evaluation of potential new parks.
- Units of the park system should be widely recognized as the most outstanding examples of our

national heritage. That heritage should be more inclusive of all the different experiences that have contributed to our history as a people. New units should be created to preserve key aspects of America's heritage not presently represented in the system.

To be included in the National Park Service, an area or site must meet rigorous standards for national significance. It is the highest form of recognition the nation can bestow. Though Congress has declared that the areas of the National Park Service "are united through their interrelated purposes...as cumulative expressions of a single national heritage," there exists no grand plan or vision guiding the evolution or growth of the National Park Service. The park system grows and changes in response to congressional and executive branch initiatives, social and economic trends or themes, and immediate threats to important natural or cultural resources.

Park Service standards for evaluating natural and cultural resources should be consistently applied with the benefit of expert scientific and scholarly advice. The public and the Congress should insist that the high honor of being recognized as a contributor to the "cumulative expression of a national heritage" be reserved for sites that are truly outstanding examples of their type. This does not mean, however, that such sites must be limited to spectacular scenery or outstanding architecture. The Park Service should now place a high priority on sites, themes, and stories not well represented, including key aspects of biological diversity, marine areas, African American and Hispanic American history, the histories of other minority groups, social movements, the arts, and literature.

At the same time, growth of the National Park Service should not be limited to expanding the number or size of its units. The Park Service has outstanding opportunities to communicate its stewardship message through means other than the acquisition and management of land. Programs of educational outreach, technical and financial assistance, and various forms of public recognition contribute to the basic mission. Moreover, as these programs build the stewardship ethic that will ultimately help sustain the parks, the parks should build that same ethic to help sustain the quality of heritage resources outside the parks. The Underground Railroad Network to Freedom program and the Chesapeake Bay Gateways and Water Trails program provide examples of initiatives whereby the Park Service can share its message without acquiring new land and management responsibilities.

VIII. Ensuring Institutional Capacity

- The National Park Service must make increased investments in the professional development of its workforce. Training and development must be seen as continuing education that is fundamental to maintain a creative and effective workforce.
 - The composition of the workforce must better reflect the diversity and talent of America.
 - Adequate funding is needed to accomplish the Park Service mission. Its resources must be organized, managed, and deployed efficiently.
-

Although the mandates of the 1916 Organic Act remain the foundation of the National Park Service, its mission will continue to evolve as society and conditions change. New talents and abilities are needed to achieve organizational purposes. The Park Service must have the expertise to administer parks as educational resources, protect park resources in landscapes that are increasingly altered by human activity, and fashion broad collaborative relationships with academia, the private sector, state, local, and other federal agencies. It must continue to provide high quality visitor experiences, and present America's unfolding story in a manner that connects with the nation's increasingly diverse population.

The Park Service must identify the kinds of jobs it will need in the future, reconsider the requirements for existing positions, and examine how it will attract and retain people with the talents required. New skills in communications and information technology, business, science, and management will be needed. Educating its workforce is crucial, and a much larger share of organizational resources must be devoted to continuing education and professional development.

Too often the Park Service has been hesitant to engage outside talent, preferring to look inward for ideas and solutions to problems. This must change. Park staff can no longer be insular, but must work closely with private landowners, local community groups, local governments, and other federal agencies. Cooperation with neighbors is vital to conserve park resources.

The Park Service must recognize that the complexion of America is changing. More minorities must be included in the workforce, which, if more representative of the nation, will in turn attract a broader representative range of park visitors.

The Park Service is this country's largest manager of historic structures—more than 25,000, ranging from Independence Hall and the Vietnam Veterans Memorial to Spanish Colonial churches and slave cabins. According to the Park Service's Strategic Plan, more than half are in a deteriorating condition, requiring more than normal maintenance, and most of these will be considered in "poor" condition in five years. Within that time period, two-thirds of more than 2,000 cultural landscapes will also be in poor condition, unless resources are available to improve them.

Of the 52,000 archaeological sites inventoried (out of the nearly one million believed to exist), the Park Service has assessed the condition of only 4,700 sites, and of those only 31 percent are in good condition. The Service stores over 40 million curatorial objects in facilities that meet only 65 percent of the identified standards necessary to ensure adequate preservation.

Throughout the park system, there are outdated visitor centers, exhibits, audiovisual programs, and a wide range of historic and visitor service facilities needing rehabilitation and upgrading. Basic infrastructure deficiencies are well known and are expressed as a backlog of more than four billion dollars.

On the natural history front, the Service is beginning to develop a picture of the living things and processes at work inside the parks. The Natural Resource Challenge program, now in its second year, is expected to result in more complete inventories and better monitoring systems. There is much that needs to be done to improve natural systems. In spite of earlier efforts, only 19 percent of national park populations of threatened and endangered species have shown improvement. Eighteen percent are stable. The Service manages more than half a million acres of disturbed lands that require restoration, and 4,000 abandoned mines that must be stabilized or restored. There are five million acres of lands infested with non-native plants that must be restored to their natural habitats.

Restoring the natural systems and condition of facilities in our parks should be a long-term national priority. Some progress is underway through the Fee Demonstration Program and from funding for the Natural Resource Challenge. However, unless there is a continuing commitment to provide the substantial funding needed to heal the condition of the parks, further deterioration is assured. To deal with deficiencies and to provide resources necessary to meet this challenge, adequate funding is required.

Private philanthropy has played an important role in advancing both the national parks and the Park Service. In the years before Congress appropriated funds for parklands, and later, when land acquisition needs exceeded available appropriations, private donations were responsible for substantial additions to the park system. Other donations have contributed significantly to park planning, development, management, and education.

Private citizen involvement with national parks has a long history. In recent years the number of volunteer "friends" groups supporting individual parks has grown significantly. These groups provide tens of millions of dollars each year to support individual park operations and enrich the quality of public service offerings. The work of the friends groups is extremely valuable to the Park Service.

The National Park Foundation exemplifies the trend in private sector support. Established by Congress in 1967, this non-profit organization was created exclusively to support the national parks. During the past decade the level of support to the parks has shown a marked increase. In 2000, the Foundation provided almost \$25 million in grants for a wide range of projects and programs throughout the park system. The support comes from individuals, other foundations, and corporations.

National parks will always be dependent on federal appropriations for their primary support. However, the opportunity to provide additional private resources for the parks should be encouraged. The added value expressed through private giving is a measure of the importance placed on this revered American institution.

National parks are attractive places for volunteers. Senior citizens volunteer to pursue life-long learning opportunities and to contribute value to their country. Young people volunteer to discover the world and acquire new skills and knowledge. Each year, more than 100,000 citizens offer their time and talent to support the mission of the Park Service, especially in the area of visitor services. These are people of all ages and backgrounds with interests as diverse as America itself. The Service has the potential to attract even more volunteers to service in the parks. Seventy-six million workers will retire within the next 10 to 30 years. The Service should develop a sophisticated volunteer outreach program to recruit this talent.

Conclusion

As a nation, we protect our heritage to ensure a more complete understanding of the forces that shape our lives and future. National parks are key institutions created for that purpose, chapters in the ever-expanding story of America. It is the founding mission of the Park Service to insure that these special places will never be impaired, and will be available forever to inspire and inform future generations.

This report has attempted to illuminate the multi-dimensional mission of the Park Service and suggest how the organization might prepare for the future. It builds on Park Service mandates and the demonstrated importance of parks in society. It emphasizes the considerable potential of the Park Service to contribute to education and enlightenment. It acknowledges new strategies to sustain natural systems and endorses the growing involvement of scientists and scholars in all aspects of Park Service work. It recognizes efforts underway to integrate living cultures into park life, and supports the collaborative work of building an exemplary nationwide outdoor recreation network. The National Park System Advisory Board applauds the accomplishments of the Park Service in these and other areas in recent years. But more can be done.

The National Park Service has a twenty-first century responsibility of great importance. It is to proclaim anew the meaning and value of parks, conservation, and recreation; to expand the learning and research occurring in parks and share that knowledge broadly; and to encourage all Americans to experience these special places. As a people, our quality of life—our very health and well-being—depends in the most basic way on the protection of nature, the accessibility of open space and recreation opportunities, and the preservation of landmarks that illustrate our historic continuity. By caring for the parks and conveying the park ethic, we care for ourselves and act on behalf of the future. The larger purpose of this mission is to build a citizenry that is committed to conserving its heritage and its home on earth.

The National Park System Advisory Board July 2001

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www.nps.gov/policy/report.htm
Return to The National Park Service Homepage
Questions? Contact Marcia Keener



NPS Overview



Leadership

Fran P. Mainella, Director
Stephen P. Martin, Deputy Director
Donald W. Murphy, Deputy Director

Administration

The National Park Service is a bureau of the U.S. Department of the Interior. The National Park Service manages the 388 units that comprise the National Park System.

Budget

- FY2005 Enacted \$2.315 billion
- FY2006 Requested \$2.249 billion
- Parks generate over 226,000 jobs in local economies and generate over \$11 billion in economic impacts each year.

The Mission of the National Park Service:

The National Park Service preserves unimpaired the natural and cultural resources and values of the National Park System for the enjoyment, education, and inspiration of this and future generations. The National Park Service cooperates with partners to extend the benefits of natural and cultural resource conservation and outdoor recreation throughout this country and the world.

How Old is the System?

The National Park Service was created by an Act of Congress and signed by President Woodrow Wilson on August 25, 1916. Yellowstone National

Park was established by an Act signed by President Ulysses S. Grant on March 1, 1872, as the Nation's first national park.

How Many Areas are in the National Park System?

The National Park System comprises 388 areas called "units" covering more than 84 million acres. These units include national parks, monuments, battlefields, military parks, historical parks, historic sites, lakeshores, recreation areas, scenic rivers and trails, and the White House. In addition, NPS administers 19 of the 24 components of the National Trails system. On average, 4 to 5 new park units are established with every 2-year congressional session. The number of park units has grown by almost 50% since 1970.

Who Are the People of the National Park Service?

The National Park Service employs approximately 20,000 diverse professionals – permanent, temporary, and seasonal. They are assisted by 140,000 Volunteers-In-Parks (VIPs) who donated over 5 million hours in FY04. This equals 2403 personnel equivalents valued at \$85.9 million. Cooperating associations enhance educational and interpretive experiences at the parks by offering programs and park-related retail items in their shops. There are 65 cooperating associations, which

provide \$26 million to the National Park Service in annual contributions.

Friends groups are non-profit partners of the parks.

There are about 150 Friend Groups supporting 160 parks and provide approximately \$50 million in support annually. The National Park Foundation is the National Park Service's Congressionally chartered partner and has given \$137 million in grants and program support in the past seven years.

Concessions

The National Park Service has approximately 600 concessioners at over 120 different park units that vary in size from small, family-owned businesses to large corporations.

- Concessioners provide visitors with lodging, transportation, food, shops, and other services.
- Employ approximately 25,000 people (more than NPS total)
- Gross revenue is approximately \$800 million per year.
- Return to government in fees, special accounts (in lieu of franchise fees), estimated at approximately \$51 million for FY2004

Contracting

- 95% of construction planning is done via contract
- Nearly 100% of actual construction is contracted out, as is nearly 100% of construction

project supervision and management

- 80% of our headquarters Information Technology work is contracted

Examples of types of NPS activities conducted via contract include:

- Custodial services; trash pickup; boat and auto repair; personnel services (classification); web site maintenance; NEPA compliance; cultural resource studies and reports; tree service; trail rehabilitation.

Partnerships: Part of NPS Past and Future

- From the beginning, private philanthropy and community partnerships have played a crucial role in advancing the mission of the National Park Service.
- Today, the National Park Service has tens of thousands of partnerships ranging from relationships with local organizations, to joint research projects with universities, to Service-wide fundraising with the National Park Foundation.
- Partnerships are integral to the way the Service accomplishes its mission. They happen at all levels of the organization and in all disciplines.
- Currently, we have over 150 parks friends groups that contribute time, expertise, and millions of privately-raised funds to national parks across the country. Visit www.nps.gov/partnerships to find the Friends Group Directory.
- Each year over 140,000 volunteers contribute time, expertise and energy to assist the Park Service in meeting its mission. To volunteer visit www.nps.gov/volunteer.
- The National Park Foundation, chartered by Congress, strengthens the enduring

connection of the American people and their national parks by raising private funds, making strategic grants, creating innovative partnerships and increasing public awareness.

Visit www.nationalparks.org to learn more.

- New strategies in natural resources management, such as 16 exotic plant management teams that service over 209 parks leveraging more than \$1.5 million in partnership contributions, aided by contractors and cooperative agreements to treat harmful invasive plants. Cooperative Ecosystem Studies Units (CESU) Network includes the National Park Service, 12 other federal agencies, and 181 universities and other partners. CESUs integrate academic expertise with land management experience. CESUs provide the National Park Service with research, technical assistance and educational resources.

The National Park Service Preserving & Protecting:

- Habitat for 369 threatened or endangered species
- More than 100 million items in museum collections
- 1.5 million archaeological sites
- 27,000 Historic Structures
- Historic Preservation Tax Incentives (more than \$2.7 billion leveraged annually in private investment to bring back inner cities and towns)

Use -Recreational visit statistics

*2004 • 277 million
 1989 • 256 million
 1969 • 164 million
 1949 • 32 million
 1929 • 3 million
 1919 • .8 million

*Visitation increased by 4% from 2003 to 2004

Fees

Total recreation fees in FY2004 totaled \$157.8 million. The National Park Pass program generated \$21.3 million of those revenues.

*note: \$15.3 million for the Federal Recreation Passport Program is included in Fee total.

Camping Facilities

More than 120 areas in the National Park System have camping opportunities. The campsites can accommodate most every camping style from tent camping and recreation vehicle spaces to more primitive types of camping such as backcountry, where no facilities are available. Campgrounds are operated either by the National Park Service or concessioner.

Largest Area (acres)

Alaska's Wrangell-St. Elias National Park and Preserve: 13.2 million. In the contiguous U.S., Death Valley, CA: 3.3 million.

Smallest Area (acres)

Thaddeus Kosciuszko National Memorial, PA: 0.02

National Park Service Asset Inventory (as of October 2004)

MAIN ASSET TYPES	QUANTITY
Paved Roads	5,456 Miles
Unpaved Roads	4,336 Miles
Trails	14,402 Miles
Campgrounds	1,001
Buildings	19,733
Employee Housing Units	4,841
Water Treatment Systems	1,336
Waste Water Treatment Systems	1,527

* These eight categories are comparable to the asset portfolios of other institutional and industry facility stewards. The National Park Service manages over thirty categories of assets in total; including maintained landscapes, picnic areas, waterways, monuments and fortifications, ruins, and aviation and railroad systems. Protecting many of these assets into perpetuity is a challenge unique to the National Park Service.



National Park Service Legacy Initiative and 4- Year Plan

“Doing Business in the 21st Century”



Introduction

The National Park Service prides itself on tradition – the tradition of the “green and gray”; the tradition of devoting our expertise and, often, our lives to caring for and protecting the places that Americans entrust to us; the tradition of reaching out and engaging people in our work and kindling within them a shared passion for this mission.

Our work changes people’s lives. We witness these changes in multitudes of subtle, yet tangible, ways every day – tears at the USS *Arizona* for a sailor one never knew, wide-eyed awe from the top of the Gateway Arch, a gasp at the Grand Tetons, the telltale tentative walk of a sore hiker the day after Shenandoah’s Old Rag, a salute to Independence Hall, or the lingering smile left by the warm licks of Biscayne sun and surf.

How do we provide experiences people will value and remember for a lifetime? How do we continue to care for these places in a way that makes our nation and the world proud?

I have had the good fortune to meet many of you, and these are the concerns I have heard time and time again. This document, which outlines five broad goals, is intended to direct our efforts toward these areas of great importance to our organization’s vitality and to our ability to fulfill our mission.

Because of our conversations, I know that many of you are already applying resources and expertise in these areas, and I encourage you to continue to be creative and entrepreneurial in approaching your

work. I am also asking you to share your ideas and successes with your colleagues, so we can all celebrate and benefit from them.

Sharing ideas is critical for us to be an effective, efficient, learning organization. Times have changed in the National Park Service’s almost 89 years, and we must change the way we work to keep us flexible, relevant, and successful. As you work with partners and seek new relationships, please reinforce these goals both in the ways you work together and the projects on which you embark. These broad goals will also be helpful in guiding your public message – so the communities of which we are a part know where we are headed and feel invited and encouraged to join us.

As you know, the Washington office recently completed a realignment, which will help achieve the goals outlined in this plan and support you in your work.

As the National Park Service looks toward its 100th year, I look forward to continuing our conversations and to discovering new ways to fulfill our mission. I truly appreciate everything you do every day to serve these special places and the American people so well.

Fran P. Mainella
Director

Management Excellence

The National Park Service promotes management excellence and will epitomize government accountability. We will be a highly transparent organization whose productive, safe workforce reflects the diversity of our country and uses effective business practices to fulfill our core work. The objectives for this goal are:

- Implement a fee management program that ensures accountability for the tracking, collection and expenditure of fees while reflecting the mission and obligations of the NPS and the Department of the Interior (DOI) and the needs of the public.



- Implement bureau law enforcement program reforms in accordance with the Secretary's July 2002 directives and National Association of Public Administration recommendations.



- Eliminate NPS concessions contracting backlog and streamline NPS prospectus development and contracting processes. Ensure that concessions contracts are competitive and that concessioners are maintaining infrastructure and serving the public and park resources.

- Continue partnerships with CESUs, universities, and other research institutions as an efficient and effective way to meet NPS research and science needs.



- Evaluate and improve NPS training programs to better meet the needs of today's

workforce, and to improve recruitment, and retain a highly skilled and diverse workforce.

- Redesign, simplify, and integrate the NPS approach to the Government Performance Results Act (GPRA) to achieve an efficient, relevant, and accountable, performance management system.
- Improve management efficiencies through analyzing core operations. Continue to develop and refine the core operations analysis process.
- Refine the scorecard analysis to increase incentive- based budget decision making and transparent budget management.
- Implement NPSafe to reduce injuries, illness and lost work days.



Sustainability

The National Park Service will pursue sustainable facilities, operations, business practices, and resources through conservation, design, fiscal responsibility, information technology, partnerships, philanthropic support, and positive relationships with Congress. The objectives for this goal are:

- Implement and refine the use of Facility Management Software System (FMSS).
- Increase civic engagement to develop a seamless network of parks that links parks with states, communities and tribes through effective means of consultation, participation and the use of science in key decision- making processes.



- Retain and make readily available the knowledge and experience of staff and partners to build and sustain an institutional memory to improve decision- making.



- Develop and sustain a service- wide database(s) that is up- to- date and readily available for all key programs and topics that require reporting and eliminate ongoing and duplicate calls to the field for data collection.

- Meet facility and fleet management goals and reduce lifecycle costs. Set an example for the public by developing best management practices for sustainable park facility designs, construction, and rehabilitation.



- Increase awareness and public knowledge of NPS cultural resource programs.

Conservation

The National Park Service will continue to be a leader in natural and cultural resource conservation, protection, restoration, and stewardship. We will accomplish our work through partnerships with educational institutions, intergovernmental organizations at the local, state, and federal levels, and interest groups. Objectives for this goal are:

- Restore natural character to disturbed lands and waters through pioneering ecological restoration practices.



- Build coalitions to implement the Ocean Stewardship Strategy.

- Continue implementation of the Natural Resource Challenge.



- Enhance NPS expertise and capabilities in managing cultural resources.
- Coordinate with other land management agencies in the overall stewardship of natural and cultural resources and visitor protection
- Coordinate with states and local governments in the overall stewardship of natural and cultural resources and visitor protection.

- Protect icons and borders in a manner consistent with natural and cultural resource conservation.



- Implement NPS Wilderness Action Plan.

Outdoor Recreation

People's enjoyment of and appreciation for the National Park System is essential to its conservation. The National Park Service embraces its critical responsibility to provide appropriate outdoor recreation and to contribute to the physical and mental well- being of all Americans. We will provide these opportunities both through the National Park System itself, and through our role in a seamless network of parks. Objectives for this goal are:



- Promote a seamless network of parks through linking outdoor recreation

opportunities in parks and communities to tourism, health, and conservation.



- Continuing to link ongoing recreation efforts at national parks to their positive effects on health and fitness.

21st Century Relevancy

The NPS mission will be relevant to contemporary America through engaging the public, developing a seamless network of parks, and protecting America's cultural heritage. Objectives for this goal are:



- Increase visitor services and resource protection by identifying and using new funding sources.

- Build or enhance youth programs, like the Junior Ranger and WebRanger programs, to enhance resource stewardship, knowledge, and relevancy.
- Ensure that the NPS assesses opportunities to work with educational institutions, communities, tribes and others so our programs, parks, and visitors reflect the diversity of America.



- Use innovative techniques to deliver interpretation.
- Prepare for the NPS centennial.

*THE NATIONAL PARK SERVICE CARES FOR SPECIAL PLACES SAVED BY THE AMERICAN PEOPLE
SO THAT ALL MAY EXPERIENCE OUR HERITAGE.
EXPERIENCE YOUR AMERICA*

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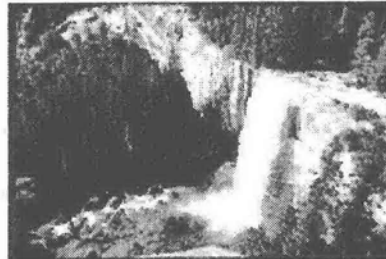
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Barry Mackintosh
1998

Philanthropy and the National Parks

Private philanthropy has played a major role in advancing the national parks and the National Park Service. In the years before Congress routinely appropriated funds for park lands, and later when land acquisition needs exceeded and continue to exceed appropriations, private donations were and are responsible for substantial additions to the national park system. Other donations have contributed significantly to park planning, development, management, and interpretation.

The park system benefited from private contributions even before Congress created the National Park Service on August 25, 1916. In 1907 Mr. and Mrs. William Kent donated what became Muir Woods National Monument, California; and in June 1916 a group formed by George B. Dorr, Charles W. Eliot, and others gave the land for Sieur de Monts National Monument in Maine, the forerunner of Acadia National Park. These were the first of many parks created or enlarged by philanthropy.

Before and after he became the first director of the National Park Service in 1917, Stephen T. Mather contributed much from his personal fortune to support the parks and their administration. In 1915 he and others bought the privately owned Tioga Road for Yosemite National Park for \$15,500. The next year he got several western railroads to join him in contributing \$48,000 to publish the National Parks Portfolio, which publicized the parks and helped persuade Congress to create the National Park Service. Among his later personal expenditures, Mather provided \$25,000 in 1920 to build the Rangers Club at Yosemite.

The first park museums resulted largely from philanthropy. A museum

at Mesa Verde National Park built with contributions from Stella Leviston of San Francisco and John D. Rockefeller, Jr., opened in 1925, as did a museum at Yosemite funded by the Laura Spelman Rockefeller Memorial. In 1926 the Rockefeller Memorial underwrote the cost of the Yavapai Observation Station–Museum at Grand Canyon National Park, and in 1928 it contributed \$118,000 for four focal-point museums in Yellowstone National Park. Mr. and Mrs. B. F. Loomis gave the Loomis Memorial Museum and forty acres of land to Lassen Volcanic National Park in 1929. Congress made no significant appropriations for park museums until it funded construction of the Sinnot Memorial Observation Station–Museum at Crater Lake National Park in 1930; even then the Carnegie Foundation paid for the museum's exhibits and equipment.

The contributions of John D. Rockefeller, Jr., and his son Laurance S. Rockefeller to expand the national park system are especially remarkable. They gave more than \$3 million for land and park roads at Acadia, more than \$2 million to enlarge and improve Grand Teton National Park, more than \$5 million for land to establish Great Smoky Mountains National Park, more than \$2 million for the land comprising Virgin Islands National Park, more than \$1.6 million to expand Yosemite, and lesser amounts for lands at Big Bend, Glacier, Grand Canyon, Haleakala, Lassen Volcanic, Olympic, Rocky Mountain, and Shenandoah national parks; Antietam, Big Hole, and Fort Donelson national battlefields; Capulin Volcano and George Washington Birthplace national monuments; Colonial National Historical Park; Ford's Theatre National Historic Site; and the Blue Ridge Parkway. In 1993 Laurance and his wife, Mary, gave their historic Vermont estate valued at \$21.4 million with a \$7.5 million endowment to establish Marsh-Billings National Historical Park.

The Rockefellers continued to make major contributions to other National Park Service activities as well. In 1986, for example, Laurance and his Jackson Hole Preserve, Inc., helped launch the Horace M. Albright–Conrad L. Wirth Employee Development Fund, which makes grants to park service employees enabling them to further their personal and professional growth. And in 1991 they helped finance the service's 75th anniversary symposium at Vail, Colorado, which produced "The Vail Agenda" for national parks in the 21st century.

After the Rockefellers, the Mellon family has contributed most generously to the growth of the park system. Between 1947 and 1971, family foundations gave nearly \$7 million to fund seacoast and Great Lakes shoreline surveys leading to the creation of several national seashores and lakeshores, to purchase much of the land for Cape Hatteras and Cumberland Island national seashores, and to enable federal acquisition of Hampton National Historic Site. Other Mellon gifts contributed to the preservation of Redwood and Rocky Mountain national parks. In 1990 the Richard King Mellon Foundation donated another \$10.5 million for lands at Antietam, Fredericksburg, Gettysburg, and Petersburg battlefields; Pecos National Historical Park; and Shenandoah National Park. Mellon foundations have also given generously to other National Park Service activities, from the landscaping of Lafayette Park fronting the White House to the Vail

symposium.

Many other persons and groups have donated or funded single parks or park additions. There is room here for only a few examples illustrating the range of such gifts. On behalf of Adams family descendants, the Adams Memorial Society donated Adams National Historic Site. The Fort Frederica Association purchased additional land for Fort Frederica National Monument. Lloyd W. Smith donated Jockey Hollow, a major component of Morristown National Historical Park. The Roosevelt Memorial Association donated Theodore Roosevelt Island. Margaret Louise Van Alen, Frederick W. Vanderbilt's niece, donated Vanderbilt Mansion National Historic Site. And Catherine Filene Shouse donated the land and theater for Wolf Trap Farm Park for the Performing Arts.

Numerous park facilities and improvements beyond those already mentioned have been made possible by private philanthropy. Again, just a few examples must serve. Louise du Pont Crowninshield contributed historic furnishings for houses at George Washington Birthplace National Monument and Salem Maritime National Historic Site. Claud E. Fuller gave a major firearms collection for exhibit at Chickamauga and Chattanooga National Military Park. The American Pioneer Trails Association funded a museum wing at Scotts Bluff National Monument. In the largest park fund-raising venture to date, corporations joined with individuals, foundations, and other nonprofit entities in contributing more than \$350 million to refurbish the Statue of Liberty and restore Ellis Island's Great Hall during the 1980s. Between 1988 and 1998, Mount Rushmore National Memorial supplemented revenues from concession contracts and commemorative coin sales with \$11 million in personal and corporate gifts to carry out major preservation work on its colossal sculptures and renew its visitor facilities. In 1998 the Haas family donated \$10 million to redevelop Crissy Field at Golden Gate National Recreation Area as a shoreline park. Also in 1998, Walter and Leonore Annenberg gave \$10 million to help develop a new Liberty Bell complex and provide other improvements in the Independence Mall area of Independence National Historical Park.

Congress formally recognized the importance of private philanthropy to the parks in 1935 when it established the National Park Trust Fund Board to receive gifts for the benefit of the National Park Service and its activities. This body did not live up to expectations, and in 1967 Congress replaced it with a more productive successor, the National Park Foundation. The Secretary of the Interior is chairman of its board; the Director of the National Park Service is secretary. Launched with a \$1 million contribution from Laurance Rockefeller, the National Park Foundation became increasingly active during and after the 1980s as deficit reduction concerns prompted more interest in obtaining corporate support to meet park needs. In fiscal 1997 four corporations or their affiliates each committed \$1 million or more through the foundation: American Airlines launched a "Miles for Trails" program for trail restoration; Canon U.S.A. funded the Canon National Parks Science Scholars Program to support graduate research in the parks; Target Stores gave \$1 million and raised \$4 million more to restore the

Washington Monument; and the Toyota U.S.A. Foundation committed \$1 million for "Park Labs," an educational program for high school students. Many more corporations, foundations, and individuals gave lesser amounts for other projects.

Philanthropy is more than a source of land and money for the parks. It is a means of building and strengthening bonds between the parks and their advocates. While all taxpayers contribute to the parks, those who make additional voluntary contributions will have a special interest in their welfare. The parks and the National Park Service benefit from their devotion as well as their dollars.

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ParkNet
National Park Service

National Park Service

Briefing Statement: Philanthropic Support for National Parks

Background:

Support for America's national parks from the private sector is a tradition as old as the parks themselves. Even before the establishment of the NPS, citizens were stepping forward to donate funds to protect places that exemplify our national heritage.

The NPS recognizes private philanthropy as both a noble tradition of the national parks and a vital element of the Service's success. Some national parks exist only because motivated citizens contributed time, talent and funds to create them. Donated artifacts are found in visitor centers and museums across the nation.

Because of philanthropy's crucial role, the NPS actively engages the help of park-oriented charities. The NPS enthusiastically welcomes them as partners in the stewardship of the federal estate entrusted to our care.

Donations come to the NPS from individuals, organizations, foundations, corporations, businesses, and other entities purely as expressions of support, in response to the donor's awareness of needs, or as a result of an organized fundraising campaign by others.

The NPS appreciates the generosity of those who donate directly, and those who work through non-profit organizations and other authorized individuals or entities to raise funds for the benefit of the national parks or programs.

- Currently, there are over 150 parks friends groups that contribute time, expertise, and approximately \$17 million of privately-raised funds each year to national parks across the country.
- 65 nonprofit "cooperating associations" operating over 1,000 bookstores in national parks contribute \$26 million in aid to parks each year.
- The National Park Foundation, chartered by Congress, strengthens the enduring connection of the American people and their national parks by raising private funds, making strategic grants, creating innovative partnerships and increasing public awareness. The National Park Foundation contributes approximately \$31 million in support through grants, bequests and cause-related marketing annually.
- Each year over 120,000 volunteers contribute 4.5 million hours of time, expertise and energy to assist the Park Service in meeting its mission. This represents a contribution valued at \$77 million annually.

Partnerships are voluntary relationships that advance our respective missions by doing work collaboratively. The benefits of working in partnership often extend into the future, because many people who participate as partners connect more strongly with the parks and commit themselves to long-term stewardship.

Funding from Park Friends Groups and Cooperating Associations

In 2003, the Government Accountability Office (GAO) reported that friends groups and cooperating associations (non-profit organizations operating bookstores in national parks under a cooperating association agreement) donated about \$208 million to the NPS from 1997 to 2001.

GAO reported that there are approximately 150 park friends groups donating \$17 million annually, and 65 cooperating associations with over 1,000 sales outlets providing \$26 million in aid to parks annually.

Actual receipts of funds in NPS donation accounts:

FY 2001:	\$27,536,965
FY 2002:	\$15,239,199
FY 2003:	\$28,966,193
FY 2004:	\$19,409,761
FY 2005:	\$27,605,055

These figures represent donated funds received in NPS donation accounts to be expended for park purposes, but do not reflect the breadth and depth of in-kind support to our national parks through in-kind support and work undertaken by partners on behalf of national parks.

A Few Examples of Park Friends Groups

Yosemite Fund

Since 1988, the Yosemite Fund reports putting in over \$23 million of work at Yosemite National Park, including:

- \$3 million for habitat restoration
- \$1.7 million for scientific research
- \$3.6 million for visitor services and education
- \$1.6 million for wildlife management
- \$685,000 for cultural and historic preservation

Yellowstone Park Foundation

The Yellowstone Foundation reported in 2004 that they raised \$15 million through their capital campaign for the Old Faithful Visitor Education Center.

- Corporations contributed \$4,982,516
- Foundations contributed \$3,986,820
- Individuals contributed \$5,552,352
- The balance came from other sources

Yellowstone Foundation's annual report for 2004 indicates that the Foundation made over \$6,000 in contributions and grants to the park in addition to their capital campaign efforts for the Old Faithful Visitor Education Center.

Rocky Mountain Nature Association

Since 1986, Rocky Mountain Nature Association has completed over 40 projects valued at more than \$10 million for the protection and improvement of Rocky Mountain National Park.

Friends of Acadia

Surpassed \$4.6 million in cumulative grants to Acadia National Park and neighboring communities since 1995.

Extended the operating season of the bus fleet serving the park through a \$1 million grant from LL Bean. Since 1999, the buses have carried 1.5 million passengers, eliminating 558,000 automobile trips and preventing 5,280 tons of greenhouse gases.

Made possible the employment of 115 workers who served Acadia by maintaining trails and carriage roads, driving propane buses and helping to protect and maintain the park.

Contributed \$240,000 for carriage road maintenance -- nearly \$1.9 million since 1995.

Recruited, organized and equipped 2,200 park volunteers who contributed 8,900 hours of their time.

Golden Gate National Park Conservancy

The Conservancy's annual report states that \$4,960,304 was provided in aid to the NPS for interpretation, park enhancement and community programs. Additionally, the Conservancy contributed \$4,333,440 in visitor program services, for a total contribution of \$9,293,744.

Contact: John Piltzecker, Chief, NPS Partnership Office, (202) 354-2150
Prepared May 22, 2006

NATIONAL PARK FRIENDS ALLIANCE

"Promoting Philanthropy for America's National Parks..."

Via surface mail and e-mail fran_mainella@NPS.gov

Hon. Fran P. Mainella
Director, National Park Service
1849 C St., N.W.
Washington, DC 20240

April 28, 2004

Re: National Park Philanthropy: Margin of Excellence or Margin of Survival?

Dear Director Mainella:

This letter from members of the executive committee of the National Park Friends Alliance serves two functions.

First, it represents a strong, continuing commitment by member organizations to redouble their successful fundraising in what the Alliance sees as a de-facto financial crisis in the national parks.

Second, it conveys the Alliance's deep concerns about what amount to Congressional offsets that seriously diminish the cash value of some friends groups' voluntary contributions to national parks, and which therefore threaten the very foundations of public lands philanthropy.

The GAO reported that friends groups and cooperating associations donated about \$208 million from 1997 through 2001. When added to the National Park Foundation's \$103 million in contributions for the period, the total generated by charitable entities was \$311 million. Park philanthropies want to multiply those sums, but have several times expressed concerns that budget offsets can destroy the motive force of private donors, which is to add value to national parks. We had always considered this a prospective problem.

But now, the tipping point has been reached in actuality, in the NPS FY '04 budget. If not checked, the situation will worsen in FY '05 and beyond. Specifically, the Congress's literal increases in park operating funds (ONPS), while greatly appreciated, have nonetheless caused literal decreases in operating capacity.

This paradoxical process results in: a) increases too small to pay for Congressionally mandated raises for permanent employees; b) the Service's consequent raiding of other operational line items to fund the raises; c) inflationary costs; d) internal Service assessments; e) homeland security requirements; f) and emergencies like last year's western wildfires and the Hurricane Isabel clean-up. The shortages have forced many parks to cannibalize operations by cutting seasonal employees and programs. The cuts occur at a time when national park business plans, authorized by Congress and conducted by the National Park Service and the National Parks Conservation Association, reveal already acute personnel shortages fueled by operating shortfalls of \$600 million annually. (The accounting methodology was approved by Pricewaterhouse Coopers and is rigorous, objective, and apolitical. The business plans blame no one and are solution oriented.)

Acadia National Park's problems are an example. Some \$500,000 in unavoidable "service level adjustments" must be made, including maintenance deferrals. Meanwhile, Friends of Acadia's charitable grants help make possible the employment of between thirty-five and fifty in-park positions and fifty to sixty Island Explorer bus driver jobs that directly service the park. Having built up nearly \$14 million in endowments for the park and contributed the wages of 85 to 100 workers, Friends of Acadia reports being demoralized that NPS must cut significant numbers of park jobs in other categories. The downward adjustments aggravate the existing shortage of 109 fulltime-equivalents identified in the Acadia business plan. Similar patterns are evident in other parks.

Many Alliance member organizations are deeply concerned that continued Congressional underfunding subtracts value from parks. This will undermine donations and soon wreck the add-value philosophy that motivates donors.

Park philanthropies are private businesses that operate on the sound principle that charity must supplement federal funds, not replace them. An implicit contract has always existed between NPS and private-sector philanthropy, in which the government and the partner community say to each other, in effect, "You do your share and we'll do ours." The Friends Alliance is totally committed to this philosophy and profoundly disappointed that federal funds are not keeping pace with park needs. For obvious reasons, the Park

Service must be given the financial capacity to take care of assets that their philanthropic partners improve.

Park philanthropies have traditionally provided the National Park Service with a margin of excellence. But continued federal underfunding is forcing them to provide a margin of survival. This is not a proper private-sector function in respect to public lands. We want to reverse the trend as quickly as possible so further unpalatable outcomes are avoided.

Alliance members view the offsets as a form of double taxation: a donor pays for parks once via the IRS, and second time via a charitable gift to compensate, unwittingly, for the park operations offset. This is inherently unfair to the benefactor, and puts friends groups in embarrassing positions in regard to past and prospective contributors. As a matter of professional integrity, ethics, organizational credibility and--not least--basic legality, all fundraising solicitations must be based on fact. Today it is becoming difficult to maintain those standards because some of the money we are raising may be funding park operations. How do you tell a donor that his or her private gift of a dollar is suddenly worth, say, seventy-five cents because of Congressional offsets?

Consider this excerpt from an April 2, 2004 letter to Rocky Mountain National Park Associates, the friends group serving Rocky Mountain National Park, from a \$90,000 donor:

...My pledge for future gifts is contingent on there being no reduction compared to the current federal fiscal year in funds allocated for national park maintenance in the U.S. Department of Interior budget or trail maintenance in the specific budget for Rocky Mountain National Park (i.e., no supplantation of federal funds by private funds) in either federal FY 05 or proposed for 06....

The Friends Alliance is exploring the idea of Congressional hearings into the noble history and present crucial role, patterns, and philosophy of national park philanthropy. We believe that unless many in Congress and the National Park Service have the opportunity to learn more about private-sector support for parks, the general public will remain in the dark. Verifiable, positive cases studies of must be brought to light by NPS and Congress, especially given recent negative publicity about park budgets and philanthropy in the *New York Times* and other major media, and the legitimate government concern about certain project development and funding problems in some park partnerships.

Let us finish this letter where it started: we of the Friends Alliance are committed in common purpose to helping the parks.

Please know that we support your leadership and want to join with you in making clear to the Congress and the public the new threats to private philanthropy. We also need to recommend better policies to encourage citizens to continue adding value to America's great national parks.

We will call you soon to discuss this proposal. Meanwhile, thank you, Fran, for your solid professional and personal commitment to strengthening park partnerships of the kind represented by member organizations of the Friends Alliance. Please help us end the use of philanthropy as a margin of survival for national park operations and restore the use of philanthropy as a margin of excellence.

Sincerely,

/s/ Curt Buchholtz

Curt Buchholtz
Chairman, Friends Alliance (and Executive Director, Rocky Mountain Nature Associates)

/s/ Cathie Barner

Cathie Barner, Friends Alliance Executive Committee (and Director of Park Projects, Golden Gate Parks Conservancy)

/s/ Jerry Edelbrock

Jerry Edelbrock, Friends Alliance Executive Committee (and Acting President, Yosemite Fund)

/s/ Joe Kessler

Joe Kessler, Friends Alliance Executive Committee (and Executive Director, Friends of Virgin Islands National Park)

/s/ Ken Olson

Ken Olson, Friends Alliance Executive Committee (and President,
Friends of Acadia)

cc: Chris Jarvi, Associate Director, National Park Service
Friends Alliance Member Organizations

PROBLEMS FACED BY NATIONAL PARK PHILANTHROPY
National Park Friends Alliance -- DISCUSSION OF MARCH 5, 2005

1. Both the Friends Alliance and the National Park Service need to do a better job of educating Congress about the role and benefits of philanthropy within the National Park System.
2. Increase the National Park Service capacity to help ensure the success of philanthropy. This capacity building could come in the form of training Federal employees in the arena of partnerships. It could come in the form of mentoring park officials and nonprofit organizations. It could come in the form of fostering new philanthropic organizations for parks without friends groups.
3. Establish connections between public proclamations in support of national park philanthropy (both from Congressional and agency officials) and the actual encouragement of philanthropy at the field level.
4. There is no guarantee of long-term nonprofit stewardship for the national parks. Philanthropy for parks will increase only if trust is established over time. Acts of philanthropy, stewardship, and partnership must be cultivated and nurtured if they are expected to continue. Promises must be kept.
5. Agreements or understandings should be in place prior to a request for philanthropic support, helping ensure that Congressional offsets will not diminish the value of gifts to parks. Parks successful at fundraising may be "punished" as a result. Decision-makers might say, "They can raise the money in that park, so we don't have to fund this project..."
6. Current processes and policies within the national parks appear to negate the positive contributions of philanthropy and may even act as disincentives for philanthropy. Revised park policies, such as Director's Order 21, should encourage fundraising and innovation, not inhibit philanthropy.
7. Park officials have few incentives to encourage nonprofit entrepreneurial activities, nor is there any incentive to match or leverage philanthropic gifts with Federal funds.
8. Philanthropy in our parks is not well regarded by the National Park Service culture. Philanthropy is poorly understood and little appreciated by many park officials. In fact the cultures of government and philanthropy sometimes appear to be systems in conflict. Communications can be a problem. Is there a way to bring these cultures closer together?
9. There is a lack of equity within the National Park System. Parks known as the "haves" are already benefiting from larger annual appropriations as well as philanthropy. The "have-nots" fail to gain attention from the appropriators nor do they cultivate friends from the nonprofit world.
10. National park officials believe a gap exists between their operational needs and available funds. Even though this funding problem dates to the origin of many parks, today it continues as a primary focus for administrators, the media, and advocacy groups. Does philanthropy have a role in this quest for "full funding"? Should endowments be a part of any long-term solution? Does Congress understand the benefit of endowments?

11. Philanthropy can be inhibited or it can be encouraged by the mood or mandates of Congress. The current scrutiny of philanthropic projects by Congress extends the length of decision-making and discourages nonprofit projects. Is the proposed NPS Centennial Act an opportunity to incorporate incentives for philanthropy?
12. New metrics should be established to measure the performance of superintendents in regard to their success in partnerships and philanthropy. To what degree are today's superintendents fostering, nurturing, and working well with nonprofit partners?
13. National goals should be established to encourage strong partnerships and the growth of philanthropy. The National Park System should establish a "culture of good partnering," complete with incentives. How will a culture of good partnerships be measured to determine success?
14. Capacity building within the National Park System should include the establishment of core competencies for partnerships, collaboration, and team building. An active training component in partnerships and philanthropies should be included for all management level positions.
15. The National Park Friends Alliance should endeavor to include all national park philanthropies, not just the larger, more successful fundraising groups. It should also help with the training or mentoring of newer organizations.
16. The National Park Service should sponsor a "calling all friends" conference to build the skills and stature of nonprofit partners and NPS employees.
17. Philanthropies need to take advantage of the current positive climate within the Department of the Interior to advance the concepts of stewardship and public involvement. Are nonprofit organizations placed in the absurd position of having to battle or beg government officials in order to do good things for parks?
18. A greater effort is needed in aligning the interests of national parks and the interests of nonprofit partners. Currently there is no agreement on the appropriate role for philanthropy and it varies considerably from park to park. Should nonprofits pay for Federal salaries, for example? Should every park establish an endowment?
19. Regional directors are key players in the NPS decision-making process, yet they rarely hear from nonprofit leaders. Should the Friends Alliance be invited to the National Leadership Council periodically to discuss issues of mutual concern? Regional directors can also ensure philanthropic success by educating and evaluating superintendents involved in partnership projects.

**Director's Order #21
Donations and Fundraising**

Director's Order #21: Donations and Fundraising

Approved: Fran P. Mainella _____
Director, National Park Service

Effective Date: May 1, 2006_

Duration: Until revised or rescinded

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1.0 Background and Purpose

1.1 Background. The National Park Service (NPS) recognizes private philanthropy as both a noble tradition for national parks and a vital element of the success of today's National Park System. Some national parks exist only because motivated citizens contributed time, talent and funds to create them. Gifts of land or easements have enlarged many parks. Donated artifacts are found in visitor centers and museums across the nation. The NPS actively engages the help of park-oriented philanthropies and supporters and enthusiastically welcomes them as partners in the stewardship of the properties entrusted to our care.

Donations come to the NPS from individuals, families, organizations, foundations, corporations, businesses, and other entities purely as expressions of support, as a result of a donor's awareness of needs, or in response to an organized fundraising campaign by others. Donations are used to enhance NPS programs and to help achieve excellence. Donations are not to be used as offsets to appropriated funds or to meet recurring operational requirements. The NPS appreciates the generosity of those who donate directly, and those who work through authorized non-profit organizations which raise funds for the benefit of the park units and programs. For the purposes of this Director's Order, these organizations, individuals and entities are collectively referred to as "NPS partners."

The policies and procedures in this Director's Order are intended to serve as the framework for NPS employees' conduct in relation to donation activities and fundraising campaigns which benefit the NPS. Through their application, the NPS seeks to ensure the integrity and appropriateness of donations and fundraising activities. While the NPS does not regulate fundraising or the donation activities of third parties, fundraising conducted in its name is appropriate only when consistent with the mission of the NPS and the standards included in this Director's Order.

1.2 Purpose. The purpose of this Director's Order is to:

- Set forth the Director's delegation of authority regarding donations and fundraising;
- Establish roles and responsibilities for NPS employees who work with donors, fundraising partners, and potential donors;
- Identify plans and agreements relating to philanthropic activities and explain when they are required to be used;
- Establish criteria for consideration in accepting of donations; and
- Provide general guidance on appropriate forms of donor recognition.

This Director's Order is to be used by NPS employees in tandem with the *Reference Guide to Donations and Fundraising (Reference Guide)*.

The NPS recognizes that each park and partner is unique and that a "one size fits all" approach does not work. This Director's Order is intended to provide the needed flexibility in working with our partners from the start up organizations to those with years of demonstrated success. Any questions about the interpretation of the provisions of this Director's Order may be addressed through the Regional Partnership Coordinators and National Partnership Office as appropriate.

This Director's Order is intended only to improve the internal management of the NPS. It is not intended to, and does not, create any right or benefit, substantive or procedural, enforceable at law or equity by a party against the United States, its departments, agencies, instrumentalities or entities, its officers or employees, or any other person.

1.3 Related Sources of Guidance. Related sources of guidance are identified in the *Reference Guide*

1.4 Activities not Subject to this Director's Order. The following activities are not subject to this

Director's Order:

- (a) Services of individual volunteers or groups of volunteers, e.g., a Girl Scout troop, under the NPS Volunteer-In-Parks program, authorized by the Volunteers in the Parks Act of 1969 (16 USC 18g – 18j);
- (b) A person's or an entity's share of costs where there is independent authority for such cost sharing, e.g., challenge cost-share programs where the partner does not engage in public fundraising;
- (c) Moneys received as fees for services;
- (d) Reports or analyses prepared or paid by outside parties, or funds received by the NPS for such purposes, pursuant to appropriate authorities, e.g. a NEPA analysis funded by an applicant;
- (e) Donations of official travel covered by 31 U.S.C. § 1353 for attendance at a meeting or similar function;
- (f) Donations associated with the exercise of NPS regulatory authorities, such as where mitigation measures involve the donation of interests in land to be used by the NPS for conservation purposes;
- (g) Gifts to individual employees that are separately governed by the Government-wide Standards of Ethical Conduct at 5 CFR Part 2635; and
- (h) Commercial services including sales of items inside a park.

2.0 Authorities and Constraints

2.1 NPS Authority to Accept Donations. The authority for issuing this Director's Order is contained in the NPS Organic Act (16 U.S.C. §§1-4). General authority to accept donations is found in 16 U.S.C. § 6, which expressly authorizes NPS to accept donations for purposes of the National Park System. Various additional authorities to accept donations exist and may, for example be contained in a Park's authorizing legislation. The *Partnership Legal Primer* (www.doi.gov/partnerships/partnership_legal_framework.html) identifies many of the additional NPS authorities to accept donations. For purposes of this Director's Order, the term "donation" includes "gifts" and refers to something of value (cash or in-kind goods or services) received from an outside source without consideration or an exchange of value. Funds or other items received as a result of a competitively awarded grant from a foundation are also covered by the term "donation."

The NPS may accept donations from individuals, families, organizations, foundations, corporations, businesses, associations and other entities. Generally, NPS may accept donations of funds, securities (common stocks, preferred stocks, bonds), real property (land and improvements), or interests in real property (easements), facilities, and in-kind goods or services. For information on whether a particular donation should be accepted or for further information on authorities and constraints see Section 6.1 of this Director's Order and Section 1.3 of the *Reference Guide*.

2.2 No Solicitation of Donations. It is NPS policy that its employees not solicit donations. The term "solicit" means any request by an NPS employee to a non-federal entity, group or individual for donations to be made directly or indirectly to the NPS in support of its programs. There are, however, a broad range of appropriate activities that NPS employees may undertake in relation to authorized fundraising by park partners as well as, for example, in responding to inquiries from park visitors, see Section 5.1.

2.3 Employee Representations. Employees are not to portray Congress, the Department, or NPS as having failed to meet their responsibilities. Furthermore, consistent with anti-lobbying provisions such as 18 U.S.C. § 1913 and applicable appropriations acts, employees shall not engage in lobbying activities.

2.4 Congressionally Authorized Fundraising Organization. Congress occasionally charters non-profit partners or recognizes the role of an existing non-profit partner through legislation. In 1967, Congress, in the National Park Foundation Act, chartered the National Park Foundation as the official national, non-profit fundraising partner of the NPS to encourage private gifts for the benefit of the NPS and thereby to further the conservation of natural, scenic, historic, scientific, educational, inspirational or recreational resources for future generations. In addition to the National Park Foundation, Congress has authorized several other entities as fundraising organizations for specific units or programs of the National Park System. Unless otherwise specified herein, the provisions of this Director's Order apply equally to NPS' dealings with all of its partners regardless of how they were created.

3.0 Policies and Considerations

3.1 Ethical Considerations. NPS employees are also subject to ethics regulations which generally prohibit federal employees from using their official title, position, or any authority associated with their public office to endorse products, services or enterprises. However, this does not prohibit an NPS employee from expressing support for the authorized fundraising efforts of non-profit support groups, including friends groups and cooperating associations. See the *Reference Guide* for additional information and examples.

Unless specifically authorized by law, an NPS employee may not serve on the board, either as a voting member or non-voting member, including as an ex-officio member, or as an officer of a cooperating association, friends group, or other NPS partner organization that is authorized to raise funds for the benefit of the NPS. However, NPS employees may serve as liaisons to partner organizations as part of their official duties, see Section 5.1.r. Liaisons should consult with bureau ethics officials in order to ensure compliance with ethics requirements.

The NPS will not accept funds donated from organizations in which an NPS employee is an officer, director (including ex-officio positions), or is otherwise engaged in a leadership role with the organization, unless the arrangement has been reviewed and approved by the Office of the Solicitor, including the Departmental Ethics Office.

3.2 Matching Funds/Challenges. The NPS may be able to use donated or appropriated funds, subject to conditions imposed on the use of the funds by the donor or Congress, as a match for donations from outside sources. Under written agreements approved by the Solicitor's Office, NPS may approve the use of such funds as the basis for a "challenge" issued by a non-profit fundraising partner to its donors. All literature associated with this match must also be approved, as appropriate by the NPS Regional Director, superintendent or program manager.

The NPS will not accept donations that impose a fundraising "challenge" to the NPS to match the donation, or that would obligate donated or appropriated funds in advance of their receipt.

3.3 Accountability for Donations. All monetary donations received directly by the NPS must be deposited in a donation account and accounted for and disbursed using the same standards and procedures for appropriated funds. The individual park's administrative officer, the regional office or NPS comptroller can provide additional guidance.

All non-monetary donations accepted by the park, unit, or program must also be accounted for under the same standards and procedures used to account for other similar government property (see Director's Order #44 on Personal Property Management or Director's Order #25 on Land Acquisition). The donor

is generally responsible for establishing the value of the item.

3.4 Annual Reporting Requirements. Each NPS unit or program that receives donations must submit an annual report, through the appropriate Deputy, Associate or Regional Director to the National Partnership Office, detailing the cash amount or description of any in-kind donations received directly by the unit or program. At a minimum, for any donation exceeding \$1,000 -- whether cash or in-kind --- such reporting must identify the source, the date and the amount of the donation. Additional details and guidance on the content, format, timing and requirements for this report will be provided by the National Partnership Office.

4.0 Delegations of Authority

4.1 Functional Management and Day-to-Day Implementation. The authority for the implementation and oversight of this Director's Order is delegated to the Associate Director for Partnerships, Interpretation and Education, Volunteers, Outdoor Recreation who is designated as the Senior Manager for matters related to donations and fundraising in the NPS. This authority includes:

- (a) Establishing and implementing necessary policies, procedures and standards as specified in this Director's Order;
- (b) Managing, on a day-to-day basis, the NPS relationship with the National Park Foundation; and
- (c) Monitoring compliance with this Director's Order.

Unless specifically addressed elsewhere in this Director's Order, the day-to-day responsibility for implementation of the policies and standards set forth in this Director's Order is further delegated to the Chief of the National Partnership Office.

4.2 Reservations and Delegations of Authority to Accept Donations. The following reservations and delegations relate to the acceptance of donations (See Section 6.1 and Section 4.3). For purposes of this section, these limits relate to either single donations or a series of related donations from a single entity, i.e. a pledge paid in installments. All such donations of \$2,500 or more must be reviewed in accordance with Section 6.1.2 of this Director's Order.

- (a) The Director reserves the authority to accept, or authorize the acceptance of, donations of \$1 million or more offered to a park either directly, or through a park partner when the donation is to be subsequently granted to a park by the NPS partner.
- (b) The Deputy Directors, Associate Directors, and the Comptroller are delegated the authority to accept or authorize the acceptance of donations offered directly to NPS, or offered to an authorized partner for the benefit of the NPS, that are under \$1 million and are offered to NPS through its directorates (such as Cultural or Natural Resources), to program areas or offices within their organizations (such as the National Center for Cultural Resources). The above officials may re-delegate this authority to approve and accept the donation to senior program or office managers within their organization.
- (c) Regional Directors are delegated the authority to accept or authorize the acceptance of donations under \$1 million offered directly to the NPS, or offered to an authorized NPS partner for the benefit of NPS. The Regional Director may re-delegate this or more limited authority to accept such donations to park superintendents or regional program managers.

Subsequent references to "authorized employees" in this Director's Order refer to those employees who have been delegated the authority to accept donations.

4.3 Reservations and Delegations of Authority to Authorize Fundraising and Corporate Campaign

Activities. The following reservations and delegations relate to the authorization of fundraising and corporate campaign activities see Section 6.1 and Section 7.

- (a) The Director reserves the authority to authorize agreements relating to fundraising activities by NPS partners that will benefit the NPS if the activities either:
 - i. Have a goal of \$1 million or more;
 - ii. Involve national or international solicitations;
 - iii. Involve construction projects where costs are estimated to exceed \$1 million;
 - or
 - iv. Involve corporate campaigns of national or international significance.
 Fundraising agreements which meet the threshold for Director's approval must be submitted with a donor recognition plan, a feasibility study, a fundraising plan as described in Section 8 and a written description of the partner's donation review process as described in Section 8.5 .
- (b) Deputy Directors, Associate Directors and Regional Directors are delegated the authority to *authorize agreements relating to fundraising activities* that are expected to fall below \$1 million to benefit the NPS and corporate campaigns with a partner as described in Section 7 that are below this level and not of national or international significance. If the fundraising or corporate campaign is likely to generate controversy, the delegated official shall consult with the Director prior to approving the campaign. The Regional Director may delegate the authority to authorize fundraising activities to superintendents for campaigns planned to raise \$100,000 or less.

5.0 Roles and Responsibilities

Fundraising to support parks is typically undertaken by long-standing, park support groups such as friends groups. Friends groups are non-profit organizations that are generally formed under state law and must comply with state and federal requirements for charitable fundraising as well as standards of professional conduct (see Section 5.2 of the *Reference Guide* for additional information). Individuals, businesses, or groups such as local service organizations, clubs, and schools may also, from time to time, be authorized to undertake fundraising activities for the benefit of the NPS.

The NPS values the commitment of its non-profit partners and their many contributions to the NPS and the National Park System. NPS employees are expected to develop and maintain professional relationships with these partners based on mutual understanding of the goals and functions of both parties and, when required, appropriate written agreements. Written agreements are required prior to fundraising that explicitly states or implies that the fundraising is authorized by or for the benefit of the NPS as detailed in Section 8. Absent such an agreement, NPS will not accept any resulting donations without the approval of the Associate Director for Partnerships, Interpretation and Education, Volunteers and Outdoor Recreation.

5.1 National Park Service. In general, NPS employees who have been appropriately authorized:

- (a) May identify projects, programs, or objectives that are appropriate for private sector support and may describe NPS needs or how donations will be used to potential donors and the public;
- (b) May allow the non-intrusive display and distribution of materials in parks to educate visitors about an authorized fundraising partnership or activity;
- (c) May provide information, where appropriate, regarding their ability to accept donations in support of their programs;
- (d) May develop lists of programs or activities that the NPS could undertake with donated support, and discuss these in interactions with others;
- (e) May enter into written agreements with specific NPS partners regarding fundraising for the

- benefit of a park or project consistent with Section 4.3;
- (f) May work or participate with authorized nonprofit support groups to solicit to benefit the NPS (e.g. attend events and accompany a partner on visits to prospective donors) subject to any specific limitations contained in this Director's Order;
 - (g) May work with organizations and local businesses in co-sponsoring events;
 - (h) May accept offers to support park activities through co-sponsorship of events by concessioners and others;
 - (i) Must recognize donors consistent with Section 10;
 - (j) Must respond in a timely manner to all offers of donations, either accepting or declining the donation consistent with Section 6.1;
 - (k) Must review and approve all informational materials relating to the partnership with the NPS prior to their distribution;
 - (l) Must ensure accountability for donations received by the NPS;
 - (m) Must ensure that fundraising proposed for construction projects is in compliance with the Partnership Construction Process (see Section 9 of the Director's Order as well as the *Reference Guide* and www.nps.gov/partnerships/capital_campaigns.htm for additional information), as well as all applicable laws and regulations, such as the National Environmental Policy Act, Section 7 of the Endangered Species Act, and Section 106 of the National Historic Preservation Act;
 - (n) Must consider, in advance of entering into a fundraising agreement for a project or accepting a donation for a project for a particular use, the costs and any other operational implications of that project that would result;
 - (o) May apply for competitively awarded grants from foundations and for grants or similar assistance from non-federal governmental entities, in response to a grant application solicitation, in the regularly scheduled grant cycle, or to an organization that accepts unsolicited grant applications or proposals subject to Section 6.1.1;
 - (p) May support or encourage the efforts of third parties to create park support groups such as "friends" groups whose purposes include raising funds for the benefit of the NPS (see *Reference Guide* for additional discussion);
 - (q) May work with non-profit organizations and others to receive donations of in-holdings as well as or other property (e.g. artifacts);
 - (r) May serve as a liaison to cooperating associations, friends groups, or other partner organizations authorized to raise funds for the benefit of the NPS; and
 - (s) Must ensure that fundraising agreements comply with NPS goals, policies and plans.

5.2 Fundraising Partners In general, an NPS fundraising partner:

- (a) May work with a park or other organizational unit to engage the public in philanthropy to benefit NPS programs;
- (b) Must ensure that fundraising for the benefit of the NPS is conducted in accordance with appropriate written fundraising agreements (see Section 8.1);
- (c) May describe NPS identified needs to potential donors and the public;
- (d) May hold and manage an endowment for the benefit of park programs when authorized consistent with Section 8.7 of this Director's Order;
- (e) Must send all fundraising and other informational materials referring to the NPS and or the approved fundraising project to the NPS for advance review and approval;
- (f) Must work with NPS to ensure that fundraising proposed for construction projects is consistent with Section 9 of the Director's Order. See the *Reference Guide* for additional information;
- (g) Should work with the park unit to develop and implement an appropriate donor recognition program consistent with Section 10 of this Director's Order.
- (h) Should work with NPS to implement the requirements of Section 8.5.

6.0 Donations

6.1 Considering Donations. A donation may be offered either directly to a park, unit, or program or indirectly to the partner for the benefit of a park, unit or program. This section provides guidance on the consideration of donations offered directly to the NPS. Section 8 provides guidance for partner review of donations they receive.

Direct donations must be accepted in a legally and ethically appropriate manner. Authorized employees must consider all relevant factors when determining whether to accept a donation, including the value and purposes of the donation, and the nature and interests of the donor. The authorized employee should weigh the totality of the circumstances from the perspective of a reasonable person with knowledge of the relevant facts. Examples of relevant factors to be considered are identified in Section 6.1.1 below.

Furthermore, it is NPS policy to decline direct donations from a company which holds or is seeking a concessions contract or which would identify the NPS with alcohol or tobacco products.

6.1.1 Maintaining the Integrity and Impartiality of, and Public Confidence, in NPS and the Department of the Interior. Before accepting, utilizing or recognizing direct donations an authorized employee must determine that the totality of the circumstances surrounding the potential donation:

- (a) Maintains the integrity of NPS and the Department of the Interior's programs and operations:
 - i. The donation is not, or does not appear (such as by its size or circumstances) to be, an attempt to influence the exercise of any regulatory or other authority of NPS or the Department with respect to the donor.
 - ii. The donation meets an actual need of the NPS and would not require NPS to assume funding commitments it is unprepared or unable to accept.
 - iii. The donation and any conditions or restrictions on it are consistent with, and do not otherwise circumvent, law, regulation, NPS policy, authorized park purposes or applicable park plans.
 - iv. The NPS is able to properly and effectively utilize or manage any donated real or personal property consistent with policy, programmatic, and management goals.
 - v. The donation will not be used by the donor to state or imply NPS endorsement of the donor or the donor's product, service or enterprise.
 - vi. If the donation involves temporary or term personnel or provides funding to hire temporary or term personnel, such personal services or funds may be accepted provided that such personnel are not responsible for permitting or other regulatory or policy decisions.

- (b) Maintains the impartiality, and appearance of impartiality, of NPS, the Department of the Interior, and their employees:
 - i. The proposed donation is made to a program or made in an amount that would not influence or appear to influence any significant pending NPS or Departmental decision or action involving the donor's interests.
 - ii. There is neither an actual nor an implied commitment to take an action favorable to the donor in exchange for the donation.
 - iii. The donor will not obtain or appear to obtain special treatment in dealing with the NPS, the Department, or any of its other bureaus.

- (c) Maintains public confidence in the NPS, the Department and their programs and employees.
 - i. Acceptance would not likely result in public controversy.
 - ii. The donation comes only with conditions that are consistent with the NPS'

program and policy goals.

- iii. The donation consists of only goods or services needed by NPS.
- iv. The proposed donor has no known significant recent history of violations revealed by an Internet search as described in Section 6.1.2. Reviewing Potential Donors).

6.1.2 Reviewing Direct Donations. These minimum requirements shall be met as part of the review process to assure that donations to the NPS are properly evaluated:

- (a) For any donation valued at \$2,500 or more, the authorized employee must perform a thorough internet search to determine whether publicly available information exists that raises concerns about the propriety of acceptance. See the Reference Guide for additional information
- (b) For donations valued at \$100,000 or more, the authorized employee shall also refer the proposed donation to the National Partnership Office for coordination with the Office of the Solicitor and the review points of contact for other bureaus. The following information is collected as part of the review process:
 - i. Whether the donor is involved in litigation or other disputes with the NPS, the Department, or any of its other bureaus;
 - ii. Whether the donor is currently engaged in or seeking a business relationship with the NPS;
 - iii. Whether the donor has been debarred or suspended from contracting with the Federal Government;
 - iv. Whether the donor has a recent public history of violations, whether criminal or civil in nature, as disclosed by an Internet search, for which acceptance of the donation could lead to public controversy;
 - v. Whether the donor is regulated by or is seeking a permit from the NPS.
- (c) For any donation valued at \$250,000 or more, the National Partnership Office will also seek the assistance of the Office of Inspector General (OIG) for the purpose of review through its existing information systems.
- (d) All proposed donations of land must be referred to the National Partnership Office for coordination with the Land Resources Division.

6.1.3 Director's Approval. Additionally, the following potential donations must be reviewed by the Chief of the National Partnership Office before subsequent referral to the Director for approval:

- (a) Single donations or a series of planned donations, i.e. a pledge paid in installments by the same donor, valued at over \$1 million;
- (b) Donations that raise significant concerns based on the criteria identified Section 6.1.1;
- (c) Corporate donations that are tied to national or international marketing promotions.

The National Partnership Office will coordinate with the Office of Solicitor and NPS or Departmental ethics officials as appropriate.

6.1.4 Acceptance of Donations from Donors Involved in Litigation. The NPS generally will not accept a gift from a donor involved in litigation with the Department or its bureaus in order to avoid any appearance that the donation is intended to influence the handling or outcome of the litigation. There may be circumstances, however, in which the litigation is sufficiently removed from the context of the proposed donation as to not create the appearance of an attempt to influence the litigation. These circumstances, for example, may exist when a donor proposes a donation to the NPS that is clearly unrelated to the litigation with another bureau or in an amount that does not suggest it is intended to influence the handling of the litigation. Accordingly, all donations offered by a donor involved in litigation must also be approved by the Associate Director for Partnerships, Interpretation and Education, Volunteers, and Outdoor Recreation.

6.2 Use of Donations. Donations may be used to fund any NPS activity for which appropriated funds could normally be used, subject to the following:

- (a) Donations for employee salaries may be made only directly to the NPS (not to the employee) and may only fund salaries of:
 - i. Term or temporary NPS employees;
 - ii. Permanent NPS employees who are directly engaged in a capital improvement project that is funded with donations. This applies only to employees who normally charge their time to project accounts, such as planners, architects, landscape architects, exhibit specialists, and construction supervisors; and
 - iii. Other permanent NPS employees when through an NPS approved project endowment from which the payment of such salaries is a stated purpose.
- (b) Donations will not be used to begin construction, or a phase of construction or other projects or programs, unless there are sufficient appropriated and donated funds in hand to insure completion of the work to a degree that has independent utility. Donated funds may, however, be used to advance project design work.
- (c) Donated funds and/or services may pay (or offset) the cost of NPS-conducted or authorized plans or studies provided that standard planning/study procedures, the requirements of the Partnership Construction Process (Section 9), and other applicable policies are followed. Research projects, books, mapping, exhibits, films and all other projects funded with donations must receive the same reviews and approvals do projects that use only appropriated funds.

6.3 In-Park Friend-raising. This section provides information on how the NPS may assist park visitors who seek information on how to make a donation to the park, a park partner, or the NPS. Visitors who have expressed no interest in such information must not be asked for donations by anyone. Direct personal solicitation of in-park visitors is not permitted. Unless visitors have specifically provided authorization (e.g. though an opt-in check box), visitor names from sources such as permit applications, backcountry or campground registrations may not be given to park partners nor may they be disclosed to any third party except as provided under the Freedom of Information Act and the Privacy Act.

Visitors may also specifically request the NPS to provide them with additional information about the NPS, the park, and/or its needs.

6.3.1 Donation Boxes. Donation boxes may be installed on park property by either the NPS or by an authorized NPS fundraising partner provided that 100% of the donations or collections go to the NPS.

Donation boxes must clearly advise the public how the park will use the money. Without this information, moneys collected in a donation box must be considered miscellaneous receipts to the U.S. Treasury.

NPS donation boxes may be placed only on NPS property or on property jointly administered by, or for the benefit of, the NPS. Funds received from NPS donation boxes on jointly administered property (for example, joint visitor centers, heritage areas, or leased facilities outside of parks) must be accounted for in the same manner as those located on NPS-controlled property, see Section 3.4 for additional information. The proceeds from such joint donation boxes will be allocated based on a formula agreed to by those entities in written agreements.

NPS may authorize the placement of an authorized fundraising partner's (i.e. a friends group or other non-profit park support group) donation box within the park through a written agreement. See the *Reference Guide* for an example. Such donation boxes may recognize the role of an NPS partner in maintaining the box under its agreement with the park.

6.3.2 Displays and Fundraising Activity Information. Park managers may allow the non-intrusive display or distribution of materials in parks to educate visitors about an authorized fundraising partnership or activity. The material must identify the NPS fundraising partner and inform visitors how they may receive additional information. Materials may include donation envelopes, architectural drawings, models, graphics, newsletters or other similar information.

It is permissible to authorize links from park websites to partner websites that provide opportunities to make electronic donations provided that such linkages conform to Departmental information technology management and security policies, including those pertaining to websites, and are authorized by written agreement between the park and partner.

6.3.3 In-Park Events. Requests from NPS partners to use park facilities for authorized fundraising activities or donor cultivation events are subject to the same review and approval procedures applicable to any other non-NPS user as well as applicable provisions of this Director's Order. (See also 36 CFR, 2.50-2.51, Section 10.7 of this Director's Order, and DO #53).

6.3.4 Guest Donation Program. The Guest Donation Program initially authorized national park lodging concessioners to offer guests the opportunity to make donations through the National Park Foundation of \$1 or more per day to support the national park they were visiting. The Guest Donation Program has since been expanded to non-lodging activities. Guidance on the program can be found in the *Reference Guide*.

6.4 Donations of Land. The NPS often receives offers of donations of interests in lands and buildings. Fundraising agreements are required where a non-profit entity, including a land trust, engages in public fundraising campaigns for the express purpose of acquiring specific properties to be donated to the NPS. Fundraising agreements are not required for the general fundraising activities of these entities or for their private fundraising activities.

7.0 Corporate Campaigns

Corporations and businesses generally offer two primary forms of donations: philanthropic donations or donations tied to advertising—the latter are referred to in this Director's Order as corporate campaigns. The primary difference between the two forms of support is the use of advertising and marketing in corporate campaigns to promote a donation and a relationship between the business and the NPS or an NPS partner. The NPS may accept and recognize philanthropic donations from corporations and businesses under the guidelines set forth in Sections 6 and 10. The NPS may only enter into corporate campaigns under the guidelines set forth in this section.

All corporate campaigns authorized by NPS are subject to the following:

- (a) The corporate campaign must generate a clear benefit for the NPS and be consistent with the purpose, mission and goals of the NPS as well as applicable laws, regulations and policies;
- (b) Marketing or advertising activities associated with a corporate campaign may not state or imply an endorsement by NPS of any business, product, service or enterprise;

- (c) A written agreement between the NPS, a park support organization (when applicable) and a corporate partner must be executed prior to initiation of corporate campaign activities (see the *Reference Guide* for additional information);
- (d) All corporate campaign agreements must be reviewed by the Office of the Solicitor before execution;
- (e) The authority to approve corporate campaign agreements is delegated as described in Section 4.3;
- (f) Advertising or solicitation for corporate campaigns involving the promotion of specific brands, products, services or enterprises of a corporate partner or associated entity may not be conducted within national park units in order to maintain the long-standing policy of the NPS that parks not be commercialized.
- (g) The NPS will not allow the Arrowhead symbol or an NPS employee or any part of the uniform to be featured in any advertisement that promotes a corporate brand, service, product, or enterprise; and
- (h) NPS must review and approve all campaign related informational materials prior to their distribution (regional/national campaign material requires National Partnership Office approval; local requires Regional Office review).

Corporate campaigns must be conducted with high standards that maintain the integrity of the NPS and its partners. Corporate campaigns which identify the NPS with alcohol or tobacco products will not be authorized.

7.1 Corporate Campaign Agreements Undertaken in Association with the National Park Foundation. The Director and the National Park Foundation (Foundation) have entered into the Corporate Campaign Agreement which authorizes the Foundation to enter into corporate campaigns generally, and provides the terms and conditions that now govern the "Proud Partners of America's National Parks" program. This agreement is included in the *Reference Guide*.

Proud Partners are a special category of corporate partners who have joined with the Foundation and the NPS to connect national parks to all Americans. Proud Partners have the opportunity to inform the public through national marketing activities that they are assisting the Foundation and the NPS in meeting the needs of the National Park System and to invite the public to add their support. The Foundation and NPS have developed a Proud Partner branding logo for use by Proud Partner corporations in their marketing materials.

7.1.2 Proud Partner Marketing Exclusivity. A Proud Partner agreement affords a corporate Proud Partner industry "exclusivity" at the national marketing level for a product or service category. This means that once a Proud Partner agreement is executed, no other nationwide corporate campaign agreements may be executed in the specified Proud Partner's product or service category. NPS only offers exclusivity through a Proud Partner relationship.

Upon execution of a Proud Partner Agreement, the Director will notify park managers of the new Proud Partner, the purposes set forth in the Proud Partner agreement, the category for which marketing exclusivity is being granted and the effective dates of the agreement. In the event a new Proud Partner is engaged in a business, product or service category occupied by another partner under a regional or national corporate campaign agreement entered prior to the effective date of the new Proud Partner agreement, that the pre-existing corporate campaign may continue only until the end of the existing term of that agreement or as agreed to by the NPS and the President of the National Park Foundation. Local campaigns may continue unaffected.

If a corporate partner's business involves a product or service for which exclusivity has been afforded to a Proud Partner, NPS will not execute a corporate campaign agreement authorizing national, state, or

regional press events or promotions, including web-based promotions.

7.2 Park-Based Corporate Campaigns. When individual park units are approached with a corporate campaign proposal, the National Partnership Office must be contacted to determine if the proposed campaign is permissible. The *Reference Guide* contains a list of questions to help determine whether an offer of corporate support is philanthropy or a corporate campaign. The following guidance is used by the National Partnership Office to assess whether proposed corporate campaigns activities may be authorized:

- (a) **Single area marketing and advertising:** Individual parks, NPS partners, and a corporate partner may enter into corporate campaigns either within or outside of the Proud Partner marketing exclusivity categories as long as all resulting marketing or advertising remains within the single local market area. Thus, web-based promotions are not allowed. A single local market is the metropolitan area immediately surrounding or adjacent to the park unit. If there is no such metropolitan area (e.g. the area surrounding the park unit is sparsely populated), the superintendent must consult further with the National Partnership Office to identify the applicable marketing area.
- (b) **State, Regional, or National Area Marketing and Advertising Outside Proud Partner Categories:** After consultation with the President of the National Park Foundation, the Director may authorize a corporate partner to engage in the use of paid media activities directed at a state, regional, or national market to inform the public of their support of a park or program. Requests should be submitted through the National Partnership Office and contain the information identified in the *Reference Guide*.

Approved corporate campaign activities must be consistent with the specific requirements of Section 7.0 (a-h) and other applicable provisions of this Director's Order, such as those relating to fundraising agreements and donor recognition.

8. Fundraising by Outside Entities

While the NPS does not regulate the conduct of fundraising partners, fundraising activities that may result in donations to the NPS are only appropriate when consistent with law and the mission, goals and policies of NPS and the Department of the Interior. To ensure such consistency, in most cases NPS only accepts donations from fundraising campaigns for its benefit that have been conducted pursuant to written agreements with its fundraising partners. Where a written agreement is required but has not been executed, the NPS will not accept the donations without the approval of the Associate Director for Partnerships, Interpretation, Education and Outdoor Recreation. There are two types of agreements that are used to address partner fundraising, general agreements and fundraising agreements.

General agreements establish long-term relationships between NPS and its partners. General agreements may, in part, be used to authorize fundraising to support ongoing NPS needs. General agreements may also address many aspects of the relationship between NPS and its partner. A general agreement may address, for example, partner fundraising for educational materials, fundraising to support interpretive services provided by the partner and the partner's use of NPS facilities.

When fundraising efforts are designed to support specific projects, e.g., the planning and implementation of a new park program, the construction of park facilities, the fabrication of park exhibits, the restoration of historic sites, etc., fundraising must be addressed in a fundraising agreement. Where a general agreement between NPS and a partner already exists, fundraising agreements may "tier off" the general agreement as frequently as is needed.

Fundraising activities are not to be authorized in other forms of NPS agreements, e.g., cooperating association agreements, cooperative agreements, or grant agreements.

8.1 Thresholds and Agreements. The goal and complexity of a fundraising effort will determine how it would be authorized:

- (a) Small-scale fundraising efforts or events that raise funds for the NPS do not require written fundraising agreements. These include efforts or events that are local or community based, locally publicized and are not expected to exceed \$2,500 in donations.
- (b) Fundraising efforts or activities that are intended to raise over \$2,500 are to be authorized in a written agreement. The *Reference Guide* contains two model fundraising agreements: the Basic Fundraising Agreement (BFA) and Comprehensive Fundraising Agreement (CFA). The BFA may be used to authorize relatively low dollar value fundraising activities that are not authorized by an existing general agreement between the partner and NPS. The CFA should be used to authorize all other project specific fundraising efforts.

8.2 Contents of Fundraising Agreements. Fundraising Agreements contain appropriate provisions that identify or establish, for example:

- (a) Goals and objectives associated with a fundraising effort;
- (b) Prioritized project(s) or program(s) to be funded;
- (c) Procedures governing construction;
- (d) Terms and conditions of any endowments when applicable;
- (e) Accountability requirements for all funds raised and, when appropriate, for the security of funds invested by the partner related to a fundraising campaign;
- (f) The applicable review process for prospective contributions; and
- (g) Requirements that fundraising partners not lobby Congress to fund elements of a project that are contemplated in the fundraising agreement to be raised through private donations.

The model Basic and Comprehensive Fundraising Agreements (see Section 8.1 of the *Reference Guide*) contain additional clauses and provisions to include in the Fundraising Agreement. The National Partnership Office and the Solicitor's Office can provide additional advice and guidance on Fundraising Agreements.

8.3 Determination of Feasibility for Fundraising Success. Feasibility studies are a standard tool used by fundraising professionals for assessing the likelihood that a fundraising effort or campaign will be successful. Feasibility studies are required for projects that require the Director's approval. The park and region may request this requirement not be applied in appropriate circumstances. The request should be submitted to the Director through the National Partnership Office. Assessment of the request will be based on the experience of the partner in fundraising efforts of the magnitude proposed and the experience of the superintendent and park staff in executing the type of project contemplated. The *Reference Guide* contains additional information on feasibility studies.

8.4 Fundraising Plans. All fundraising which requires a written agreement also requires a fundraising plan. While the complexity of the plan will vary according to the magnitude of the endeavor, in general the plan should detail techniques, timing, staff needs (including use of paid consultants), strategy, costs, and other components identified in the *Reference Guide*. Fundraising plans are reviewed by the NPS during the review of the fundraising agreement.

8.5 Review of Contributions. In many cases, donors contribute directly to a non-profit partner of the NPS, with the partner subsequently making the donation to NPS. The DOI has established departmental policy governing the review of donations both directly and indirectly to the NPS. Most non-profit partners also have their own professional standards under which donations are screened. Donor review is required of partners engaged in fundraising for the benefit of the NPS and the process and thresholds for donor review are to be set out in the fundraising agreement between the NPS and the partner. The model CFA, included in Section 8.1 of the *Reference Guide* provides details on the donor review requirements to be included in a Comprehensive Fundraising Agreement.

8.6 Fundraising Costs. All costs associated with a fundraising effort, including required plans and studies, are the responsibility of the fundraising partner. To maintain the integrity of fundraising efforts associated with the NPS and the interests of donors, the NPS will not authorize fundraising that anticipates fundraising costs in excess of 20%. Fundraising costs associated with a specific fundraising effort must be accounted for separately from other activities, expenses and donations. Any fundraising consultants and staff, if compensated, are to be paid a salary or flat fee. The NPS will not approve fundraising plans/agreements where payments are made as commissions or as a percentage of the funds raised.

8.7 Endowments. The establishment of an endowment should be considered for inclusion in any major fundraising campaign to provide for future operations, maintenance and repair costs associated with capital improvements. Endowments may also be used to establish or expand park programs. The NPS and its fundraising partner should agree in advance on general categories for which funds will be expended and ensure that NPS has sufficient discretion for the use of the funds to meet its day to day needs, consistent with the purposes for which the endowment was created.

Factors that should be considered in authorizing the creation of an endowment are:

- (a) How and by whom the endowment will be administered;
- (b) How endowment funds are to be used;
- (c) Process of authorizing expenditures;
- (d) Investment policy for the endowment funds;
- (e) Funds accountability;
- (f) Circumstances, if any under which the corpus may be used; and
- (g) Contingencies for the disposition of the endowment in the event of the dissolution of the partner or the endowment.

9. Construction – Partnership Construction Projects

Construction of facilities in the National Park System is primarily accomplished with appropriated funds. However, various construction projects throughout the system have been built at least in part utilizing donated funds. Construction projects undertaken with donations are considered “Partnership Construction Projects” and are further described in Section 9 of the *Reference Guide* and on the NPS Partnership web site: (www.nps.gov/partnerships/capital_campaigns.htm) which reflect the generally applicable requirements for all construction within parks.

Partnership construction projects are evaluated using the same criteria as those used for appropriated funds. They must:

- (a) Be for a previously identified priority, consistent with park planning documents;
- (b) Be included in the NPS five-year capital plan if any appropriated funds are to be used for the

project;

(c) Be sustainable over time in terms of maintenance and operations.

The Partnership Construction Process set forth in Section 9 of the Reference Guide provides valuable guidance for all partnership construction projects irrespective of their dollar value. The process is mandatory for all such projects with an estimated cost of \$500,000 or more.

The Partnership Construction Process is intended to create common expectations between the NPS and its partner and ensure that projects are properly scoped, meet critical mission needs, and can be operationally sustained. Regional Directors are responsible for ensuring that partnership construction projects in their respective regions follow the phases of the Partnership Construction Process. See also, the model CFA in Section 8.1 of the *Reference Guide*.

10. Donor Recognition

Recognizing the support of donors is important. The NPS is appreciative of private sector contributions that aid in the accomplishment of its mission and will thank all donors in an appropriate fashion. Consistent with the policies expressed in this section, specific forms of donor recognition may include letters of acceptance and appreciation, press releases, public events, mementos, certificates, and other items that commemorate the gift. All types of recognition should be agreed to in writing with fundraising partners in advance of the acceptance of the donation.

The NPS will, at minimum, acknowledge all direct donations in writing through a letter of acceptance which will note the amount of the cash donation and will serve as a record the donor may use to verify their charitable contribution.

Most donors view a donation to a group fundraising for the benefit of the NPS as a donation to the NPS. It therefore is appropriate that both the partner and the NPS express appreciation consistent with NPS policy.

10.1 Off-Site Donor Recognition. Most donor recognition should occur outside parks, through letters of appreciation, press releases, mementos, certificates, and other items that commemorate a donation.

(a) Thank you letters – All donors should promptly receive a letter of appreciation. The thank you letter can be used as the required NPS letter of acceptance of the gift and to acknowledge or articulate any condition that might apply to, as well as to express appreciation for, the donation. It should acknowledge the gift, the donor, date of acceptance and, if cash, the dollar amount. It should also fairly describe in-kind gifts. Except in certain cases for donations of land, the letter should not attempt to value non-cash gifts.

(b) Awards – Nomination for an award may be appropriate for some donations. Parks and regions may establish and use their own appropriate awards. National award nomination calls may be publicized through InsideNPS as well as other sources. When appropriate, NPS units and programs may also consider nominating a donor for non-NPS awards.

(c) Publicity (unpaid media) – Press releases to newspapers, magazines, web, radio, and television media, articles in park and NPS newsletters, and articles in the donor's media (e.g., corporate employee newsletter, annual report) are a few of the ways that NPS may publicly recognize donors through unpaid media.

(d) Park Newspaper – An article in the park newspaper or newsletter is another way to recognize

donors as well as to highlight the contributions of a park friends group or other partners.

(e) Events – Media events, press announcements, photo opportunities, ground breakings, ribbon cuttings, meal functions or other recognition events, and other activities or forums in which the donor is involved (e.g., annual meeting/convention of non-profit organizations) can be used to provide high-profile donor recognition. Some of these events may be held on-site in accordance with NPS guidelines.

(f) Mementos – A book, park lapel pin, or other park- or project-related memento might be appropriate as an expression of appreciation. These may also be presented in conjunction with other forms of recognition depending on the nature and significance of the donation. These kinds of items might be sent to the donor, presented in a simple ceremony, or tied into media events or other activities.

(g) Park Websites – Parks may set up a page on their websites to function as a donor recognition board. See the Section 10.2.3 for additional guidance.

10.2 In-Park Recognition. In some cases a gift may warrant in-park recognition. This section describes the in-park donor recognition options available to park managers. This form of donor recognition will likely occur in the park's visitor center or other similar facility or developed area.

In-park recognition is typically provided in the form of a credit line or statement of appreciation by a park. A credit line is a short, discrete, unobtrusive statement expressing appreciation typically found at the end of the material or item, or on a donor recognition plaque.

To maintain NPS policy that parks be free of commercialism, advertising and marketing slogans and taglines may not appear under any circumstances. Donor recognition is not allowed on motor vehicles or on bricks, benches or other park furnishings.

Donor recognition should not be proposed in park areas if it would compete for attention with, or attract attention away from, the purpose for which the park was created.

Other opportunities for donor recognition include donor books which may be kept on display, computer terminals with searchable donor lists, articles or displays of donor names in park newsletters.

Recognition for donations to the development of websites is generally permitted. The National Partnership Office and the Office of the Chief Information Officer (OCIO) will work on additional guidance as new web standards are developed. In the interim, any request for recognition on a park or program website should be submitted to the National Partnership Office to be coordinated with the OCIO for review.

Recognition on signs is described below and illustrated in the *Reference Guide*. Recognition would generally not be included on park regulatory or safety signs.

10.2.1 Credit line including logos or name script. Sometimes a corporate or business donor will request that its name script or logo be included as a part of its recognition. This may be appropriate when the recognition will appear as part of a credit line on printed or electronic material, audio/video/film products and temporary construction/restoration signs. The *Reference Guide* will include examples of each kind of recognition.

Brochure or other printed material: The credit line on a park brochure may state: "This brochure was made possible through the contribution of _<logo, name script, or name>_____".

Electronic material (video/film/etc): The donor recognition may appear either at the beginning of the presentation or at the end. However, the use of digital on-screen graphics or "bugs" are not permissible forms of donor recognition. In the case of computerized information kiosks or other

electronic displays to be placed in visitor service areas, the credit line containing the donor name script or logo may appear either at the beginning of the presentation or at the end. The recognition may not appear on the kiosk casing itself.

Temporary construction/restoration signs: A temporary restoration or construction sign may recognize donors' contributions to the project. The sign should be informational, of appropriate design and scale, and express clearly that the NPS is recognizing the donation. It should inform visitors about the nature of the project and the support of the donor. The sign may remain in place for the duration of the work and should be removed shortly after the work has been completed. The *Reference Guide* will include examples.

10.2.2 Credit line. Recognition for all other donated or donor funded items, including interpretive waysides, recreation equipment and other items that remain in the park, may include a short, discrete, unobtrusive credit line using the donor's name (but *not* name script or logo).

Additional information about the use of corporate logos and name script can be found in Section 10.4.

10.2.3 Donor Boards and Walls. Donor recognition boards or walls may be permitted in visitor centers and other appropriate visitor facilities. These boards or walls should utilize a format that allows recognition of donors by the placement of name plates or other markers that can be added and removed with relative ease. Electronic donor recognition boards are a new trend in this area.

A park's Donor Recognition Plan should establish criteria for any donor boards or walls, including minimum thresholds for recognition and duration. The period of recognition should be commensurate with the level of the gift and life cycle of the facility. Short-term displays may be appropriate during the life of a fundraising effort, while longer-term displays may be appropriate for significant donations. The names of corporate or business donors will appear in the same fashion as any other names, but corporate name scripts and logos will not be used on donor boards and walls.

Donor Boards and Walls, either electronic or traditional, should be integrated into the design of facilities.

10.2.4 Recognition of Corporate Donations. Corporate donors may receive recognition on the same basis as other donors. However, government ethics regulations prevent NPS employees from using their Government positions, titles, or any associated authorities to endorse, expressly or impliedly, any products, services or enterprises except in furtherance of specific statutory authority authorizing such endorsement.

10.2.5 Recognition within Interpretive Programs. Where a donation is integrally related to the park, to the existence of the park, or to what is being interpreted, interpretive programs may identify the donor and how the donation was used.

10.2.6 In-Park Displays, Name Plaques and Plates. When in-park displays are deemed appropriate, tasteful and unobtrusive signs, plaques or other treatments may be used. The duration of this form of recognition may vary depending on the project, donation and location. See section 10.3 for additional discussion.

Plaques are not to be affixed to the "historic fabric" of structures nor should they, or any other donor recognition treatment, be placed in natural zones or cultural zones where they would intrude on the character of the area.

Plaques acknowledging the contribution of a donor to the restoration or rehabilitation of a room or facility are allowed. Such a plaque may state, for example:

“The renovation of this room (or facility) was made possible through the generous donation of (fill in the name).

The naming of rooms, features, or park facilities will not be used to recognize monetary or in-kind donations to a park or the NPS.

10.3 Donor Recognition Plan. A Donor Recognition Plan sets out the basic philosophy to guide donor recognition activities. It provides a framework for donor recognition in a park or by a program, ensuring that recognition is commensurate with the level of the gift, while allowing a measure of flexibility to meet the needs of individual donors. The plan also helps fundraising partners understand the means and levels of recognition that the NPS can provide.

A Donor Recognition Plan is required for all parks and programs that receive or are likely to receive donations. While these plans will vary from park to park and program to program, there are several fundamental policies that control all such plans.

Donor Recognition Plans should include, at a minimum, the following elements:

- (a) A statement of the basic philosophy of donor recognition opportunities consistent with park mission, purposes, and plans;
- (b) Procedures for acknowledging/thanking donors;
- (c) Hierarchy of donor levels and associated recognition;
- (d) The range of allowable forms of in-park recognition, as well as the appropriate locations, consistent with this section;
- (e) Criteria for donor boards or walls, if any, including the location, minimum thresholds for recognition and length of time the recognition is in place;
- (f) Conditions under which donors/donations to partners will be recognized by NPS consistent with Section 6.1.1.

Donor Recognition Plans for parks that receive minimal donations (less than \$50,000 annually) may simply be a memo stating that the park will send a thank you note in response to any donation over \$100.

Donor Recognition Plans are developed and approved at the park and program level with the concurrence of the appropriate Regional or Associate Director. Consistent with this section:

- Regional Directors may establish common recognition standards that apply to multiple parks within a region;
- Associate Directors may establish common recognition standards that apply to multiple programs within a directorate.

Park partner donor recognition plans should complement a park or program plan with respect to the donor recognition provided by NPS. Park partner donor recognition plans should be reviewed and approved by the superintendent if they include in-park recognition and to generally ensure consistence with the park's plan. This will ensure that a fundraising partner will not inadvertently lead a prospective donor to expect a level of recognition that the NPS cannot, or will not, fulfill.

The *Reference Guide* will include additional information as examples become available.

10.4 Special Events. The primary guidance for holding special events (or “special park uses”) is found in Director's Order #53 on Special Park Uses and in Special Directive 95-11. Director's Order #21 applies to NPS donor or partner recognition at such events.

Special events fall into two categories: non-NPS events allowed under special park use permit, and events wholly or partially sponsored by the NPS (see 10.7.1, below). In either case, they may recognize

corporate sponsors by limited use of corporate logos and name script on event facilities, signs and literature at all such special events provided that the size, scale, scope and location of corporate logos and name script does not dominate the event facilities or area. This is intended to ensure that there is not commercialization of parks.

10.4.1. NPS Sponsored and Co-sponsored Events. For officially-sponsored NPS events, the NPS may provide appropriate recognition provided that corporate names are not used in a way that would imply or suggest NPS endorsement of a product or company, or be construed as commercial solicitation or advertising. The purpose of such recognition is simply to acknowledge the sponsor. To ensure against the appearance of endorsement, the pre-event written agreements must spell out the responsibilities of the parties and any conditions on the offering or acceptance of the gift and should include provisions specifying the amount, type, and size of sponsor recognition signs. These provisions may be included in a special park use permit, an exchange of letters or other written documentation.

On-site notices (e.g. banners) must be appropriate to the character and scale of the event. The park manager may display such notices for a period of time in advance of the event to encourage public attendance. Sponsors may be permitted to establish a temporary hospitality area for sponsored special events.

Distribution of free or sample products is permitted at events co-sponsored by NPS only if the item directly relates to the purpose of the event (e.g. plastic bags for a clean-up day) or is consumable at the event. The items may be imprinted with the name of the event and recognize sponsors by name (using name script if desired), logo and website address.

Additional requirements may exist at specific areas of the National Park System.

10.4.2 Non-NPS Events. Guidance on this topic is found in Director's Order #53 on Special Park Uses. Notices on temporary displays directly associated with the event containing sponsors' names or logos or name script may be placed in close proximity to the event in both time and location.

Distribution of free products or sample products to park visitors is not permitted at non-NPS events.

Additional requirements may exist at specific areas of the National Park System.

-----*End of Director's Order*-----

Reference Guide To Director's Order #21 Donations and Fundraising

Note to the Reader: The Reference Guide to Director's Order #21 on Donations and Fundraising is the back-up documentation for the Director's Order and is intended to be read in tandem with that document. It is comprised of distinct segments of information that tie directly back to the corresponding section in the Director's Order. The document will grow as additional templates, examples, and background information becomes available.

The table of contents is directly from the Director's Order. Where reference guide materials are available it is indicated by underlined bold text. These titles are formatted in such a way that on-line readers of the document may hyperlink to the relevant material.

The complete reference guide is available at the following website:

<http://www.nps.gov/policy/DOrders/DO21-ReferenceGuide.html>

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