



**City Planning and Urban Affairs Symposium May 2013**

# **BOSTON HARBOR ISLANDS ADVISORY PLAN**



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## Acronyms and Terms:

Boston Harbor Islands Partnership – “the Partnership”

Boston Harbor Islands Recreation Area – “the Islands”

General Management Plan – “GMP”

National Park Service – “NPS”

The 2013 Boston University Graduate City Planning and

Urban Affairs Symposium Team – “Symposium Team”

Climate Friendly Parks Action Plan – “CFP Action Plan”

Department of Conservation and Recreation – “DCR”

# EXECUTIVE SUMMARY

The 2013 Boston University Master of City Planning and Urban Affairs Symposium Team was commissioned by the Boston Harbor Islands Partnership (“the Partnership”) with preparing an Advisory Plan for the revision of their core planning document, the General Management Plan (“GMP”). After an in-depth, four-month review of the Boston Harbor Islands national park area (“the islands”) GMP and the changes in the social, economic, political, technical, and natural environment that have taken place since 2002, we have found the most pressing issues facing the Partnership are:

- Park visitors do not represent the diverse demographics of the Greater Boston Area.

- Advancements in social media technology are not leveraged to their full potential.

- The Partnership’s climate change efforts and the NPS’ policies toward climate change are not codified in the GMP; which may inhibit the Partnership’s ability to plan for the long-term impacts of climate change.

- Although park operating costs are increasing, the current funding sources are public sector contributions and philanthropic donations, which can fluctuate on an annual basis, making for an unsustainable revenue model.

- There is a risk of losing institutional memory with the transition of key staff. The primary mechanism for conflict resolution within the Partnership is imbedded within informal relationships of key staff. As transitions occur, the Partnership becomes vulnerable to losing institutional memory and the ability to resolve conflicts which may arise.

- Fundamental resources and values are not clearly defined and prioritized within the GMP.

In order to address these issues, we propose the Partnership take the following actions:

- Strengthen outreach efforts through the use of technology and cultural competency aimed at attracting a more diverse visitor base reflecting the demographics of the Greater Boston Area.

- Include climate change in the GMP as a means of recognizing its role in the Islands' changing environment, and to accurately reflect the NPS' recognition of climate change.

- Commission a Financial Sustainability Analysis aimed at identifying the opportunities for increased private sector service management and revenue generation within the park's mission.

- Ensure the longevity of Partnership communication channels through formal conflict mediation mechanisms with emphasis on maintaining institutional memory.

Given the issues and recommendations regarding outreach, climate change, financial and relationship management, our final and principle recommendation moving forward is to centralize fundamental resources and values in the form of a Foundation Statement. This will allow the leadership of the park to make balanced management decisions based on their core values and mission. Moreover, the process of creating a Foundation Statement offers the opportunity to revisit the priorities of the park, which is needed as the dynamics of the Partnership continue to change in order to keep the Boston Harbor Islands Partnership on the cutting edge of policy and management trends within the National Park Service.

Executive Committee:

 Douglas Johnson

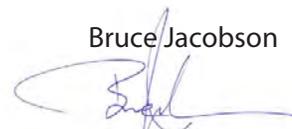
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# ACKNOWLEDGEMENT

On behalf of the Boston Harbor Islands Partnership, I thank the Symposium Team, and Dr. Silva, for their rigorous analysis of the park's general management plan. I was among those who authored the plan, and grateful for the chance to revisit its basic assumptions. As they suggest, change is needed "to keep the Boston Harbor Islands Partnership on the cutting edge of policy and management trends within the National Park Service." The revisions they suggest will help to lead us in that direction.

Bruce Jacobson



Superintendent  
Boston Harbor Islands  
National Recreation Area

# INTRODUCTION

The 2013 Boston University Graduate City Planning and Urban Affairs Symposium Team (“Symposium Team”) was tasked with preparing an Advisory Plan for the revision of the Boston Harbor Islands General Management Plan. The Symposium Team was asked by representatives of the National Park Service (“NPS”) to determine what content within the GMP needed to be revised based on changes that have occurred since 2002, and to make recommendations to ensure the GMP’s ongoing relevance as a park planning tool.

The year 2016 marks two important events for the Boston Harbor Islands: NPS will celebrate its 100th anniversary, and the Islands will celebrate its 20th anniversary as part of the NPS system. These landmark anniversaries are an appropriate time to reflect on both the changes that have occurred within the Islands and the external trends that will influence them in the future. This time is even more significant to the Boston Harbor Island Partnership as it begins the process of reevaluating its GMP.

## *General Management Plan Background*

The unique and collaborative structure of the Partnership reflects the story of the Islands establishment as a unit of the NPS in 1996, which largely came about through citizen and political participation focused on cleaning up Boston's harbor. From 1997 to 2002, when the GMP was published, the Partnership continued to seek public input through meetings, workshops, and presentations. The end product was a policy-level document intended to guide park management through long-term planning policy, often looking fifteen to twenty years into the future of the Islands.

More specifically, the NPS defines the GMP as “the foundation for all subsequent planning and management, other plans tier off the general management plan. It provides a consistent framework for coordinating and integrating all the various types of park planning and implementation that are needed.” (National Park Service [NPS], 2013a)

While the NPS offers a detailed definition of a GMP and how it should be used, the Symposium Team, through interviews with GMP users, aimed to learn how the document is interpreted and used in practice. In fact, many of the interview questions were designed to gain insight on the relevance of the GMP in the daily work and decision-making of Partnership staff and Island stakeholders. One interviewee emphasized the importance of the GMP in reinforcing the cooperative management and collaboration among the partners. Overall, the Symposium Team learned that the GMP is frequently referred to by its users to guide decision-making regarding funding and other complex issues within the Partnership.

## *Project Scope*

The overall goal of the Symposium Team was to identify the most influential and overarching trends in the last ten years that may have had an impact on the management of the Islands. The trends and themes chosen were based on extensive research of the Islands and of other NPS Units. The key trends were synthesized into policy recommendations for the GMP's revision. The trends covered in the Symposium Team's research focused on the broader management of the Islands, as opposed to micro-level trends specific to the Islands. For example, Island wildlife patterns and water quality did not fall within the scope of this project. The deliverables are policy-level management recommendations that can be applied specifically to the amendment of Islands' GMP. While many of the suggestions complement recent plans released by the Partnership, such as the 2016 Strategic Plan, the policy recommendations and revisions in this Advisory Plan do not apply to such documents.

The extent of our process was informed by online research, as well as interviews with Island stakeholders both within and outside the Partnership. All research and interviews were conducted by the Symposium Team between January and April of 2013. Our recommendations fall into two categories: (1) broad recommendations for updates to the language and policy of the GMP based on trends and (2) richer recommendations that aspire to enhance the operations and relationships of the Partnership based on research findings from other National Parks and internal findings provided by interviewees. This Advisory Plan presents analysis of major trends, how they relate to the GMP, other significant findings, and our recommendations for updating the GMP.

For more detailed information on the Interviews, see Appendix 1 and for more information regarding the Symposium Team's work process see Appendix 2.

## *Summary of Trend Analysis*

An essential element in the development this Advisory Plan was the identification of trends and changes that have occurred since 2002. The following is a summary of the analyses of the most influential trends over the past ten years, which could have the greatest impact on the Islands and its management. These trends and their implications are discussed in greater detail in the subsequent chapters of this document.

### Outreach

Changing ethnic and age demographics are reshaping the population of Greater Boston. In the last decade, Black, Asian, Hispanic/Latino, and other minority groups have increased, as the White population has slowly decreased. While Boston is becoming a minority majority city, visitors to the Islands have not reflected this pattern.

In addition to demographic changes, technology has significantly evolved since 2002. National Parks are becoming increasingly tech-savvy, offering interactive websites, downloadable podcasts, smart phone integration, and centralized data and document storage. Technology has made great strides and will have strong influence over both visitor outreach and internal park operations.

### Climate Change

When the GMP was published in 2002, climate change was a controversial topic of debate. Ten years later, reputable sources have confirmed that climate change is indeed a threat to the existing environment, particularly coastal areas. The NPS has taken a strong stance in the climate change discussion. Its website has a section dedicated to climate change and many National Parks have incorporated climate change mitigation and adaptation into their

management plans in an effort to protect their treasured resources for future generations.

### Financial Management

While federal contributions to the Islands have been declining, park operating costs are on the rise. In response to reduced funding streams, Public-Private Partnerships are becoming more common to help shift financial and managerial burdens. While the Islands were one of the pioneers of cooperative management in the NPS, many other parks have followed suit. Several National Parks have developed innovative management structures that include adaptive reuse of built resources and new development, which benefit the park and still fall within the parks' missions.

### Relationship Management

The Islands depend on cooperation among public, non-profit, and private agencies, making partner rela-

tionships essential to efficient management. Over the last ten years, some of those internal roles and relationships have evolved as agencies have merged and transitions of key staff have occurred.

### Foundation Statements

In 2006 the National Park Service's Management Policy included a section on Foundation Statements. Since then, several parks have included a Foundation Statement as either a stand-alone document or as a chapter within their GMP.

This trend analysis has served as the basis for the recommendations presented in this Advisory Plan.

## *Issue Statement*

As is, the General Management Plan is out of date in its portrayal of current and emerging trends. More importantly, it does not credit many of the management efforts made by the Partnership since 2002, such as the adoption of the Climate Friendly Parks Action Plan (“CFP Action Plan”). Without a revision to reflect these changes, the GMP is at risk of losing its relevance as a planning document that is able to guide the day-to-day activities of the Islands, as well as diminishing its effectiveness in enabling leadership to carry out the park mission.

While research and interviews confirmed the comprehensiveness of the GMP, the Symposium Team has identified key opportunities to improve the strength and usefulness of the plan in its next phase. Left undressed, the issues that may impede the GMP’s ability to serve as a relevant planning document are summarized as follows:

- Park visitors do not represent the diverse demographics of the Greater Boston Area.
- Advancements in social media technology are not leveraged to their full potential.
- The Partnership’s climate change efforts are not codified in the GMP; this may inhibit the Partnership’s ability to plan for the long term impacts of CC.
- Although park operating costs are increasing, the current funding sources are primarily philanthropic donations and public sector contributions, which can fluctuate on an annual basis, making for an unsustainable revenue model.
- The primary mechanism for conflict resolution within the Partnership is imbedded within informal relationships of key staff. As transitions occur, the Partnership becomes vulnerable to losing the institutional memory and the ability to resolve conflicts that may arise.
- Fundamental resources and values are not clearly defined and prioritized within the GMP.

## *Summary of Advisory Plan Recommendations*

The Advisory Plan includes recommendations in the areas of Demographics and Technology, Climate Change, Financial Management, and Relationship Management, as well as a recommendation to add a Foundation Statement to prioritize the Islands' values and resources. Format and editing changes to the General Management Plan are proposed and discussed at length in the following chapters. A summary of the policy recommendations are as follows:

- Strengthen outreach efforts through the use of technology and cultural competency aimed at attracting a more diverse visitor base that reflects the demographics of the Greater Boston Area.
- Include climate change in the GMP as a means of recognizing its role in the Islands' changing environment, and to accurately reflect the National

Park Service's recognition of climate change.

- Commission a Financial Sustainability Analysis aimed at identifying the opportunities for increased private-sector service management and revenue generation that are within the Park's Mission.
- Ensure the longevity of Partnership communication channels through formal conflict mediation mechanisms with emphasis on maintaining institutional memory.

Given the issues and recommendations regarding outreach, climate change, financial and relationship management, our final and principle recommendation moving forward is to centralize fundamental resources and values in the form of a Foundation Statement. This will allow the leadership of the park to make balanced management decisions based on their core values and mission. Moreover, the process

of creating a Foundation Statement offers the opportunity to revisit the priorities of the park, which is needed as the dynamics of the Partnership continue to change in order to keep the Boston Harbor Islands Partnership on the cutting-edge of policy and management trends within the National Park Service.

### *Application of the Advisory Plan*

As a whole, this Advisory Plan may be used by members of the Partnership to update or amend the current GMP. The recommendations in this Advisory Plan are intended to act as a catalyst to spur discussion about the future of the Islands and their management. The Partnership may use the information provided in this document to:

- Make informed decisions about the future of the GMP
- Conduct further research or studies based on the most relevant trends
- Develop an action plan based on the issues presented
- Make formatting and copyediting changes to the GMP for improved usability

This Advisory Plan is structured in such a way that each section corresponds with an influential trend. These sections will begin with an analysis of the trend and how it relates to the General Management Plan, followed by a recommendation for how to update the GMP with both policy action and formatting or text changes to the current GMP.

In the Foundation Statement section, the Symposium Team explains how a Foundation Statement can benefit the GMP.

Appendix 1 provides more detailed information on the Interviews conducted. Appendix 2 , provides more information regarding the Symposium Team's work process. In Appendix 3, the Symposium Team offers suggestions for copyedits that should be made to the GMP. As a means of ensuring the GMP's relevance as an up-to-date plan, the format of the GMP must be available to its users in a way that is efficient and acces-

sible. As conditions change, a viable plan must be able to be amended in order to retain the Partnership's sense of ownership, its relevance to decision-making, and its ability to serve as a foundation for planning. Appendix 4 presents examples of National Park Foundation Statements in support of the recommendation that the Islands adopt a similar creed that prioritizes the Islands' resources. The format and content of these Foundation Statements can serve as templates to inspire the Partnership as they craft their own Foundation Statement for the GMP.

**DEMOGRAPHICS AND  
OUTREACH TECHNOLOGY**

Strengthen outreach efforts through the use of technology and cultural competency aimed at attracting a more diverse visitor base that reflects the demographics of the Greater Boston Area.

Since the GMP was created in 2002, both the demographics of the Greater Boston Area and the technology available to communicate with this population have changed. The Islands have already recognized this change, stating on page 4 of the 2016 Strategic Plan that “For parks to remain relevant, especially to young people, they will need to stay abreast of tech-

nological change and remain flexible in providing content consistent with visitor expectations” (BHIP, pg. 4, 2009). This section does just that by outlining the trends in changing demographics and outreach strategies, and provides recommendations for how the GMP should be updated to reflect these changes in order to increase outreach to a more diverse pool of potential visitors.

## Trends in Demographics

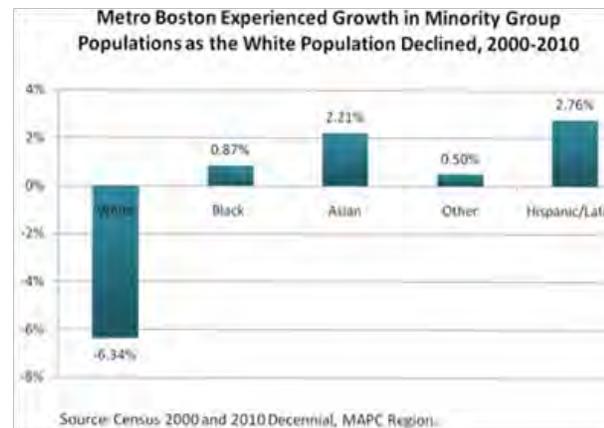
The NPS has recognized that on a national level there has been a demographic shift towards a more diverse population. At the NPS Superintendent's Summit in 2008, Dr. Emily Sheffield said that by 2043:

*The 400 million Americans are likely to be 22 percent Hispanic, up from 13 percent today. African-American and Asian and Pacific Islander numbers will also grow significantly, while the white population falls from 70 to 55 percent. Accompanying these trends will be significant additional changes, including social ones, such as increased use of languages other than English in the home, and especially wider adoption of emerging technologies. (Sheffield, 2008)*

Within the Greater Boston Area, the population has also grown to be increasingly diverse, multicultural and multi-lingual. Opportunities in world-class uni-

versities, medical centers, technology, design and the arts continue to draw increasingly diverse populations to this vibrant community. The African-American, Asian, Hispanic/Latino and other minority group populations in the Greater Boston area have increased in the last decade, while the Caucasian population has slowly decreased. This trend is shown below in Figure 1.

Figure 1:



## *Trends in Outreach Technology and the use of Cultural Competency*

Since 2002, both parks within the NPS and the Islands have increasingly used technology for outreach and educational purposes. The digital interpretive toolbox the NPS uses to share stories and experiences now includes Social Media, Mobile Apps, Kiosks, Distance Learning and more. For example:

- New Bedford Whaling National Historical Park uploads youth-oriented podcasts to iTunes and their website to engage members of their Youth Ambassador Program (NPS, 2013a).
- Yosemite National Park has found that blogs providing daily field notes and research updates can keep citizens connected with what is happening in the park (NPS, 2012b).
- Chamizal National Memorial includes a WebRangers website to engage youth in learning by bring-

ing the parks to life in their homes and schools through fun, interactive activities. Nationally, WebRangers has developed a strong base of interactive content since 2005, and has become an online destination for youth interested in history, science, nature and the NPS. It has also become an integral part of the NPS nationwide interpretive program (NPS, 2013e).

The Partnership has already stated its determination to address these changes and utilize technology to improve visitorship to the Islands. The 2016 Strategic Plan includes a section on technology that aims to increase the number of annual web visits from 679,000 to 1 million through interactive features that attract youth to the Islands (BHIP, 2009). As reflected in these examples, the innovation of technology is affecting the way people receive and interact with information and share experiences, especially in terms of how they then learn about, connect with,

and value National Parks.

In addition to these trends in technology outreach, cultural competency strategies have also been introduced in planning practices since 2002 as a way to better address the needs of a diverse demographic. Cultural competency is a principle that is becoming increasingly used in planning that specifically incorporates people's culturally-associated needs. Strategies can be as literal as making translations to address linguistic needs, or as sophisticated as learning about the inherent cultures, psychology, and philosophies of a group of people to better cater to their needs when planning. It increases the capacity for planners to "design, implement, and evaluate culturally and linguistically competent service delivery systems to address growing diversity, persistent disparities" (Georgetown University, n.d.).

### *The Boston Harbor Islands and Boston's Changing Demographics*

As an urban park system, there is a unique opportunity for the Islands to engage a diverse range of visitors both in-person and digitally. As the trends show, demographics of the Greater Boston Area are changing and so are electronic communication and sophisticated planning tools available to engage the diverse public. However, park visitors do not represent the diverse demographics of the Greater Boston Area (Figure 2) and advancements in social media technology are not leveraged to their full potential. Additionally, neither of these issues are reflected in the outreach strategies outlined in the GMP. Figure 2 below, obtained from the April 2013 Partnership Meeting, shows that in the last decade the percentage of visitors that are White has been increased from 83% to 93%.

Figure 2: Boston Harbor Islands Summer Visitors 2000-2012, small group visitors



Interviews conducted revealed that much of the Partnership is aware of this trend and indeed wish that it be reflected in management decisions. In order to adjust to the growing diversity in the population, outreach efforts will have to align with language and deeper cultural needs using appropriate and effective outreach channels including technology.

## Recommendations

Strengthen outreach efforts through the use of technology and cultural competency aimed at attracting a more diverse visitor base that reflects the demographics of the Greater Boston area.

The Partnership can utilize developing technologies that have the potential for even greater service to the Island visitors. In order to remain relevant as a viable document, the GMP should acknowledge these changes and include language that encourages the use of technology, such as social media, in a way that caters to an increasingly diverse population.

Several sections of the GMP mention the need to reach out to a diverse population, including an entire section dedicated to “Visitor Access, Use and Enjoyment”. However, these sections do not specifically mention the changing demographics or use of

technology. Slight changes to the sections listed below are needed in order to address this. The language in **bold** are additions or changes to the current language of the GMP.

- Social Science Studies (p. 69):

“The Partnership seeks greater understanding of park visitors and potential visitors, and their relations to park resources, through collaborative scholarly investigations [**and cultural competency**]. Social science surveys and research address the desire to expand the diversity of the populations served by the Partnership [**to address and cater to the changing demographics of the region**].”

- Mission Goal for Visitor Access, Use, and Enjoyment (p. 73):

“An expanded [**breadth and depth**] of visitors enjoys and is satisfied with the facilities, services,

[**technologies**], commercial operations and recreational opportunities offered on the Boston Harbor Islands and at the associated mainland sites. The attributes of these offerings include their availability, accessibility, diversity, quality and safety.”

- Visitor Use, Access and Enjoyment Section (p. 73):

“Because surveys have shown that the park is an unfamiliar, and unsought, destination for many people, even for longtime residents of the region, a park identity and marketing program [**that utilizes current technologies for outreach**] (logo, park signage system, directional signage, incentives, etc.) is developed to raise the public’s awareness of the park. Youth, in particular, must be encouraged to visit.”

In conclusion, supplementing the GMP with en-

abling language allows the Partnership to develop the appropriate outreach mechanisms that increase visitorship of the Islands. Trends have shown that the Greater Boston Area's demographic makeup has shifted to a more diverse group, yet the Island visitorship has not fully reflected those changes. The disconnect between the visitor demographics and area demographics could be interpreted as an issue of equitable access and service. In addition, the GMP has room to cater outreach efforts in a more specific and purposeful way, by using technology and culturally competent efforts. There is a need to bring awareness of the Islands to underserved communities and bridge the language gap when reaching out to non-English speaking communities. The recommendations presented here can enable the Partnership to facilitate dialogues between diverse communities and potentially explore the possibilities of incorporating cultural competency into future planning practices.

# CLIMATE CHANGE

## Include climate change in the General Management Plan to recognize its role in the Islands changing environment and to reflect the National Park Service's recognition of climate change.

Although climate change is recognized by the NPS, the GMP does not include climate change language. Climate change should be included in the GMP to affirm the role of the Islands as an environmental leader and to keep up with trends; new or recently updated GMPs include climate change language. Additionally, the NPS now recommends that parks include climate

change related language in their GMPs.

Since the publishing of the GMP, sources have confirmed that climate change is a threat to the environment, particularly coastal areas. Scientific research studies conducted by the U.S. Global Change Research Program on Global Climate Change Impacts and the Intergovernmental Panel on Climate Change have verified that observed changes in climate are due primarily to human-caused emission of heat-trapping greenhouse gases, primarily carbon dioxide, methane, and nitrous oxide, which trap heat that would otherwise be released into space. These types of emissions have been on the rise since the 19th century, and their effect on climate will persist for many more decades. Levels of greenhouse gas emissions in the atmosphere are higher now than in the last 650,000 years. As humans continue burning more and more fossil fuels, scientists believe the impacts of global warming will accelerate

in the future. (NPS, 2011)

In recent years the NPS took an official stance by declaring that climate change is real, and the federal government required the NPS to develop a response plan to climate change to reduce emissions in greenhouse gases, achieve sustainability, and implement science and planning tools for adaptation. These directives invoke two fundamental strategies that address climate change, mitigation and adaptation. Mitigation activities reduce or eliminate greenhouse gas emissions from the atmosphere and adaptation makes natural systems less vulnerable to climate change effects. The NPS released the Climate Change Response Strategy Plan and the Climate Friendly Parks Action Plan to help national parks respond to federal legislation (E.O. 13514 and S.O. 3289) (The White House, 2009). The Climate Change Response Strategy Plan emphasizes the role of Environmental Management Systems in the planning, prioritizing, and tracking of federal

sustainability efforts. In fact, Goal 10 of the plan is to “integrate climate change mitigation into NPS business practices” and recommends that parks “identify and evaluate greenhouse gas reduction options in general management plans and other planning and environmental compliance documents and processes.” The plan has four focuses: science, adaptation, mitigation, and communication. It outlines ways to adapt to the climate with adaptation policies and mitigation efforts including reduction in emissions and the implementation of sustainable operations. NPS also advocates that parks be responsible for educating the public about the changing environment. (NPS, 2011)

## *Trends in Modern General Management Plans*

Climate change language has become a trend in modern National Park Service General Management Plans. This recognizes the need to plan for the inevitable changes that impact the park's fundamental resources. Other parks are in the process of including or already include sections within their GMP that identify fundamental resources and values, desired conditions, and environmental consequences (including the impact of climate change). The NPS' Golden Gate National Recreation Area, San Juan Islands, and the Everglades all include an "Environmental Consequences" section within their GMP with environmental impact analysis. (NPS, 2008b, 2008a, 2013f) The Assateague Island National Seashore Park is drafting an introductory proposal to the public that encourages the incorporation of Climate Change policy within their GMP. (NPS, 2012c) The first document released for public input is a recommendation to include a section about the implications of climate change and climate change projections.

The Everglades National Park has become a model for adaptation strategies; Congress has allocated substantial funds for the *Comprehensive Everglades Restoration Plan*. The Park has not only become active in experimenting with adaptation strategies, such as elevated and semi-permanent structures, but they also have pioneered public outreach to increase awareness of climate change. Sections of the Everglades National Park's website, *Adapt to Climate Change and Mitigate to Climate Change* are dedicated to climate change. Each page contains strategies directed by the NPS and a *What Can You Do* section to elicit public involvement to combat the negative impacts of climate change.

## *The Boston Harbor Islands General Management Plan and Response to Climate Change*

During the development of the GMP, climate change was a controversial topic. President Bush had just withdrawn the United States from the Kyoto Protocol and several petitions surfaced that challenged the science behind climate change. As a result, the GMP does not include climate change language or describe its potential impacts. Since the 2002 GMP, climate change has become better understood and its effects more evident on both ecological systems and cultural resources. Boston Harbor Islands is a coastal park, comprised of multiple islands and peninsulas. Park lands contain nationally significant cultural and natural resources within the intertidal and adjacent coastal areas. These include military fortifications, prehistoric middens, lighthouses, bird nesting sites, and rare plants. Significant coastal resources are already being directly affected by bluff erosion and storm surge inundation,

and this direct threat to island resources is predicted to accelerate with sea level rise and increased storm intensity.

*“As a coastal island park, Boston Harbor Islands is visibly affected by climate change. About 15,000 years ago, the last great ice age both shaped and flooded the drumlins to create the islands we know today. More recently, climate change has caused rising sea-surface temperatures and sea levels, hotter summers, less snow and more rain. Rapid global warming has the Boston Harbor Islands national park on alert for “changes that could dramatically alter the region’s economy, landscape, character, and quality of life.” (NPS, 2013c)*

The Partnership adopted the CFP Action Plan in 2010. By joining, the park agreed to meet certain conditions including the calculation of greenhouse gas emissions and the creation of a reduction plan.

The participation of the Islands in the CFP Action Plan program recognizes the seriousness with which the park takes climate change and reinforces the need for their efforts to be recognized within the GMP. NPS and the Department of Conservation and Recreation (“DCR”) have set a goal to reduce or offset greenhouse gas emissions by fifty percent by 2016. The Islands have set a goal to become a carbon-neutral park by 2020. By conducting an emission inventory, setting emission reduction targets, developing this action plan, and committing to educate park staff, visitors, and community members about climate change, the Partnership provides a model for climate-friendly behavior within the NPS. The CFP Action Plan identifies steps island managers and the Partnership can undertake to reduce greenhouse gas emissions and mitigate their impact on climate change.

Although, the Islands’ CFP Action Plan indicates that the language of the GMP is consistent with the issues

and trends related to climate change and makes several references to the language of the GMP and the aforementioned consistency, however, the connection is not reciprocal. Considering the effort put into the CFP Action Plan, and the conviction with which it and the NPS have shown in response to climate change, retaining this omission may jeopardize the Island’s reputation as an environmental leader. The urgency of the current gap in content is compounded by the uniquely vulnerable position of the park as an exposed archipelago. Considering these issues the Symposium Team is making the recommendations outlined below.

## Recommendations

Include climate change in the General Management Plan to recognize its role in the Islands changing environment and to reflect the National Park Service's recognition of climate change.

The words in bold are additions or changes to the current language of the GMP and serve to support our policy statement above.

- Add language to the *Research and Information* section (p. 68-70) that recognizes and supports the research of climate change science. The quoted language below exists within the GMP; suggested new language is bolded.

- o Page 68, first paragraph:  
"Research is carried out by a variety of institutions and agencies; coordination has been done largely through channels typical

of academic exchange of information." **[By collaborating with scientific agencies and institutions, the Boston Harbor Islands can help to support scientific research, including archeology, marine environmental research, and climate change science.]**

- o Page 69, Inventory and Monitoring of Natural Resources section  
"The Boston Harbor Islands Partnership assembles baseline inventory data describing the natural resources under its stewardship, such as vegetation, fauna and shoreline surveys, and monitors those resources at regular intervals to detect or predict change, **[including the impacts of climate changes.]**"

- Add language to the *Education and Interpretation* section (p. 78-81) that recognizes the park’s climate change education efforts. The quoted language below exists within the GMP; suggested new language is bolded.

- o Page 78, first paragraph

- “Most programs promote understanding of particular natural and cultural resources on individual islands. There has been relatively little park-wide interpretation. Some important sub-themes, such as American Indian History, **[Climate Change issues]**, has not been presented at all.”

- Add language to the *Partnership Management and Operations* section (p. 82-90) to recognize the park’s adaptation and mitigation planning for climate change. The quoted language below exists within the GMP; suggested new language is bolded.

- o Page 84, *Management Planning* section  
“Through the park’s strategic planning process changing conditions of the islands, **including the anticipated impacts of climate change** can be evaluated periodically as new opportunities emerge for resource protection and visitor use.

- o Page 85, *Evaluating Environmental Impacts* section:

- Adopt the National Park Service stance on climate change by adding a paragraph to acknowledge climate change and introduce NPS’s regulation and principles. **The NPS recognizes climate change and has developed the Climate Change Response Strategy, and the Green Parks and the Climate Friendly Park Action implementation plans. These plans encourage the use of mitigation**

**and adaptation as a response to climate change. The Boston Harbor Islands Park has created its own Climate Friendly Park Action Plan modeled after the NPS plan.**

- o Page 90, *Energy Management and Recycling* section  
Add language that highlights mitigation efforts. “It encourages energy upgrades to include renewable technologies [**and energy efficient practices reducing the park’s carbon footprint**]”

- An alternative recommendation to the minor text additions detailed above would be to add a new section for *Affected Environment and Potential Environmental Consequences* to incorporate potential impacts of climate change. Many parks do this including the Golden Gate National Recreation Area Park and the San Juan Islands National Historic Park.

(NPS, 2008a, & 2008b)

- Add the following sections to the GMP, *Fundamental Resources and Values, Desired Conditions, and Vulnerability Assessment* to help identify and prioritize resources that need to be protected. The GMP should further identify fundamental resources, vulnerabilities, and priorities to provide guidance to the Partnership about resources that are most vulnerable and in need of attention to aid in decision-making. Existing resources, such as the *Climate Friendly Boston Harbor Islands Action Plan* and the Resource Protection Guide in process, can serve as reference points to the development of these sections for a Foundational Statement. See the Foundational Statement section of this advisory plan for more details.

In conclusion, the NPS recognizes that the major drivers of climate change are outside the control of

the agency. However, the impacts of climate change throughout the National Park system cannot be discounted. Climate change should be included in the GMP to recognize its role in the changing environment of the park and to reflect the NPS's position on climate change. Although climate change is a global phenomenon, it manifests differently depending on regional and local factors. According to the NPS, incorporating climate change language into GMPs is no longer controversial. The recognition of climate change through inclusive statements within the GMP reinforces the park's role as an environmental leader and recognizes the commitment the Islands have made to respond to climate change.

**FINANCIAL  
MANAGEMENT**

## Commission a Financial Sustainability Analysis aimed at identifying the opportunities for increased private sector service management and revenue generation that are within the Park's Mission.

Since 2002, the Boston Harbor Islands Partnership has experienced an increase in park operating costs with the construction of new facilities, including Spectacle Island and the Pavilion, as well as an increase in services such as inter-island transportation. Meanwhile, the current funding sources, which are primarily philan-

thropic donations and public sector contributions, can fluctuate on an annual basis, making for an unsustainable revenue model.

### *Trends in Financial Management*

NPS and state parks are exploring creative funding structures in order to be less dependent on federal and state contributions. Public-private partnerships, adaptive reuse, and development are being used to subsidize programming. There are several examples of this.

- The development of the Gettysburg National Military Park's \$103 million museum and its ongoing operations are funded by the Gettysburg Foundation, their non-profit partner (NPS, 2013d).
- Hawaii Volcanoes National Park and Volcanoes Lodge Company LLC formed a public-private partnership to restore and manage the

Volcano House Hotel, a hotel with history dating back to the 1800's. ("About volcano house")

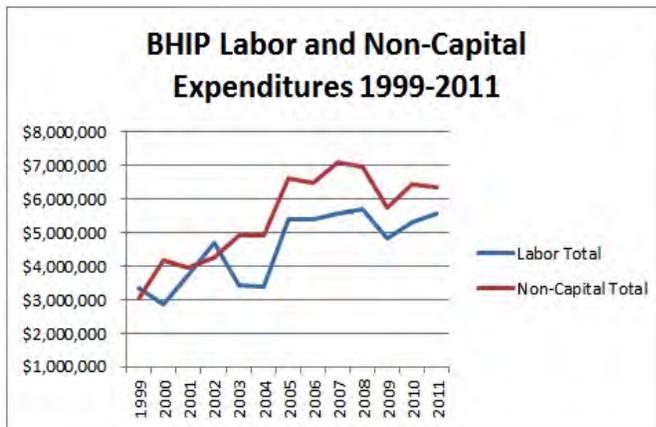
- The Golden Gate National Recreation Area, California's Presidio offers an example of adaptive reuse. The Presidio was once a military base but was deactivated and transferred to the NPS in 1994 and is now managed in partnership with the Presidio Trust. The collection of residential and commercial rents allows it to be financially self-sufficient. (NPS, 2008a)

These examples are part of a national trend of NPS units utilizing public-private partnerships for private revenue generation and demonstrate potential alternative revenue sources to help decrease operating costs.

### *The Boston Harbor Islands General Management Plan and Financial Management*

Although park operating costs are increasing, the current funding sources are primarily philanthropic donations and public sector contributions, which tend to fluctuate on an annual basis, making for an unsustainable revenue model. However, the Islands' 2016 Strategic Plan's only goal related to revenue generation is to increase charitable giving to Partnership agencies. This does not address the long-term solvency of the Islands. The Partnership already engages in public-private partnerships and is rehabilitating buildings on Fort Andrews that could generate revenue through uses such as lodging and restaurants. Further opportunities to generate revenue from private sources are hindered by the language of the GMP, which offers conflicting statements about development. While it indicates development is allowed in order to generate revenue for park operations in the Revenue Generation and Pri-

ivate Economic Activity sections, it also states that “park infrastructure is the only development envisioned for the Boston Harbor Islands national park area” (page 87). This limits revenue-generating opportunities that would otherwise alleviate the Islands’ dependency on unpredictable federal, state and philanthropic funding sources.



## Recommendations

Commission a Financial Sustainability Analysis aimed at identifying the opportunities for increased private sector service management and revenue generation that are within the Park’s Mission. Based on the Commission’s findings, the General Management Plan should be updated with a clear policy guideline addressing what conditions would allow for development on the Islands.

**IN CONCLUSION**, park operating costs are increasing while the current funding sources can fluctuate on an annual basis. Utilizing public-private partnerships and private revenue generation mechanisms may help stabilize the Park’s financial position, but a comprehensive review of the opportunities for private revenue generation that are in line with the Park’s Mission is needed before further steps can be taken.

# RELATIONSHIP MANAGEMENT

Ensure the longevity of Partnership communication channels through formal conflict mediation mechanisms with emphasis on maintaining institutional memory.

In light of the impending transitions with key staff in the Partnership, relationship management and the preservation of institutional memory is of utmost importance. The cooperation among the members is a critical element of the complex and uniquely structured Partnership. In order to maintain this collaborative spirit among the members, the GMP should encourage the development of transparent and

trustworthy relationships, with language that fosters relationship management policies.

### *Trend in Relationship Management*

Collaborative, effective relationships are critical to the success of a Partnership structure. Since the original GMP, the Partnership has worked to build strong relationships; relationships have evolved within the Partnership, Advisory Council and with outside Partners.

In our interviews, we learned that relationships and trust are important to the management of the park. In various interviews and commentary from park managers and staff, the notion of developing and working towards goals through diverse relationships surfaced as both the largest adjustment members faced at the creation of the Partnership, as well as

the most altered condition over time. Many people interviewed expressed that trust between members of the Partnership has improved since the inception of the GMP. This continual improvement has helped facilitate more effective and efficient management of the Islands as time progressed. Many people expressed the idea that these lessons of collaboration and relationship building need to be passed on to the next generation of park managers. One member referenced a communication structure that failed to reach everyone; information and direction started at the top but did not quite make its way down to the bottom. Eventually, this structure changed and became more effective. When the Islands first became part of the National Park system, the NPS was sensitive to the Partnership's concerns that the NPS's presence in the park would seem overbearing, and mitigated these concerns by not having their Rangers wear standard NPS uniforms. As the new structure evolved, so did relationships and trust within the Partnership. Collaborative manage-

ment policies could ensure that these gains are not lost in times of transition.

The importance of collaboration and effective communication is supported by research. "The role of internal communication is to illuminate the connections between different pieces of information, to shine a light on the web of interdependence and to show the links between one area and another. Its job is to provide employees with the information they need to do their work, and to paint the bigger picture and tell the full story that puts that information into context" (Quirke, 2008).

The Partnership clearly values collaborative relationships; there is an entire committee structure that feeds into the Partnership meetings, functioning as a communication system to get information to the Partnership. These values should be reinforced by language in the GMP; this is particularly important

within the context of future leadership and management transitions.

### *The Boston Harbor Islands General Management Plan and Relationship Management*

The Partnership is a leader in collaborative management; therefore the GMP should include relationship management policies to ensure the longevity of the Partnership. These policies should take into account inevitable and unavoidable organizational and management changes. Given the unique, collaborative nature of the Partnership, it is critical that the GMP include guiding principles that emphasize collaboration, cooperation, and the importance of effective relationships among the Partners, particularly in times of transition. Proactive relationship management policies within the GMP would mitigate the necessity to otherwise react to conflict. The GMP should provide guidance that highlights the importance of collaborative relationship management.

## Recommendations

Ensure the longevity of Partnership communication channels through formal conflict mediation mechanisms with emphasis on maintaining institutional memory.

Slight changes to the GMP sections outlined below are needed to reinforce the necessity of highly functional, collaborative relationships among the Boston Harbor Island Partnership stakeholders. These changes include language that encourages effective collaboration and recognizes the complex nature of the relationships within the Partnership. The words in bold are additions or changes to the current language of the GMP.

- Change the language to highlight the importance of working relationships by adding the wording below to the Purpose of the General Manage-

ment Plan within the Plan Background section (p. 43).

“The plan is a policy-level document that provides guidance for park managers. It is not detailed, specific, or highly technical in nature. As the foundation for all subsequent planning and management, other plans tier off the general management plan. It provides a consistent framework for coordinating and integrating all the various types of park planning, **[relationship building and implementation]** that are needed.”

- Change the language to reinforce the collaborative dynamic among the internal and external stakeholders by adding the wording below to the Purpose and Significance within the Park Mission section (p. 46).

“To [collaboratively] manage the islands in partnership with public and private entities **[empha-**

### sizing relationship development among stakeholders]”

- Change the language to ensure the significance of relationship management by adding the language below to the Mission Goals within the Goals and Policies (p. 54).

“Each member of the Boston Harbor Islands Partnership is committed to the funding, operation, and development of the park using best **[cooperative]** management practices, systems, and technologies to accomplish the park’s mission.”

“Park management is coordinated by the Boston Harbor Islands Partnership in cooperation with Indian tribes and historical, business, cultural, civic, environmental, recreational, and tourism organizations. **[Relationship development is to be prioritized and managed by all Boston Harbor Islands Partnership members.]** Cooperators and individu-

als support the park mission through contributions and creative initiatives.”

- Change the wording to reinforce the importance of the development of functional and efficient relationships with external organizations by inserting language into Resource Management Planning within the Resource Protection section (p. 59).

“Cultural resource planning, and the resource evaluation process that is part of it, includes consultation **[and relationship development]** with cultural resource specialists and scholars having relevant expertise; traditionally associated peoples; and other stakeholders.”

- Add language that further reminds partners of the collaborative nature of the Partnership by enhancing the content of the Context section within the Partnership Management and Opera-

tions section (p. 82).

“Binding commitments between partner agencies, such as memoranda of agreement, do not exist. Consensus is the Partnership’s mechanism for achieving parkwide consistency. **[Efficiencies in cooperation and consensus are maintained and enhanced with the improvement of measurement, tracking, and management systems.]**”

- Change the language of the Partnership Management and Operations Goal in order to encourage collaborative and cooperative management practices, which is located within the Partnership Management and Operations section (p. 83).

“Each member of the Boston Harbor Islands Partnership is committed to the funding, operation, and development of the park using best **[cooperative]** management practices, systems, and technologies to accomplish the park’s mission.”

- Change the wording of the General Management Plan Review subsection by adding language regarding relationship goals, as a means of emphasizing the equal importance of relationship management as compared to resource protection and visitor experience within the Partnership Management and Operations section (p. 84).

“Periodically reassessing the plan gives stakeholders the opportunity to reaffirm the park’s role in the nation and in the region, and to reevaluate whether the kinds of **[relationship goals,]** resource conditions and visitor experiences being pursued are the best possible mix for the future.”

- Change the wording from consult to collaborate in the Consultation section to reinforce the fact that the consultation is not purely hierarchical, but a strategic collaboration with resources

that care about the park as much as the Partnership. The Consultation language can be found in the External Cooperation section (p. 95).

“Open exchange requires that the Partnership seek and employ ways to reach out to, and **[collaborate]** with, all those who have an interest in the Boston Harbor Islands.”

In light of past and future transitions among key staff, language that enhances relationship development and cooperation among partners and enhances the Partnership’s present commitment to collaborative relationships is crucial. Several committees, including operations and planning, are already structured in a way that encourages representation from each partner member. Given this, as well as the information gathered from our research and interviews, the addition of specific language that reminds stakeholders of the collaborative and unique structure of the Partnership

can only serve to reinforce cooperative relationship development within the current organizational structure and any future structure.

**FOUNDATION  
STATEMENT**

Given the recommendations regarding outreach, climate change, financial management and relationship management, we leave you with this principal recommendation moving forward – centralize fundamental priorities in the form of a Foundation Statement.

The current GMP is rich with material relating to the Islands. Within the roughly 200-page document, readers can discover the history of the islands, the purpose of the Partnership, and several policies to guide

management decisions. However, interviews with key Partnership staff, along with outside analysis from the Symposium Team, reveal that the organization of the content can sometimes undermine the richness of information present within the GMP, as well as its effectiveness as a guide to making management decisions. In one interview, the participant expressed the desire for the GMP to call out fundamental resources and values, and provide their desired conditions and strategies to improve and protect those resources. These elements are often the focus of a ‘Foundation Statement’.

## *Trends in Foundation Statements*

The Foundation Statement is a major element in many GMPs in the NPS. In the 2006 National Parks Service Policy Manual, the Foundation Statement is defined as an introductory statement that “documents the park purpose, significance, fundamental resources and values and primary interpretive themes” (NPS, 2006). While Foundation Statements can be anywhere from 15 to 50 pages, parks often include a summary of their Foundation Statement in the introduction of their GMP. These summary statements are typically a few pages long and provide a general framework in one centralized location for policy decisions that are presented in the GMP.

While researching other NPS Units, the Symposium Team realized that several Parks had included a Foundation Statement in their GMPs. In an interview with the Superintendent of a coastal National Park, the Symposium Team learned that the Foundation State-

ment portion of their GMP is often referred to when it comes to making funding decisions, prioritizing potential programs, and making key management decisions.

Many parks utilize their Foundation Statements as a guiding outline for addressing fundamental issues. Below are a few examples of National Parks and how they have delivered their Foundation Statements. For more information about the following Foundation Statements along with two additional examples, please refer to Appendix 4.

### **Golden Gate National Recreation Area, California (NPS, 2008a)**

The Foundation Statement for the Golden Gate National Recreation Area was drafted in 2008 with the purpose of creating an introductory chapter along with identifying major themes relating to park resources and values. Their statement follows the outline created by the National Park Service and focuses heavily on significant features in the park.

### **Grand Canyon National Park, Arizona (NPS, 2010b)**

This Foundation Statement was updated in 2010 to “summarize fundamental resources and values critical to maintaining Grand Canyon’s natural, cultural, and experiential value into the future” (NPS, 2010b). While their Foundation Statement focuses on their resources and values specifically, they also pay particular attention to the legal mandates and requirements that the park must follow. It should be noted that the Foundation Statement for the Grand Canyon National Park was created almost a decade after the last revision of their GMP.

### **Kobuk National Valley, Alaska (NPS, 2010a)**

In 2010, the Kobuk National Valley released its Foundation Statement, almost twenty-five years after the release of their General Management Plan. Their Foundation Statement, like the others sites, follows the format that is recommended in the NPS Management Policies from 2006.

### **San Juan Island National Historic Park, Washington (NPS, 2008b)**

The San Juan Island National Historic Park developed their Foundation Statement in 2002 and revised it in 2006. The purpose of this was to create a chapter in their General Management Plan that identified resources of significance along with key themes. Additionally, the Foundation Statement provided further guidance for decision-making and management.

### **Sitka National Historical Park, Alaska (NPS, 2012a)**

Similar to Grand Canyon National Park and Kobuk National Valley, Sitka National Historical Park (“NHP”) produced their Foundation Statement years after the last publishing of their General Management Plan. Sitka NHP views their Foundation Statement as a “formal description of [the park’s] core mission. It is a foundation to support planning and management of the park. The foundation is grounded in the park’s legislation and from knowledge acquired since the park was originally established. It provides a shared understanding of what is most important about the park” (NPS, Pg. 2, 2012a). Their Foundation Statement was released in 2012, while their GMP was last published in 1998.

## *Relevance of Foundation Statements*

Although many elements of a typical Foundation Statement are present within the current GMP, such as the purpose statement, significances and fundamental resources and values, the GMP does not conform to the current framework generally recommended by the NPS without the presence or influence of a Foundation Statement. GMPs focus on why the park was established, why it is special, and what resource conditions and visitor experiences should be achieved and maintained. On the other hand, Foundation Statements provide a fundamental place to identify what is most important about the park and the constraints of special mandates. Moreover, it is a prerequisite for all subsequent planning and decision-making.

Foundation Statements serve as a platform to address and prioritize resources and values and provide desired conditions and strategies to improve and/or protect the park. The current GMP includes much of

the information that is important to a Foundation Statement. However, a Foundation Statement provides a centralized chapter where all of these important elements can be presented in a “framework that will inform [National Parks Service] decision-making.” (NPS Management Policies, 2006) This information can help guide stakeholders by providing general criteria that has been established.

Moreover, the process of creating a Foundation Statement offers the opportunity to revisit the priorities of the park, which can be helpful as the dynamics of the Partnership continue to change. With clearly defined priorities, future policy decisions can be based upon the fundamental values presented in the Foundation Statement. Thus, even as the Partnership experiences transitions in key staff, a Foundation Statement will help present a platform that promotes consistent decision-making by the Partnership and other stakeholders.

## *Recommendation*

Given the recommendations regarding outreach, climate change, financial management and relationship management, we leave you with this principal recommendation moving forward – centralize fundamental priorities in the form of a Foundation Statement.

Based on the usefulness of Foundation Statements in other GMPs, we recommend that the Partnership create a new section in the GMP for a Foundation Statement. Since much of the information that constitutes a Foundation Statement is already included in the present Park Mission and Park Overview sections, this would require reconfiguring the layout of the GMP. Below are the sections that the Foundation Statement should include (based on the outline provided by the NPS).

- Park Purpose: A singular statement of why the park was established and it is the basis for which “the most fundamental criteria...are tested.” (NPS,

2008b). The current GMP has a Purpose Statement on page 46 that can be reworded to fit these criteria.

- Park Significance: The Park Significance Statements address “why the park is important within a global, national, regional, and system-wide context” (NPS, 2008b). As reflected in the current GMP, the significance statement should be reflective of the Park Purpose Statement. For each Park Significance Statement, there should be a noted interest in identifying significant resources and values that will compare to Primary Interpretive Themes (which will be addressed).

- Fundamental Resources & Values: Fundamental Resources and Values “are the most important ideas or concepts to be communicated to the public about a park and merit primary consideration during planning and management because they are critical to achieving the

park's purpose and maintaining its significance" (NPS, 2008b). These will tie to the Park Significance Statements in that they will focus on the important resources and values that the Islands have. These can be extracted from the chapters in the current GMP. So for example, Park Water Transportation on page 75 is likely to be a Fundamental Resource and Value for the Primary Interpretive Theme taken from the chapter on Visitor Use, Access, and Enjoyment.

- **Primary Interpretive Themes:** Primary Interpretive Themes will be a composite statement of the Fundamental Resources and Values. Essentially, these Identifying Themes are covered in specific chapters in the current GMP (in which they are labeled as Mission Goals). For example, the Identifying Theme for the chapter on Resource Protection is located on page 59.

- **Special Mandates and Constraints:** This section will detail any directives that the Islands must

comply with. This includes any legislative requirements, Memorandums of Understanding, or other agreements that affect the park's management.

The recommended setup for the Boston Harbor Islands Foundation Statement is modeled after a few of the Foundation Statements that were described earlier. Particularly, we recommend the outline of the Foundation Statements of Golden Gate National Recreation Area, Kobuk Valley National Park, and Sitka National Historic Park. Each of these Foundation Statements are presented in a manner that is easy to follow and interpret. Below is an example of two pages from Golden Gate National Recreation Area containing a Park Purpose Statement, Park Significance Statement, two Fundamental Resources and Values, and the associated Primary Interpretive Theme. (NPS, 2008a)

# Golden Gate National Recreation Area Summary

## PARK PURPOSE

The purpose of Golden Gate National Recreation Area is to offer national park experiences to large and diverse urban population while preserving and interpreting its outstanding natural, historic, scenic, and recreational values.

## PARK SIGNIFICANCE

1. The convergence of the San Andreas Fault, San Francisco Bay at the Golden Gate, and the California coastline creates a dynamic landscape and environment of exceptional scientific value.
2. The undeveloped remnant coastal corridor of marine, estuarine, and terrestrial ecosystems support exceptional native biodiversity and provides a refuge for one of the largest concentrations of threatened, and endangered species in the national park system.
3. The park includes the largest and most complete collection of military installations and fortifications in the country, dating from Spanish settlement in 1776 through the 20th century. These installations served as command post for the Army in the Western United States and the Pacific. This long period of military presence has yielded one of the most extensive collection of historic architecture in the national park system.
4. Alcatraz Island, the site of pre-Civil War fortification, was the nation's first military prison, later became the most notorious maximum security penitentiary in the United States, and subsequently was the site of the occupation that helped ignite the movement for American Indian self-determination.
5. The headlands of the Golden Gate and its scenic landscape, vistas, and coastal environment are internationally recognized as the panoramic backdrop to the metropolitan San Francisco Bay Area and contribute to the quality of life of the people who live in the region.
6. The continuum of park resources at the doorstep of the San Francisco Bay Area provides an abundance of recreational and educational opportunities.
7. Parklands are within the traditional homelands of Coast Miwok and Ohlone people. They contain indigenous archeological sites with native heritage, historic, and scientific values.

## Park Significance Golden Gate National Recreation Area

### Recreational and Educational Opportunities

#### PARK SIGNIFICANCE

The continuum of park resources at the doorstep of the San Francisco Bay Area provides an abundance of recreational and educational opportunities.

#### FUNDAMENTAL RESOURCES AND VALUES

- **Diverse Park Settings**  
The diversity of settings, from remote to urban, provides visitors with active and passive recreational and educational opportunities, including the opportunity to participate in park stewardship.
- **Park Access**  
A system of designated pathways supports access to settings that provide visitors with a broad range of activities and varied experiences.



The park provides a variety of active and passive recreational opportunities.



Ranger-led educational program.

#### PRIMARY INTERPRETIVE THEME

The park provides for diverse recreational and educational opportunities, from contemplative to active pursuits, including participation in stewardship and volunteer activities. Its proximity allows an urban population to connect with nature and history.

*This outline is clear and concise, and is organized in a way that would enable the Partnership to effectively “guide current and future planning and management” decisions on the Islands (NPS, Pg. 2, 2008a).*

**IN CONCLUSION,** a Foundation Statement would help outline fundamental resources that will better direct funding priorities, a desire which was expressed by key Partnership staff in interviews. These resources can be expressed as significance statements, primary interpretive themes, as well as fundamental resources and values. The examples above of outlines from other parks shows that principles are easy to interpret and will aid in organizing the critical values and resources on the Islands. A Foundation Statement will then allow the leadership of the park to make balanced management decisions based on the core values and mission. In recognition that the Partnership needs to prioritize fundamental resources, it is our hope that the Partners engage in a collaborative, meaningful process given the tools that we have provided here in the Advisory Plan to guide the creation of a Foundation Statement.



**CONCLUSION**

After researching the changes in the social, economic, political, technical, and natural environment that affect the health and sustainability of the Boston Harbor Islands, the 2013 Boston University Master of City Planning and Urban Affairs Symposium Team has found that the biggest issues facing the Partnership are:

- Park visitors do not represent the diverse demographics of the Greater Boston Area.
- Advancements in social media technology are not leveraged to their full potential.
- The Partnership's climate change efforts and

the NPS' policies towards climate change are not codified in the GMP, which may inhibit the Partnership's ability to plan for the long term impacts of climate change.

- Although park operating costs are increasing, the current funding sources are primarily philanthropic donations and public sector contributions, which can fluctuate on an annual basis, making for an unsustainable revenue model.
- There is a risk of losing institutional memory with the transition of key staff
- The primary mechanism for conflict resolution within the Partnership is imbedded within informal relationships of key staff. As transitions occur, the Partnership becomes vulnerable to losing the institutional memory and the ability to resolve conflicts that may arise.
- Fundamental resources and values are not clearly defined and prioritized within the GMP.

In order to address these issues we propose the Partnership take the following actions:

- Strengthen outreach efforts through the use of technology and cultural competency aimed at attracting a more diverse visitor base that reflects the demographics of the Greater Boston Area.
- Include climate change in the GMP to recognize its role in the Islands changing environment and to reflect the National Park Service's recognition of climate change
- Commission a Financial Sustainability Analysis aimed at identifying the opportunities for increased private sector service management and revenue generation that are within the Park's Mission.
- Ensure the longevity of Partnership communication channels through formal conflict mediation mechanisms with emphasis on maintaining institutional memory.

Given the issues and recommendations regarding outreach, climate change, financial and relationship management, our final and principle recommendation moving forward is to centralize fundamental resources and values in the form of a Foundation Statement. This will allow the leadership of the park to make balanced management decisions based on their core values and mission. Moreover, the process of creating a Foundation Statement offers the opportunity to revisit the priorities of the park, which is needed as the dynamics of the Partnership continue to change in order to keep the Boston Harbor Islands Partnership on the cutting-edge of policy and management trends within the National Park Service. It is our hope that the issues and recommendations presented in this Advisory Plan will act as a catalyst to spur discussion about the future of the Islands, their management, and the continuing use of the General Management Plan as the Islands approach the 20th anniversary of their inclusion in the National Park Service system.



# APPENDICES

## *Appendix 1: Interview Report*

The interview team analyzed the completed interview reports provided by the class. Interviews were conducted by the following classmates: Ann Carbone, Carolyn Cronin, Ana Hagerup, Doug Johnson, Nicole Leo, Albee Li Zhen, Aya Maruyama, Talya Moked, Aaron Spies, and Julie Wickstrom. The team identified four broad themes that were present in most interviews: Outreach, Environment, General Management Plan Use and the Partnership, and Education and Interpretation. Within those themes, subthemes were developed. The first table credits all of those who participated in interviews over the course of the project and describes their relation-

ship to the Boston Harbor Islands. The subsequent tables outline the interviewees' thoughts on the selected themes. Please, note that all statements are paraphrased, and do not represent direct quotes.

INTERVIEW SUBJECT	RELATIONSHIP TO BHI
Marc Albert	Boston Harbor Islands Stewardship Program Manager
Chris Busch	Waterfront Planner, Boston Redevelopment Authority
Maureen Cavanaugh	Vice Chair and Voting Partner, Boston Harbor Islands Advisory Council
Jim Doolin	Acting Chief Development Officer, MassPort and former Boston Harbor Islands Partnership representative
Jane Ellis	Director of Finance and Administration, Boston Harbor Islands Partnership, Boston Harbor Island Alliance
Jim Hunt	Former Chief of Environment and Energy Services, City of Boston, former Boston Harbor Islands Partnership representative
Steve Marcus	Most recent past president, Friends of the Boston Harbor Islands
Rob Moir	Chair and Voting Alternative, Boston Harbor Islands Advisory Council
Tom Power	President of Finance and Administration, Boston Harbor Islands Partnership, Boston Harbor Island Alliance
Mary Ruczko	Partnership Liaison
Jim Scully	Chief Operating Officer, Thompson Island Outward Bound Education Center
Lee Taylor	Superintendent, San Juan Island National Historical Park
Jack Wiggin	Director, Urban Institute, UMASS Boston
Cedric Woods	Director, Institute for New England Native American Studies, UMASS Boston
Julie Wormser	Executive Director, Boston Harbor Association

## OUTREACH

### DIVERSITY

Discussed with: Maureen Cavanaugh, Jim Hunt, Tom Powers, and Julie Wormser

- There is a need to reach out to more diverse populations (class and race).
- Changing demographics should be incorporated into GMP.
- The discrepancy between local and visitor demographics needs to be further addressed in the Park's outreach efforts.
- Issues of equitable access and service arise concerning the apparent disconnect between local and visitor demographics.
- There is a need to bring island awareness to underserved communities.
- Subsidized programs are successful in attracting underserved communities.
- You can never do enough to encourage visitor diversity.
- City of Boston has done more than other harbor island cities (Winthrop, etc.) to get "real" people to islands. Mayor pushes for this cause.

### TRANSIT ACCESS

Discussed with: Jane Ellis, Jim Hunt, Tom Powers, and Julie Wormser

- Transit plays a crucial role in issues of access and competitiveness of the park (with other recreational activities).
- Reducing transit prices is vital to increasing visitation of the islands, though some note that free seat giveaways may have drawbacks (they cannot afford to be repeat customers unless the same discount is offered; they do not typically engage as much as the typical guest).
- Transportation is a complicated area to manage. Need to figure out how to work on a common plan.
- Costs of ferries barely break even; they are hardly surviving.

## ENVIRONMENT

### CLIMATE CHANGE

Discussed with: Marc Albert, Chris Busch, Maureen Cavanaugh, Jim Doolin, Jim Hunt, Rob Moir, Lee Taylor, and Cedric Wood

- Climate Change should be incorporated into GMP.
- Climate Change is addressed briefly in the San Juan GMP but should be incorporated more.
- Climate Change language was prohibited in the original GMP.
- Climate Change should not be a concern of the NPS in the GMP.
- Climate change must be in the GMP for document to remain relevant.
- Even though climate change isn't prominent in the GMP, it is an important topic to the Partners.
- Climate change mitigation and adaptation need to be addressed.

### CARRYING CAPACITY

Discussed with: Marc Albert, Tom Powers, Mary Raczko, Jack Wiggin, and Julie Wormser

- Need to plan to protect islands while increasing visitation.
- Carrying Capacity not an imminent issue because visitation numbers are not even close to be concerned.
- The GMP should be more specific about the islands' resources and desired conditions.
- A natural resources plan is needed.

## ***GMP USE AND THE PARTNERSHIP***

### ELECTRONIC USE

Discussed with: Marc Albert, Maureen Cavanaugh, and Jim Scully

- Should be electronic with links to other plans and documents.
- Electronic documents can be challenging to maintain so could become outdated quickly.
- It might be easier access to documents on the computer rather than going through binders.

### COLLABORATION AND RELATIONSHIPS

Discussed with: Maureen Cavanaugh, Jane Ellis, Jim Hunt, Steve Marcus, Rob Moir, Tom Powers, Mary Raczko, and Jack Wiggin

- The GMP is important in reinforcing the cooperative management agreement and cooperation among partners.
- Uses GMP to ensure managing park in cooperation.
- Trust among partners has increased since inception.
- Communication is key to cooperation and Partnership.
- Conflict Management is addressed briefly in Strategic Plan, but not GMP.
- Decision Making tends to happen informally.
- Frequent communication facilitates coordination and conflict resolution.
- Some partners are more responsive than others.
- Advisory Council is sometime effective, sometimes ineffective; consensus is difficult to reach.
- Partners worked well together; there was good communication.

## *GMP USE AND THE PARTNERSHIP*

### FOUNDATIONAL PRIORITIES

Discussed with: Marc Albert, Jim Hunt, Lee Taylor, and Jack Wiggin

- GMP should outline “fundamental resources” to better direct priorities and funding.
- Conflicting goals of increasing visitation and protecting islands. May need to rethink main goal.
- One of most important sections of San Juan Islands GMP is Resources of Significance.
- The GMP should spell out the fundamental resources to be protected.
- The GMP serves as the master plan.
- The GMP provides a common understanding (visions, plans) for individual islands and new opportunities.
- Development on islands will encourage people to visit.
- The GMP helps answer questions and respond to the public.

### FUNDING

Discussed with: Marc Albert, Jim, Doolin, Jane Ellis, Jim Hunt, Rob Moir, Tom Powers, Jack Wiggin, Cedric Wood, and Julie Wormser

- Funding model of 1:3 ineffective.
- Lack of federal investment is an issue.
- Funding is an issue on all fronts (state, federal, and donation).
- Interviewees discussed the difficulty of needed expansion in outreach and programs, considering funding limitations.
- There is a need to more explicitly prioritize funding in the GMP.
- GMP is not meant to set funding priorities, but should state how the park will work financially.
- The GMP should re-establish the strategy for overall funding and what their long-term financial goal is.
- There are funding constraints that challenge the Partnership’s ability to meet goals.

## *EDUCATION AND INTERPRETATION*

### NATIVE AMERICAN INTERPRETION

Discussed with: Mary Raczko, Jack Wiggins, and Cedric Woods

- BHI Native American programs are good, but they may be threatened by lack of funding.
- Combining Native American culture with stewardship would help promote environmental consciousness.
- In the early days, the Native Americans involved with the park were not open to any kind of development on the islands.

## Appendix 2: Symposium Process

This document is the culmination of four months of research, interviews and analysis of the Islands management processes as well as their GMP. This appendix describes the process used that resulted in the recommendations we have provided.

During the initial research phase, the Symposium Team was organized into three groups: the Baseline History group, the Case Study group and the Current and Future Trends group.

The Baseline History group was tasked with establishing the baseline data and context in which the Islands were founded as an NPS park and the 2002 GMP was

written. The Case Study group researched and assembled current case studies of park management practices, issues, and concerns, and the Current and Future Trends group identified the range of trends, debates and data that park managers, planners, and environmentalists are discussing as they look into the future of urban and natural resources in the United States, especially in coastal communities.

After the initial meeting with the client and familiarizing ourselves with key planning documents, the Symposium Team established a Purpose Statement, which was used to guide the direction of our work. The Purpose Statement is:

*To understand patterns and relationships  
In a way that highlights the vulnerability and significance of the islands  
So that we collaboratively develop an innovative Advisory Plan that ensures the relevance and effectiveness of the General Management Plan.*

After analyzing our preliminary research, the Symposium Team identified three themes that appeared throughout our findings. They were: Outreach, Finance and Management, and Environmental Stewardship.

During the mid-term check-in meeting with the client, the Symposium Team presented the Outreach, Finance and Management, and Environmental Stewardship chapters and received feedback that helped refine our approach and focus. Based on this feedback, the next steps of our research included reviewing other National Park's GMPs to help us establish principles and criteria of what makes an effective living document.

The principles decided on were:

- Ownership: ensure the plan is representative of all stakeholders' roles, needs and objectives, and the plan is developed by and has content that is agreed upon by all of its users.

- Transparency: ensure all stakeholders can see the future direction of the Partnership, and that it is accessible, readable, translatable, user-friendly and applicable to all Partners.

- Accountability: ensure all proposals and policy statements are accountable by research and backed up with explanations.

- Collaboration: ensure that the policies and regulations of the plan support a collaborative effort between all of the Island's Partners, and allows for future decision-making to be open, inclusive, and through a collective effort.

- Adaptability: ensure that the plan be easily updatable to react to future changes on the Islands, which may involve both the information provided within the plan and the medium through which the plan is presented.

- Responsiveness: ensure that the plan respond to changes that have occurred over the

past ten years, and react to future trends that are emerging both locally and globally.

- Feasibility: ensure that the document is organized and concise so that stakeholders and the public can utilize it regularly and easily navigate the GMP and other documents.

While creating the structure and content for the Advisory Plan, the Symposium Team conducted interviews with several stakeholders both within and outside the Partnership, which informed our recommendations. This document is the final product of this collaborative process.

### *Appendix 3: General Management Plan Suggested Edits*

The following is list of technical edits and general changes we believe should be incorporated into the Boston Harbor Island’s General Management Plan as a way to ensure the document is an up to date and living plan that guides all policy level decision-making within the Partnership.

RECOMMENDATION	EXPLANATION/JUSTIFICATION
<p>The GMP needs to include language in the Park Overview, beginning on page 15, that explains the consolidation of DEM and MDC into DCR and also make the necessary changes on all Boston Harbor Island Partnership charts or organization discussion throughout the GMP.</p>	<p>Self-explanatory – outdated.</p>
<p>The Current Management section, beginning on page 17, is as of 2000 and therefore needs to be updated to reflect current status.</p>	<p>Self-explanatory – outdated.</p>

RECOMMENDATION	EXPLANATION/JUSTIFICATION
<p>Any and all time-sensitive topics need to be updated, specifically the expected conditions of Spectacle Island on page 22.</p>	<p>Self-explanatory – outdated.</p>
<p>Any specific number references need to also include context unless the number will not change. For example, “The public has had access to Thompson Island during the summer on Saturdays through tours by the Volunteers and Friends of the Boston Harbor Islands. Annual visitation totals 19,000, with 5,600 engaging in educational programs (page 20)”.</p> <p>In addition to number references, all sections that reference “scheduled” or “proposed” work in the current GMP should be updated based on progress made since the inception of the GMP. Additionally, any sections that are out of date or have already been done should also be deleted (e.g., the reference to Spectacle Island’s scheduled opening on page 19 and the number of cottages still standing on page 45).</p>	<p>Self-explanatory – outdated. Since the objective is to make the GMP a current and living document, visitation numbers and donation amounts that remain in the GMP need to have a date connected to them in order to provide historical context.</p>

## RECOMMENDATION

The current conditions chart on page 22 needs to either be updated, especially if future changes are anticipated and linked to the Boston Harbor Islands website or another online format so that it can be easily updated to reflect current changes in staffing, tours, public access, transportation, etc.

Park Transportation on pages 23-42 needs to be updated and added as an Appendix with added language that directs the reader to the BHI website for current transportation statuses. The pictures within the section should also be updated in the same way in order to reflect infrastructure changes, such as increased transportation options or new piers and docks. The language on each page that explains access (e.g. "Island Accessible by Ferry or Water Shuttle", "Island Accessible by Small Craft Only", "Island Accessible by Automobile" and "Island Not Open for Regular Public Access") should be completely removed since improved access and transportation is an ongoing goal of the Partnership.

## EXPLANATION/JUSTIFICATION

Self-explanatory – outdated.

Self-explanatory – outdated. Transportation options are bound to change, therefore the document will not reflect current and accurate information and will ultimately be considered dated and not a living document.

RECOMMENDATION	EXPLANATION/JUSTIFICATION
<p>Remove the Park Themes section of the Park Plan on pages 47 and 48.</p>	<p>Since the General Management Plan is aimed to be used by the Partnership rather than park visitors, and while these are themes are catchy, and obviously hold some significance to the Partnership (at least when the GMP was first written), they do not provide clear policy guidance to the Partnership. If the Partnership insists on having Park Themes, they should provide more guidance and could be organized into overall park trends rather than the present themes.</p>
<p>Information presented in the Management Areas chart on page 52 and 53 should be clarified regarding what is actually a potential action and what is an accomplished action. Include an appendix of potential action items and accomplishments, or provide the information through a different channel, such as the BHI website.</p>	<p>This format is seen in the Tijuana River Comprehensive Plan and will help make the GMP a living document by keeping the action items up to date while keeping them separate from the policy level information in the main section of the GMP.</p>
<p>The Partnership Management and Operations section needs to be updated so that all references to current figures are actually current (e.g., "It is estimated that the current annual operating cost for the Boston Harbor Islands national park area is approximately \$4 million (page 83)).</p>	<p>Self-explanatory – outdated. If the section does not represent current figures or current management and finance roles, the document's information is inaccurate and will keep it from existing as a living document.</p>

## RECOMMENDATION

Also, this section references Park Financing, beginning on page 85. The specifics regarding park financing need to be updated to accurately reflect sources of revenue (e.g., the Island Alliance) and other potential sources of revenue.

Additionally, this section includes Boundary Adjustments on pages 90 and 91 and lists proposed park inclusions. If these have been included, they need to be removed. If they have not been included they should still be removed.

Changes that have already been made should be redacted in the document to allow for more pertinent information to be added. Overall, many sections of the GMP reflect information that is changing or will change, therefore it should be completely removed from the GMP and added to the BHI website.

## EXPLANATION/JUSTIFICATION

Part of what makes the GMP a living document is that it is providing policy level guidance. The proposed Boundary Adjustments are action items and should not be included in the core of the GMP. If they are still outstanding proposals, they should be included in an appendix or on the NPS website for the Boston Harbor Islands.

Self-explanatory – outdated. Also, moving information from the GMP to the BHI website allows for historical, as well as current, information to be made available and changes to that information can be made in real time. A platform that allows for real time upkeep of information keeps all Partnership members, and visitors, informed without diminishing the value of the GMP by maintaining the livability of the document through the inclusion of only general policy information.

RECOMMENDATION	EXPLANATION/JUSTIFICATION
<p>Any and all statistical data needs to be removed completely or updated to include changes that have occurred over the last decade, with a plan in place for releasing new figures every year, five years, ten years, etc.</p>	<p>Self-explanatory – outdated, and in order for the GMP to be a living document, it needs to be free of any outdated information as well as future outdated information. Any figures that are critical in policy level guidance should be included in the document, but purely statistical figures should be removed in order to maintain the livability of the plan.</p>
<p>The whole GMP should be reformatted so that it has consistent structure, such as section introductions, to ensure its readability and usability by the Partnership, which also means a more operational electronic format needs to be made available.</p>	<p>Since the users of the document are the Partnership members, and the Partnership wants the document to be a critical reference tool for all decision-making, it needs to have consistent structure and needs to be available electronically, should be searchable, and include live links to other BHI and NPS documentation to ensure its content is not overlooked by partners when making decisions for the park area.</p>
<p>The Vignettes of Potential Activity section, which lists potential projects, should be removed.</p>	<p>Since the objective is to create a living document that provides policy level guidance, all action items should be removed since they are not useful in guiding the decision-making of the members of the Partnership. If the information is not a useful policy level guidance tool, the information is irrelevant.</p>

RECOMMENDATION	EXPLANATION/JUSTIFICATION
<p>The various pull out maps within the GMP are excessive and often misplaced, which complicates the cohesion of the document.</p>	<p>In order to keep the document streamlined and readable, the number of maps within the GMP should be decreased or added as an Appendix.</p>
APPENDIX CHANGES	EXPLANATION/JUSTIFICATION
<p>Appendix 1: Boston Harbor Islands Partnership and Advisory Council should remain as an appendix, but should be updated to reflect current members.</p>	<p>This section need to be updated to include a current list since it usefully serves members by providing the contact information for each of the partners.</p>
<p>Appendix 2: Individuals, Agencies and Organizations Associated with Boston Harbor Islands National Park Area should remain, but should be clarified by including more historical context, such as dates and current status of the individual or agency involved.</p>	<p>While some information may be outdated, the information should be more clearly defined so that any member of the Partnership reading the GMP clearly understands the historical structure as well as the current structure.</p>

APPENDIX CHANGES	EXPLANATION/JUSTIFICATION
<p>Appendix 3: Federal Laws should remain because it provides the legal context of the Boston Harbor Islands National Park Area. While it should remain, it should also be updated to include the changes since 2002.</p>	<p>Self-explanatory – outdated.</p>
<p>Appendix 4: Laws Referred to in the Plan is necessary for the same reasons as Appendix 3.</p>	<p>No changes or updates required.</p>
<p>Appendix 5: Summary of Public Workshops, 1998, Appendix 6: Summary of Cultural Landscape Study, Appendix 7: Summary of Water Transportation Study and Appendix 8: Spectacle Island Development are important and the information within them should remain, but the information should be presented within Appendix 14: Plans and Studies as a link to documents available to download.</p>	<p>This information is important because it provides history and context for past policy decisions and if updated and provided as an available download, can still inform future decisions by the Partnership. Since these are not essential for all members with regard to decision-making, which ultimately means the text of it is not essential in the Appendix, just a link to download if needed.</p>

## APPENDIX CHANGES

## EXPLANATION/JUSTIFICATION

Appendix 9: Summary of 2000 Visitor Surveys should include an updated Summary of Visitor Surveys as a new appendix as well as a link to an available download within the appendix for more detailed survey information.

Self-explanatory – outdated. The surveys are a great way to measure how the Boston Harbor Island park area is doing and if issues are getting better or worse over time. The survey information allows the Partnership to better see and understand who the visitors are, what they do on the islands, their needs and opinions. The inclusion of this information will provide guidance to the Partnership so they can make decisions that enable more effective and efficient park management practices.

Appendix 10: Visitor Experience and Resource Protection (Carrying Capacity) should remain as an Appendix, but needs to include the recent VERP study.

Self-explanatory – outdated. It is critical that this appendix be updated and current since the main purpose of a GMP, according to the NPS, is to “ensure that the park has a clearly defined direction for resource preservation and visitor use.”

Appendix 11: Financial Accountability Guidelines could be incorporated into the text of the GMP itself since, “The following principles guide financial management of the Boston Harbor Islands national park area”.

Considering the fact that the GMP is a policy level document meant to provide guidance, the financial guidelines should be provided within the document, not as an appendix.

APPENDIX CHANGES	EXPLANATION/JUSTIFICATION
<p>Appendix 12: Economic Sustainability Strategy, 2001-2011 is useful and provides relevant information that could inform decision-making within the Partnership, therefore it should remain, but the information should be presented within Appendix 14: Plans and Studies as a link to documents available to download.</p>	<p>This information is important because it provides history and context for past policy decisions regarding financial sustainability and can still inform future decisions until a new funding strategy is created, but it is not essential for all members with regard to decision-making, which ultimately means the text of it is not essential in the Appendix, just a link to download if needed.</p>
<p>Appendix 13: Implementation Phasing and Costs needs to be updated to include the most current costs.</p>	<p>Self-explanatory – outdated. This section should remain, but should include updated costs because it discusses the planning phases in 5-year increments, and accounts for 20 years from the year the GMP was published (2002). While the cost numbers are likely outdated, this appendix is still helpful from a policy perspective because it provides context and benchmarks for a 20-year plan.</p>

## APPENDIX CHANGES

Appendix 14: Plans and Studies should be expanded to include some of the current appendices of the GMP and should be enhanced based on studies in process or completed and instead of just listing them, they should specifically link every document referenced to an available download. Specifically, this appendix should also include links to information previously provided in Appendix 5, 6, 7, 8, 12, 15, 16 and 18 of the GMP.

Appendix 15: Peddocks Island Development and Appendix 16: Harbor Visions Youth Charrette, are both important and provide relevant information within them that could inform decision-making within the Partnership, therefore they should remain, but the information should be presented within Appendix 14: Plans and Studies as a link to documents available to download.

## EXPLANATION/JUSTIFICATION

This section needs to be updated as well as expanded to include the recommended appendices because they can all assist in the decision-making process. While specific information may be critical to some owners and not others, the plans, studies, appendices, etc. should be linked for download so those who require the information can easily access it.

This information is important because it provides history and context for past policy decisions and can serve to inform future decisions, but it is not essential for all members with regard to decision-making, which ultimately means the text of it is not essential in the Appendix, just a link to download if needed.

APPENDIX CHANGES	EXPLANATION/JUSTIFICATION
<p>Appendix 17: Agencies' Roles in Resource Protection and Public Safety should be edited to make sure the Areas and Responsibilities sections are accurate and then included in the beginning of the document as an outline or brief summary of what is explained in the Park Overview. Appendix 19: The Islands of Boston Harbor should also be updated and incorporated into the Overview.</p>	<p>Since each of these sections identify and outline which agency or organization owns or operates which island and what they are responsible for on each island or the park area as a whole, they can and should be combined and presented together. It would enhance and solidify the Park Overview section that describes the Partnership structure and the roles and responsibilities of the various members, which is useful to all members when using the document to make decisions.</p>
<p>Appendix 18: Boston Harbor Islands Long-Range Interpretive Plan should remain, but the information should be presented within Appendix 14: Plans and Studies as a link to documents available to download.</p>	<p>This information should still be available because it is essential to the carrying out of the current GMP, and could provide relevant information for the decision-making based off of a future GMP, but the text of it is not essential in the Appendix, a link to download the Interpretive Plan would suffice.</p>
<p>Appendix 20: Glossary is essential and should remain as an appendix.</p>	<p>The glossary serves to clarify information within the GMP therefore it is necessary. Any updates and/or additions should be completed as needed.</p>
<p>Appendix 21: List of Preparers of the General Management Plan should remain as an appendix.</p>	<p>The list should remain as an appendix within the GMP because it provides historical context of the inception of the GMP.</p>

## *Appendix 4: Other National Park Service Park Foundation Statements*

The chart below contains examples of seven National Parks that have a Foundation Statement. Three Parks include either a summary or their entire Foundation Statement in their GMP. In order to create a new Foundation Statement, it is important for the Partnership to understand the organization and sections that are used in other park's Foundation Statements. Within each example, there is a 1-2 sentence summary or bullet-point breakdown of what is included in each section. Since the content below is summarized, we have included a link to each document so the reader can see the entire Foundation Statement document for each Park:

NATIONAL PARKS	SAN JUAN ISLANDS (WASHINGTON)	GOLDEN GATE (CALIFORNIA)	KOBUK VALLEY NATIONAL PARK (ALASKA)
<b>Park Purpose</b>	Yes	Yes	Yes
<b>Park Significance</b>	<p>Merged with Primary Interpretive Themes &amp; Fundamental Resources &amp; Values (below)</p>	<p>Summary of Significance Statements:</p> <ol style="list-style-type: none"> <li>1) proximity to city provides abundance of rec. and ed. opportunities.</li> <li>2) Undeveloped coastal corridor of marine estuarine, and terrestrial ecosystems supports exceptional native biodiversity &amp; provides refuge for endangered species</li> <li>3) Includes one of the largest and most complete collections of military installations and fortifications in the country.</li> <li>4) Alcatraz, the nation's first military prison</li> <li>5) Convergence of land and sea and of bay and ocean—combined with the palpable energy of 16 major rivers merging</li> <li>6) Convergence of the San Andreas Fault, SF Bay at GG, and the Ca. coastline</li> <li>7) Park lands are within the traditional homelands of Coast Miwok and Ohlone people.</li> </ol>	<p>Summary of Significance Statements:</p> <ol style="list-style-type: none"> <li>1) Preserves the environmental integrity and interprets ecosystems of the watershed.</li> <li>2) Preserves, studies and interprets cultural use and adaptation within arctic-interior Alaska.</li> <li>3) Includes 1.7 million acres of public land, all of which is eligible or designated Wilderness.</li> <li>4) Protects habitat for and populations of birds, fish, and other wildlife.</li> <li>5) The unfettered migratory movement of the Western Arctic Caribou Herd through Kobuk Valley depends on the undeveloped character, vastness and natural resources of the park.</li> <li>6) Protects natural resources that provide the opportunity for local rural Alaska residents to engage in customary and traditional subsistence uses.</li> </ol>

CAPE HATTERAS NATIONAL SEASHORE (NORTH CAROLINA)	CASA GRANDE RUINS NATIONAL MONUMENT (ARIZONA)	SITKA NATIONAL HISTORIC PARK (ALASKA)	GRAND CANYON NATIONAL PARK (ARIZONA)
Yes	Yes	Yes	Yes
<p>Summary of Significance Statements:</p> <ol style="list-style-type: none"> <li>1) First National Seashore</li> <li>2) Seashore is shaped by Coastal Streams to contribute to evolution as barrier islands</li> <li>3) Scientific Value as focus of climate change studies (incl. sea level rise)</li> <li>4) Diversity of aquatic and terrestrial habitat supports variety of wildlife</li> <li>5) Seashore is home to endangered species</li> <li>6) Artifacts, historic sites, and geographic links to mankind (Native Americans, lighthouses, etc.)</li> <li>7) Historic events of national significance (shipwrecks, war, experiments)</li> </ol>	<p>Summary of Significance Statements:</p> <ol style="list-style-type: none"> <li>1) First archeological site to be set aside by the U.S. government and sparked the beginning of the archeological resource preservation movement in America.</li> <li>2) Dominant landmark in early European exploration and western migration.</li> <li>3) Sacred place for many American Indians</li> <li>4) Desert adaptation by the Hohokam</li> <li>5) The only surviving example of a multi-story, freestanding earthen "great house" structure from the Hohokam culture.</li> <li>6) Hohokam architecture</li> <li>7) Development of scientific methods and techniques</li> </ol>	<p>Summary of Significance Statements:</p> <ol style="list-style-type: none"> <li>1) Location of the Battle of 1804</li> <li>2) Preserves Totemic art of Native population</li> <li>3) Many examples of Russian colonial architecture</li> <li>4) Provides care for museum</li> <li>5) Fosters the preservation and interpretation of local Native culture</li> <li>6) Location of the Indian River Estuary</li> </ol>	<p>Summary of Significance Statement:</p> <ol style="list-style-type: none"> <li>1) Grand Canyon is one of the planet's most iconic geologic landscapes</li> <li>2) The Colorado River provides plants and animals opportunity to flourish in an arid environment</li> <li>3) Wilderness landscapes are an important current resource and future preserve</li> <li>4) Grand Canyon National Park contains a superlative array of natural resources</li> <li>5) The human-Grand Canyon relationship has existed for at least 12,000 years</li> <li>6) Grand Canyon's immense and richly colored scenic vistas, enhanced by a natural setting, inspire a variety of emotional, intellectual, artistic, and spiritual impressions</li> </ol>

NATIONAL PARKS	SAN JUAN ISLANDS (WASHINGTON)	GOLDEN GATE (CALIFORNIA)	KOBUK VALLEY NATIONAL PARK (ALASKA)
<p><b>Primary/Key Interpretive Themes</b></p>	<p>(this section is merged with park sig. [above] and fundamental resources &amp; values [below])            Summary:            1) Peace &amp; Negotiation in War            2) Preservation of American &amp; English Camps            3) Preservation of Euro Sheep Farm            4) Protects natural habitats            5) Year-round Rec. Opps.            6) Edu., research, volunteer opportunities to support preservation            7) Historic Preservation of post military settlement            8) Archaeological sites of Native American significance</p>	<ol style="list-style-type: none"> <li>1) Recreation &amp; Edu. Opportunities</li> <li>2) Coastal Corridor</li> <li>3) Military Installations &amp; Fortifications</li> <li>4) Alcatraz Island</li> <li>5) Scenic Beauty</li> <li>6) Physical Landforms</li> <li>7) Ohlone &amp; Miwok People</li> </ol>	<ol style="list-style-type: none"> <li>1) Preserves a dynamic landscape</li> <li>2) People are integral to the natural ecosystem</li> <li>3) One of the largest, wild-est, most free from human influence in NPS</li> <li>4) Protects 1.7 million acres of landscape</li> <li>5) Landscape supports the roaming of the Western Arctic Caribou</li> <li>6) Residents depend on park for sustenance.</li> </ol>
<p><b>Fundamental Resources &amp; Values</b></p>	<p>(merged with two sections above)</p>	<ul style="list-style-type: none"> <li>•Diverse Park Setting</li> <li>•Park Access</li> <li>•Ocean &amp; Bay Env.</li> <li>•Coastal Ecosystems</li> <li>•Threatened End. Species</li> <li>•Water Resources</li> <li>•Fortifications &amp; Military Installations</li> <li>•Alcatraz Island</li> <li>•Dramatic Setting</li> <li>•Compelling Historical Stage</li> <li>•Geological Resources</li> <li>•Archaeological Sites</li> </ul>	<p>[Each fundamental resource and value is nested within the park significance statements and their interpretive themes. Each one has between 2-5 individual Fundamental Resources and Value statements.]</p>

CAPE HATTERAS NATIONAL SEASHORE (NORTH CAROLINA)	CASA GRANDE RUINS NATIONAL MONUMENT (ARIZONA)	SITKA NATIONAL HISTORIC PARK (ALASKA)	GRAND CANYON NATIONAL PARK (ARIZONA)
<ol style="list-style-type: none"> <li>1) Barrier Island Processes</li> <li>2) Habitat &amp; Species</li> <li>3) History &amp; Heritage</li> <li>4) Relax/Renewal</li> <li>5) Stewardship/ Preservation</li> </ol>	<ol style="list-style-type: none"> <li>1) History &amp; Heritage</li> <li>2) Hohokam Culture - Advanced Architecture, Engineering, and Astronomical Knowledge</li> <li>3) Sacred Site to Many American Indians</li> <li>4) Stewardship/Preservation - Sparked the beginning of America's Archeological Resource Preservation Efforts</li> </ol>	<ol style="list-style-type: none"> <li>1) Preserve the memory of the Battle of 1804</li> <li>2) Collection of Totemic art ensures preservation of Native culture</li> <li>3) Russia's endeavors have influenced the history of the area</li> <li>4) Caring for traditional property has helped to maintain a relationship with local community</li> <li>5) Preserves art and culture for visitors</li> <li>6) Ecosystem provides sustenance</li> </ol>	<ol style="list-style-type: none"> <li>1) Powerful and inspiring scenic landscape</li> <li>2) Homeland to Native American cultures</li> <li>3) Water is Grand Canyon's lifeblood</li> <li>4) Erosion has formed rock layers that provide a natural history</li> <li>5) Has sustained people materially and spiritually for thousands of years</li> <li>6) A relatively undisturbed ecosystem</li> </ol>
<ul style="list-style-type: none"> <li>•Undeveloped Shoreline</li> <li>•Natural sounds</li> <li>•Views of Atlantic</li> <li>•Barrier Island Features</li> <li>•Changing coastal geologic processes</li> <li>•Knowledge from past/future research</li> <li>•Living laboratory</li> <li>•ETC (there are a total of 15 listed)</li> </ul>	<ul style="list-style-type: none"> <li>•The Casa Grande Ruin</li> <li>•Compounds and Associated Archeological Sites</li> <li>•Viewshed (Surrounding Mountains)</li> <li>•Natural Soundscape and Natural Night Sky</li> <li>•Sacred Animal and Plant Life</li> <li>•Museum Collections and Archives</li> <li>•15 Structures Constructed 1931-1939</li> <li>•The Shelter Over the Casa Grande Ruin</li> <li>•The Historic Wagon Trail and Butterfield Stage Coach Route</li> </ul>	<p>[Each fundamental resource and value is nested within the park significance statements and their interpretive themes. Each one has between 2-5 individual Fundamental Resources and Value statements.]</p>	<ul style="list-style-type: none"> <li>•Geologic Features and Processes</li> <li>•Biodiversity and Natural Processes</li> <li>•Visitor Experiences in a n Outstanding Natural Landscape</li> <li>•Water Resources</li> <li>•Human History</li> <li>•Opportunities for Learning and Understanding</li> <li>•Sustainable Economic</li> <li>•Contributions to the Regional</li> <li>•Economy</li> <li>•Park Infrastructure and Assets</li> </ul>

NATIONAL PARKS	SAN JUAN ISLANDS (WASHINGTON)	GOLDEN GATE (CALIFORNIA)	KOBUK VALLEY NATIONAL PARK (ALASKA)
<b>Special Mandates &amp; Constraints</b>	Contains 6 Agreements and Memorandums of Understanding (MOU) with local gov't agencies and universities	Yes (for both Golden Gate and Muir Woods)	Yes- One district is designated as a National Historic Landmark
<b>Included in GMP?</b>	Yes (chapter 2)	Yes	No (separate document)
<b>How many pages?</b>	8 Pages	8 Pages (Golden Gate only)	29 Pages
<b>Formatting Notes</b>	SJI breaks down 8 "significance" items and then has a set of interpretive themes and fundamental resources and values for each of the 8 items	Key Interpretive Themes and Associated Resources & Values are categorized together	Key Interpretive Themes and Significance Statements are categorized together with Fundamental Resources and Values nested within them.
<b>Link to Foundation Statement</b>	<a href="http://parkplanning.nps.gov/showFile.cfm?projectID=11187&amp;docType=public&amp;MIMEType=application%252Fpdf&amp;filename=Chapter%202%20Foundation%2Epdf&amp;clientFilename=Chapter%202%20Foundation%2Epdf">http://parkplanning.nps.gov/showFile.cfm?projectID=11187&amp;docType=public&amp;MIMEType=application%252Fpdf&amp;filename=Chapter%202%20Foundation%2Epdf&amp;clientFilename=Chapter%202%20Foundation%2Epdf</a>	<a href="http://parkplanning.nps.gov/showFile.cfm?projectID=15075&amp;docType=public&amp;MIMEType=application%252Fpdf&amp;filename=GOGA%5FDraftGMP%2DEIS%5FVolumelPart1%5F8%2E11%2Epdf&amp;clientFilename=GOGA%5FDraftGMP%2DEIS%5FVolumelPart1%5F8%2E11%2Epdf">http://parkplanning.nps.gov/showFile.cfm?projectID=15075&amp;docType=public&amp;MIMEType=application%252Fpdf&amp;filename=GOGA%5FDraftGMP%2DEIS%5FVolumelPart1%5F8%2E11%2Epdf&amp;clientFilename=GOGA%5FDraftGMP%2DEIS%5FVolumelPart1%5F8%2E11%2Epdf</a>	<a href="http://www.nps.gov/kova/parkmgmt/loader.cfm?csModule=security/getfile&amp;pageid=367094">http://www.nps.gov/kova/parkmgmt/loader.cfm?csModule=security/getfile&amp;pageid=367094</a>

CAPE HATTERAS NATIONAL SEASHORE (NORTH CAROLINA)	CASA GRANDE RUINS NATIONAL MONUMENT (ARIZONA)	SITKA NATIONAL HISTORIC PARK (ALASKA)	GRAND CANYON NATIONAL PARK (ARIZONA)
Yes (they include NPS 2006 management policy)	Yes- Limited number of land use permits and easement	Yes- Loan agreements, uses of a house on property, and the house being a National Historic Landmark	Yes- Multiple Federal and State mandates as well as agreements with Native American tribes
No (separate document)	No (separate document)	No (separate document). But elements of the Foundation Statement are included in the GMP (Pgs. 6-7)	No (separate document)
58 Pages	50 pages	19 Pages	44 Pages
Each section was separate.	Each section was separated with its own "Significance" and "Fundamental Resources and Value." Then there is an analysis of all the Fundamental Resources and Values after all the sections.	Key Interpretive Themes and Significance Statements are categorized together with Fundamental Resources and Values nested within them.	Park Purpose, Significance, and Interpretive Themes are separate sections. Fundamental Resources and Values include their description, current conditions and related trends, issues and concerns, stakeholder interest, and other information.
<a href="http://www.nps.gov/caha/parkmgmt/upload/CAHA-20Foundation-20Statement-20-9-30-11-20low-res.pdf">http://www.nps.gov/caha/parkmgmt/upload/CAHA-20Foundation-20Statement-20-9-30-11-20low-res.pdf</a>	<a href="http://www.nps.gov/cagr/parkmgmt/upload/CAGR%20-%20Foundation%20Statement%20-%202025%20SEP%2007%20PDF.pdf">http://www.nps.gov/cagr/parkmgmt/upload/CAGR%20-%20Foundation%20Statement%20-%202025%20SEP%2007%20PDF.pdf</a>	<a href="http://parkplanning.nps.gov/document.cfm?parkID=20&amp;projectID=41420&amp;documentID=46121">http://parkplanning.nps.gov/document.cfm?parkID=20&amp;projectID=41420&amp;documentID=46121</a>	<a href="http://www.nps.gov/grca/parkmgmt/upload/grca-foundation20100414.pdf">http://www.nps.gov/grca/parkmgmt/upload/grca-foundation20100414.pdf</a>



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