

...how your public agency or nonprofit organization can, through a little creativity and hard work, make the private sector a partner in providing leisure services and assisting heritage conservation.

We give you the ...



**PRIVATE  
SECTOR  
INVOLVEMENT  
WORKBOOK**

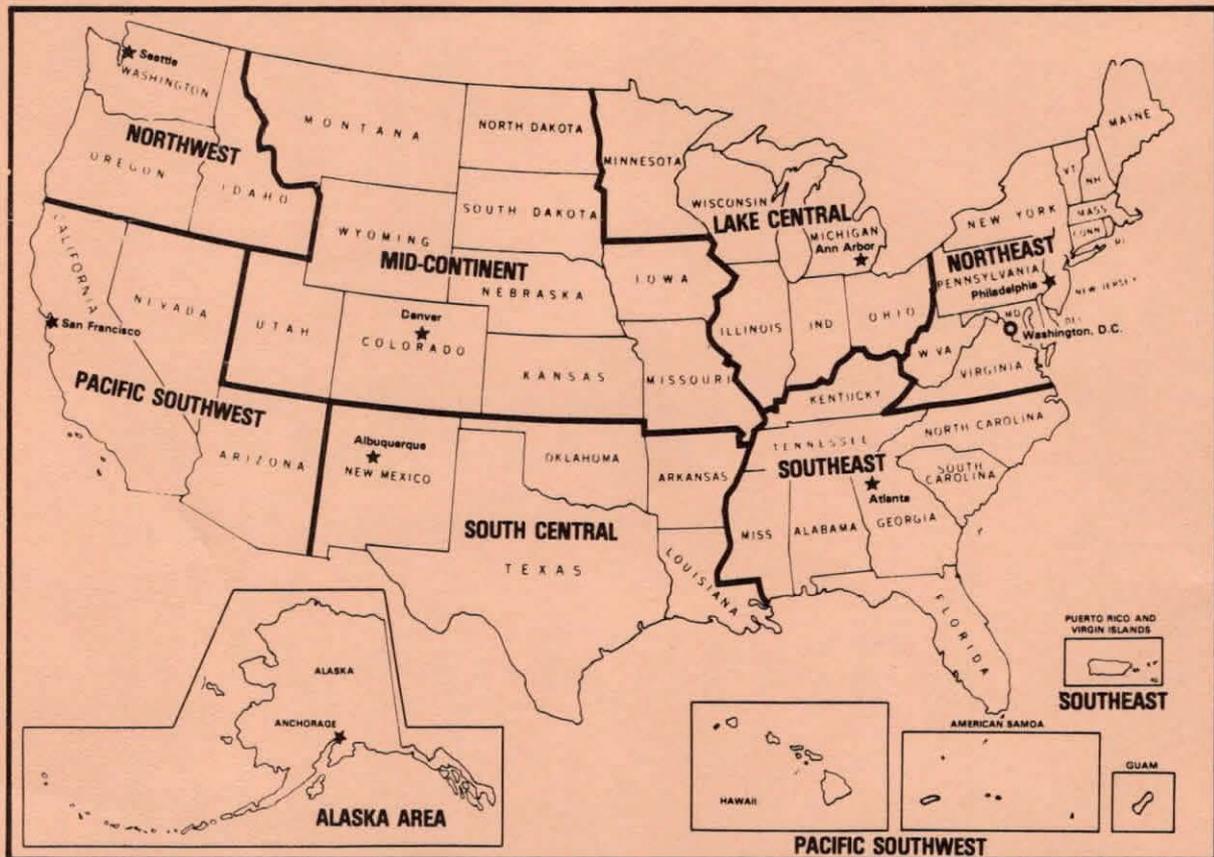
- Second Edition -

UNITED STATES DEPARTMENT OF THE INTERIOR  
HERITAGE CONSERVATION AND RECREATION SERVICE

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# INTRODUCTION

## PRIVATE SECTOR INVOLVEMENT

If public agencies have ever needed a reason to look outward toward the private sector, present economic realities have provided that reason. Public funding sources are insufficient to meet the steadily rising costs of providing high quality and relevant recreation opportunities.

### Who or What is the Private Sector?

The private sector is the major employer in your city. It's the local labor union, and the local affiliate of the international service club which meets every other Tuesday, and it's the restaurant downtown where they meet. It's the wealthy doctor who owns the restaurant, the church he belongs to, and the professional basketball team he supports. Retired executives and senior citizens at the local center, eager for a meaningful way to stay active and involved, are also part of the private sector. And so are their great grandchildren, who are Cub Scouts and Campfire Girls, and so, too, is the bus company which takes the children to school each day.

The private sector is the person who donates a quarter to the Heart Association Walk-a-Thon, or the person who donates a Renoir to the City Art Museum. The private sector is the Hilton Hotel or the Motel Six. It is Trader Vic's Restaurant or a Burger King drive-in. It's you and your neighbors. In short, the private sector is comprised of all the businesses, large and small, all the individuals who provide the goods and services on which we all rely. It is everyone who lives, works, or plays in your parks and community centers. The private sector is the economic and social world of the city, state, and country, other than government agencies. The private sector is institutions, but it is before all else people, people who enjoy recreation and who may be willing to help a public park department or private nonprofit organization, if only they are asked properly.

### About This Workbook

The private sector can help an imaginative recreation or heritage agency narrow the gap between funding shortfalls and demand for services. Nonprofit organizations working from within the private sector can also reach out more effectively to other private sector elements for help.

Hundreds of innovative agencies around the country have already launched programs to involve the private sector. Over the past several years, the Heritage Conservation and Recreation Service has worked with many of these agencies in tapping private sector sources for donations of land, financial assistance, and donated labor and materials.

The Service has learned useful information along the way which can aid recreation and heritage agencies and nonprofit groups in building a sound partnership with the private sector. This workbook is designed to communicate some of that information and to stimulate you to explore the potentials and involve the private sector.

The first edition of the Private Sector Involvement Workbook was published in April 1978. Since then, a number of involvement mechanisms have been the topic of separate handbooks. These handbooks are noted throughout the second edition and may be ordered from HCRS. Ordering information is on the inside back cover.

### Before You Turn to the Private Sector

To effectively involve the private sector, a public agency or non-profit organization must first reflect on its own programs, policies and procedures. The public cannot be expected to assist an agency or organization which does not provide services that are relevant to users or potential users, or an agency which is inefficient in its administration or delivery of services. These days it is those organizations which are taking a top-to-bottom look at how things are done which are in the best position for survival.

This workbook features strategies for gaining the voluntary assistance and support of all elements of the private sector, for expanding resources. Another series of HCRS publications provides suggestions and discussion on various tools to enhance relevance and efficiency through effective management. This series is described beginning on page

### One Final Introductory Note ...

A private sector involvement program is a partnership program. In a real sense, we in the recreation and heritage professions are also partners with one another. We can all gain by shared information and build on each other's experiences. Help get the word out on examples of private sector involvement successes!

Contact:

HCRS Information Exchange  
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We want to hear about case studies and related anecdotes we can share with others.

Good luck!

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"LET'S SEE NOW, WAS IT INVENTORY, ANALYSIS AND THEN IMPLEMENTATION,  
OR WAS IT ..."

# SYSTEMATIC PRIVATE SECTOR APPROACH

## PRIVATE SECTOR RESOURCES AND MOTIVATIONS

Private land and dollars can be generated for recreation and heritage protection if public agencies are willing to commit themselves to developing and implementing a structured private sector involvement program. The potential for private sector assistance exists in every community.

The private sector is multi-faceted. Individuals, corporations, businesses, service clubs, conservation organizations, trade unions, foundations - the list is endless - are all part of the private sector. Every individual in every private sector element brings to a particular situation a unique set of values and beliefs. Each private sector component has a distinct set of operating assumptions. In order to maximize cooperation with the private sector and to be able to address private sector concerns in a sensitive and responsive manner, it is extremely important to take some time to consider the factors motivating the private sector to "see where they're coming from." The motivations of several major private sector resources are discussed below.

### Individuals

The individual is the touchstone of philanthropy in America. Nearly \$30 billion is given annually to charitable institutions by living individuals. Public agencies can do much to interest individuals in assisting in supporting recreation and historic facilities and programs through donations of money, materials, labor and time.

Individuals run the entire spectrum of attitude and style. Some people desire anonymity; others crave recognition. Some people are motivated by guilt; others simply desire to "do good," or wish to "leave a mark." Some people have special emotional reasons for wishing to help public recreation -- a memorial to

a deceased parent, a relative with a physical handicap. Other people (a minority) are motivated only by economic considerations. Many individuals mistrust public agencies and feel they are incompetent or wasteful. Sometimes potential donors feel one way about helping public recreation and culture and their heirs just the opposite.

Public agency administrators need to be aware of the attitudes and desires of each individual whose cooperation they wish to gain. If an individual desires anonymity, that wish should be carefully respected. If an individual wishes to "pay back a debt" or "leave a mark," the need for recognition should be recognized and reflected in discussions of ways that individual can help public recreation. Sensitivity with individuals is the key. Listen carefully and respond to their needs. Being human, we all have a built-in sensitivity on which we can rely.

### Business and Corporations

Donations to public recreation, cultural arts, and historic preservation from businesses and corporations are an attractive alternative to government appropriation of taxes. Donations are a form of enlightened self-interest, because of the tax advantages and the boost to the corporate image and public relations effort.

Gifts may also be a way for companies to mitigate public relations problems caused by some of their controversial activities. Companies continually are looking for ways to strengthen their community image, and involvement in conservation and recreation projects can be an attractive means to further their objective.

Most companies and corporations have some money set aside in their budget for charitable contributions. Also, they often donate the time of administrators to work with fundraising drives or provide personnel with skills to assist in certain technical aspects of project work.

Formal recognition of the donor through awards, plaques, and announcements by community officials may serve as an incentive to public oriented businesses.

While corporations may realize numerous benefits from involvement in public betterment, the realities of the corporate world must be appreciated. Some corporations take a broad view of their social responsibility, but most do not. Less than two percent of all corporations give the maximum amount allowable as a charitable contribution deduction for income tax purposes. A basic corporate attitude can be summed up in an oft-repeated statement: "We're not in the business of giving anything away." At the root of this is the necessity to make a profit. Unprofitable corporations simply cease to exist, and executives of unprofitable corporations are

accountable to shareholders who have invested hard dollars in order to make money. At the same time, shareholders don't seem to mind when a corporation makes contributions, as long as it continues to be profitable. The profit imperative can also cause corporations to avoid cooperation with recreation agencies for fear of safety problems, vandalism, or tort liability.

Another basic corporate attitude is mistrust or fear of governmental agencies. While the laws of our nation have been generally favorable to corporations, corporations are often adversaries of governmental agencies on regulatory and control issues, and these encounters may leave a lasting chip on corporate shoulders. Many corporations have a special aversion to the Internal Revenue Service arising from a past bad episode (unfavorable audit of deductions, etc.), or from a fear of increased I.R.S. scrutiny resulting from a charitable contribution.

As mentioned above, corporate attitudes and motivations are not always in opposition to cooperative involvement with public agencies. The profit motive can encourage corporate donations where it can be shown that the donation will either help a corporation dispose of a 'dead asset', eliminate holding costs on a property or result in valuable free publicity.

In dealing with corporations, it is important to develop a strategy before approaching them. Sensitivity to corporate needs and limitations will suggest the best approach to make toward a particular corporation. A knowledge of the corporation's social involvement mechanisms -- community relations departments, or corporate foundations -- is also important. When making a corporate contact, contact the highest ranking person possible. It is a corporate adage, based on the corporate system of generally rewarding conservatism, that 'lower-level managers are paid to say no, while upper-level managers are paid to say yes.' Logical versus emotional, arguments appeal to corporations. It should also be remembered that negotiation is a basic corporate style. Plan, therefore, to negotiate for cooperation from corporations.

Businesses, like corporations exist to make money. They are generally, however, much more sensitive to community image and closer to community activities. Local franchises of national chain businesses, such as the majority of fast food establishments, are particularly conscious of community acceptance. They are reasonably likely to spend money to cultivate and sustain a positive image. Smaller businesses are often willing to help, but must weigh involvement against a narrow profit margin.

A public agency or nonprofit organization should consider the way in which involvement can be helpful to the business. Flexibility and creativity is the key in accomodating the needs of businesses.

## Socially Active Organizations

Some organizations and groups are socially active by nature. Service clubs, conservation organizations, church groups, and youth organizations are well known examples of socially active organizations. Others include fraternal organizations, labor unions, veteran's clubs, business and professional organizations, historic societies, and women's clubs. Characteristically, these groups are well organized, maintain extensive and effective volunteer networks, and are experienced at fundraising for events and projects.

Since these organizations are often stalwarts on behalf of community projects, a common ground should be sought. Those organizations which do not support recreation or heritage projects should be made aware of the social benefits of such projects. Public agencies should consider pursuing joint projects with these organizations, should freely exchange information and services, and should work hard to make them partners in the provision of public recreation, historic preservation or environmental protection.

## Philanthropic Organizations

Some organizations are philanthropic by nature. Foundations are prominent among these.

There are a number of foundation types: research; special interest; family; corporate or company, and community trusts. Foundations may be public or private.

Private foundations are the prime philanthropists. They are characterized by stylized giving methods, with well-defined procedures, and often well-defined targets. Many foundations do not, as a matter of strict policy, make grants to governmental agencies. Others merely look unfavorably on governmental applicants because they feel that appropriated budgetary funds should be sufficient. Competition for foundation funding is always intense.

It is important to be aware of a foundation's policies and procedures before approaching. A foundation which does not grant to public agencies may grant to a nonprofit foundation seeking funds on behalf of a needed community project. The field of foundation fundraising is specialized and requires a specialized approach.

## Selling Your Project

There are numerous methods of solicitation and selling points that can be applied to the target groups identified above. Perhaps the most effective technique is to ask for a concrete

sum of money or gift of land to aid a specified project of wide appeal. This may vary from requests for a local or regional park, a new wildlife area, a designated historic site, or a special programming idea you want to implement.

Long and careful research and planning by competent staff will encourage potential donors that their gifts will be put to good use. Also, the need for contributions at that time needs to be financially justified, which should be easy since available funds will no doubt be insufficient to accomplish the total project. If, for instance, potential benefactors are reminded of the rapid development of formerly open land caused by population growth and other factors, and if they are urged to supplement under-financed public efforts to obtain recreation land, the appeal should be more successful. The need to preserve critical land resources or accomplish historic preservation should be seen as the responsibility of every citizen. Hence, gifts for recreation and conservation are a way for individuals to help solve "their" crisis, and help provide a priceless legacy for their children.

Expert advice will sometimes be needed to work with you and potential donors to determine the best tax advantage available with a gift. An attorney should be used in most cases as a means of promoting common understanding and the best possible donation arrangement.

Potential land donors may be tactfully reminded of escalating property taxes, especially in areas of rapid growth, trespass and liability problems, and the persistent onslaught of land speculators and developers, when these factors may prove an incentive for selling or donating land. Support from recognized groups, leaders, and personalities should be sought and publicized. Perhaps a listing of contributions obtained from previous donors may be an impetus for future gifts.

Overall, the drive for donations should attempt to reflect current public attitudes if possible, especially the mounting concern about the environment, and should employ elements of local and civic pride. The campaign should not stress the plight of the community to the point of public boredom. The promising programs of the public agency should be promoted with as much optimism as can be reasonably produced. A specific monetary goal for the campaign might encourage gifts by providing a reachable objective, with measurable benchmarks along the way.

Obviously, a key element in a successful solicitation drive is good public relations between the public agency and the citizenry. Public relations refers not so much to press releases

and publicity as it does to an atmosphere of good will and confidence engendered by public knowledge of the agencies' accomplishments and goals.

The most successful way to obtain contributions is probably one-to-one interaction with prospective donors. This communication is crucial to a successful campaign for donations.

The general public can be reached in many ways, in addition to contacts with groups already listed. The use of communications media can include television specials, particularly on public television; newspaper or magazine articles in State and national magazines or the Sunday supplements of newspapers; public service announcements; and news stories and interviews for radio, television, and newspapers. Attractive brochures are valuable in explaining the purposes of the program. Posters, bumperstickers, and other promotional devices might be used. Speeches to civic, church, school and other groups can be effective. Also, use of visual media, such as films, slides and pictures, can graphically demonstrate the need for gifts of recreational and open space land. Special events, contests and gimmicks, such as dinners and walk-a-thons, may yield needed publicity.

#### Protecting a Heritage

Alone, any single device is limited; together, they strengthen each other.

Just as the devices are limited, the Federal Government, a state, a community, a private organization, or an individual working alone will find only limited success. Working together, sharing experiences, we can better accomplish the objective sought.

# SYSTEMATIC APPROACH

The Private Sector Analysis Outline presented in this section represents a systematic approach for involving the private sector in your program. The degree of detail presented may be beyond the needs or means of many agencies and organizations, requiring selective commitments of time and energy to implement the initiatives which have the highest payoff. This approach can be applied to your entire community or to a specific area.

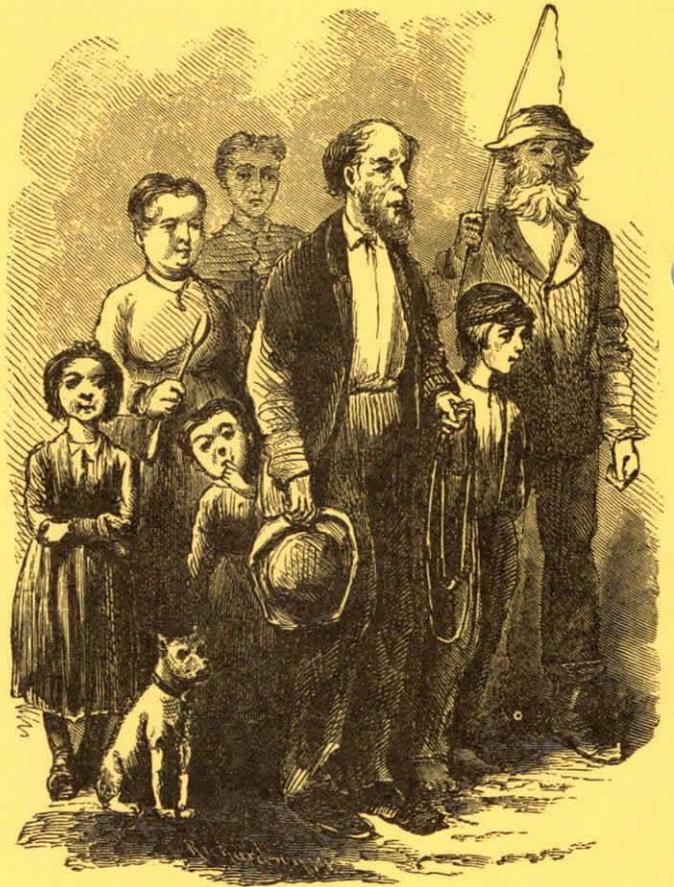
Most agencies already interact with the private sector, but only on an intermittent, hit-or-miss basis. To effectively solicit private sector support, you need to know and understand your community's private sector and adopt a thought process which always considers the private sector as a valuable resource. This outline is designed to stimulate that thought process.

## Private Sector Analysis Outline

- I. Inventory
  - A. Private Sector Elements
  - B. Underutilized Private Sector Lands and Facilities
  - C. Your Needs
  - D. Existing Sources of Assistance
  - E. Underutilized Public Lands and Facilities
  
- II. Analysis
  - A. Type of Industry, Business or Service
  - B. Relationship of Private Sector Service, Product or Resource to Your Needs
  - C. Priority
  
- III. Implementation
  - A. Scope
  - B. Mechanism
  - C. Direction of Approach
  - D. Method of Approach
  - E. Timing of Approach
  - F. Follow Through



"TO EFFECTIVELY SOLICIT PRIVATE SECTOR SUPPORT, YOU NEED TO KNOW AND UNDERSTAND YOUR COMMUNITY'S PRIVATE SECTOR AND ADOPT A THOUGHT PROCESS WHICH ALWAYS CONSIDERS THE PRIVATE SECTOR AS A VALUABLE RESOURCE."



# PRIVATE SECTOR ANALYSIS-- DETAILED OUTLINE

## I. Inventory

To successfully and efficiently mount a private sector approach, you need to identify what the specific needs of your agency or organization are, what the private sector sources of assistance in your own community are, and what lands and facilities they own that might be of use to the community as a whole. It is also useful to be aware of the underutilized public lands and facilities in your community in order to pursue no-cost long term use or acquisition of some of those resources.

### A. Your Agency/Organization Needs

- |                    |              |
|--------------------|--------------|
| 1. Dollars         | Acquisition  |
| 2. Materials       | Development  |
| 3. Land            | Operation    |
| 4. Facilities      | Maintenance  |
| 5. Equipment for   | Improvements |
| 6. Labor           | Programs     |
| 7. Leaders         | Staffing     |
| 8. Expertise       |              |
| 9. Programs        |              |
| 10. Transportation |              |

#### Information Sources:

1. Personal knowledge
2. Capital Improvement Plans
3. Open Space, Recreation and Conservation Elements
4. Acquisition plans
5. Public input

### B. Underutilized Public Lands and Facilities

1. School
2. Military
3. Highway - rights of way
4. Water District - reservoirs
5. Sanitation District
6. Flood Control District - flood plains
7. Armories
8. Buffer zones

Information Sources:

1. Personal knowledge
2. Field survey
3. Questionnaire
4. Planning Department - maps, aerial photos, etc.

C. Existing Sources of Assistance

1. Bond issues
2. Bedroom Tax
3. Set-aside Ordinances
4. Development surcharges
5. State, local and Federal grant sources
6. Manpower programs
7. Volunteer programs
8. Service organizations - Civic groups - Clubs
9. Other public agencies
10. National Guard/Cee Bees/Army Reserves
11. Industry
12. Individuals
13. Private foundations
14. Fundraising
15. Independent taxing authority
16. Concession revenues/fees
17. Private donations/bequests

Information Sources:

1. Personal knowledge
2. City budget
3. Revenue Department/Administrative Office
4. City Grant Program Coordinator

D. Private Sector Elements

1. Industrial manufacturers
2. Commercial businesses
3. Professional services
4. Community groups
5. Neighborhood organizations
6. Service clubs
7. Youth organizations
8. Church groups
9. Professional societies
10. Key individuals - community leaders
11. Wealthy individuals
12. Large landowners

Information Sources:

1. Chamber of Commerce
2. Field survey
3. Yellow Pages
4. Personal knowledge
5. Planning Department - permit section
6. Better Business Bureau
7. Small Business Administration

E. Private Sector Underutilized Lands and Facilities

1. Buffer zones
2. Future development sites
3. Surface mined lands
4. Demolition sites
5. Closed stores, gas stations, factories, warehouses, etc.
6. Water features
7. Roof tops
8. Parking lots
9. Land restricted from intensive development
10. Surplus land
11. Flood plains
12. Corridors - transmission lines, railroad rights of way

Information Sources:

1. Planning Department
2. Field survey
3. Personal knowledge
4. Questionnaire
5. County Assessor - Blue Books, Plat maps

II. Analysis

The analysis is a critical step in the systematic approach of the private sector. It is during this phase that an imaginative program administrator analyzes the private sector for the ways their products, services and skills can be related to identified program needs. It is the match-up phase in which the potential of private sector involvement becomes evident.

A. Type of Industry, Business or Service

1. Product, Service or Skill
  - a. Recreation equipment
  - b. Office equipment
  - c. Irrigation systems

- d. Automobile/truck dealer
- e. Plant materials
- f. Lumber
- g. Earth movers
- h. Architects, engineers, landscape architects
- i. Tire dealer
- j. Teacher
- k. Graphic designer
- l. Advertising firm
- m. Plumber
- n. Electrician
- o. Carpenter
- p. Attorney
- q. Etc.

2. Location

- a. Central City - Financial District
- b. City's fringe
- c. Residential area
- d. Park - deficient area
- e. Adjacent to existing facilities (park, historic dist., etc.)
- f. Adjacent to open space
- g. Close to schools
- h. Close to business lunch area
- i. Industrial park

3. Size and Current Financial Position

- a. Number of employees
- b. Number and size of facilities
- c. Amount of land
  - aa. How held - fee, easement, etc.
  - bb. Present use
  - cc. Term of ownership
  - dd. Original purchase price
  - ee. Cost basis - improvements, utility hook-ups cost, etc.
  - ff. Fair market value
- d. Other Capital Assets
  - aa. Equipment
  - bb. Tools
  - cc. Supplies
- e. Financial Profile

- aa. Parent company
- bb. Number of subsidiaries
- cc. Growth status and potential
- dd. Service area
- ee. Cash flow
- ff. Gross revenues
- gg. Net profits
- hh. Tax bracket
- ii. How tax return is filed

4. Company, Business or Professional Profile

- a. Stake in the community
  - aa. Length of time in the community
  - bb. Success in the community
  - cc. Number of employees from the community
  - dd. % of market within the community
- b. Past relationship with the community
  - aa. Ongoing community relations program
  - bb. Discretionary fund for community projects
  - cc. Corporate or family foundation
  - dd. Sales promotions affecting recreation/heritage
- c. Environmental consciousness
- d. Corporate goals
- e. Existing employee recreation facilities, programs or events
  - aa. Gymnasium
  - bb. Tennis courts
  - cc. Picnic areas
  - dd. Sports teams
  - ee. Company picnics/company trips
  - ff. Environmental films and presentations
- f. Local power or authority
- g. Image
- h. Employees profile
  - aa. Service club involvement
  - bb. Community leaders
  - cc. Socio-economic status
- i. Key officers and employees

Information Sources:

1. Annual report
  2. Financial statements
  3. Public relations and community affairs documents
  4. Personal knowledge
  5. Professional societies
  6. Company's officers and employees
  7. Chamber of Commerce
  8. AFL-CIO
- B. Relationship of Private Sector Service, Product or Resource to Agency or Organization Needs
1. Extraction Company
    - a. Land - mined out pits, buffer strips
    - b. Sand/gravel
    - c. Heavy equipment
    - d. Work crews
    - e. Old conveyor belts
    - f. Money
  2. Advertising Firm
    - a. Promotion/awareness
    - b. Fundraising
    - c. Graphics
    - d. Money
  3. Carpenter
    - a. Tools
    - b. Expertise
    - c. Labor
    - d. Design
    - e. Money
  4. Lumber Company
    - a. Materials
    - b. Forklift and trucks
    - c. Money
  5. Canoe Manufacturer
    - a. Training
    - b. Equipment
    - c. Leadership
    - d. Money

6. Legal Firm

- a. Expertise
- b. Important contacts, entre to others
- c. Money

7. Farming Operation

- a. Land - fallow
- b. Equipment
- c. Produce
- d. Tours of operation
- e. Money

8. Fast Foods Establishments

- a. Catering
- b. Sponsorship of uniforms, equipment
- c. Money

9. Church

- a. Land
- b. Transportation - buses
- c. Facilities - gymnasium, meeting space
- d. Prestige for a project - cosponsorship
- e. Money

10. Plumbers' Union

- a. Expertise
- b. Equipment, supplies
- c. Money

C. Priority

1. According to needs

Note: Local plans and priorities have to be known before approaching the private sector.

- 2. According to existing sources of assistance
- 3. According to potential private sector community interest and involvement

- a. Relationship
- b. Prototype
- c. Action oriented
- d. High visibility

### III. Implementation

After you know who your private sector resources are, and have determined how they might assist in providing money, materials or labor to your agency or organization, the groundwork has been laid for the implementation of a private sector involvement strategy. This involves determining the scope of the private sector involvement program--city wide, neighborhood, project specific; selecting a mechanism or combination of mechanisms to be used to get the private sector involved; deciding on a particular direction of approach; considering the timing of the approach; and following through on all private sector initiatives.

#### A. Scope

1. Systemwide
2. Neighborhood
3. Specific project

#### B. Mechanisms

1. Private Sector Resource Councils
2. "Support" Foundations
3. Gift Catalog
4. Volunteerism
5. Scrounging
6. Fundraising
7. Neighborhood initiative
8. Military Reserve Component Units
9. Employee Recreation
10. Profit-oriented recreation

#### C. Direction of Approach

1. Industrial manufacturers
2. Commercial businesses
3. Professional services
4. Community groups
5. Neighborhood organizations
6. Service clubs
7. Professional societies
8. Key individuals - community leaders
9. Wealthy individuals

#### D. Method of Approach

1. Determine Best Point of Contact

- a. Usually top management
    - aa. President vs. line manager
    - bb. Parent company vs. subsidiary
  - b. Sympathetic contact
2. Enlist Allies to Initiate Contact
- a. Personal friends
    - aa. Service clubs
    - bb. Fraternal organizations
    - cc. Business societies
    - dd. Social acquaintances
  - b. Professional contacts
  - c. Others
    - aa. Prominent retirees
    - bb. Highly placed personnel
    - cc. Employees association
    - dd. Political figures
3. Arrange for a meeting - personal contact and proposal presentation is generally better than only submitting a written proposal
- a. Arrange for a time and place that is convenient for the person you are meeting with
  - b. Request only the time you need (keep it brief)
4. Prepare Proposal Presentation for Meeting
- a. Be brief
  - b. Tailor package to private sector resource - Don't be too slick, nor too unprofessional
  - c. Establish need and limited public resources
  - d. Be specific in your request
  - e. Incorporate visuals
  - f. Indicate total project budget and time frame
5. Indicate Benefits for Donor
- a. Tax benefits
  - b. Other economic benefits
  - c. Public relations benefits
  - d. Recognition and good feelings
  - e. Increased employee recreation opportunities
  - f. More efficient utilization of land through multiple use

- g. Controlled legal access rather than trespass on private land
    - h. A healthier community
    - i. Eliminated holding cost
  - 6. Be Persistent - Follow-up on First Meeting
- E. Timing of Approach
  - 1. Be Aware of the Tax Year
    - a. Make your initial contacts early to plant the seed for donations later in the year
    - b. Follow-up with contacts near the end of the tax year when potential donors know if they are in a position to take advantage of charitable contribution deductions.
  - 2. Watch Out for Reorganizations
    - a. Reorganization often means temporary decision paralysis
    - b. Proposals can be lost in the shuffle
  - 3. Notice When There Is a Need for Favorable Publicity
  - 4. Monitor Grant Deadlines
    - a. Transactions must not occur prior to grant approval on some land acquisition projects
    - b. Private sector giving is a lengthy process
- F. Follow Through
  - 1. Publicize Private Sector Giving
    - a. Prepare press releases
    - b. Arrange for radio and television spots
    - c. Write magazine and professional journal articles
    - d. Mention at speaking engagements
  - 2. Provide Other Appropriate Recognition
    - a. Hold a ceremony around the gift
    - b. Erect a plaque on the project site
    - c. Have local politicians pass resolutions of appreciation
    - d. Write letters of recognition
    - e. Express gratitude privately to appropriate individuals

3. Evaluate each project
  - a. Analyze successes and failure of private sector approach
  - b. Determine how successful projects can be implemented elsewhere
  - c. Determine how the same private sector sources can be further involved in giving

### The Matrix Approach

An easy way to organize an inventory and analysis is through a matrix. From the inventory, your needs can be listed on one axis, and private sector resources can be listed on the other. Relationships between individual elements from the needs and resources can be noted on the matrix. If the matrix is large enough, the nature of the relationship can also be described.

Below is an abbreviated and hypothetical inventory and analysis matrix, for a recreation project. Examples of agency and organization needs are listed vertically. Examples of private sector resources are listed horizontally.

		PRIVATE SECTOR RESOURCES			
		SUPER-MARKET	FAST FOOD ESTABLISHMENT	LUMBER COMPANY	CONSTRUCTION COMPANY
PARK & REC. NEEDS	LAND	X			
	DOLLARS		X		
	MATERIALS			X	
	EQUIPMENT			X	X
	LABOR				X

In our hypothetical case, a local supermarket had vacant buffer land with park potential. So an "X" was placed in the box across from the identified need for land and below the inventoried private sector supermarket resource. The vacant supermarket land happens to be across the street from a fast food establishment which might be willing to donate their first hour's profits some Saturday to see the site developed into a park. Another "X" notes this potential. The local lumber company has had a good year (according to their annual report), and could probably use a tax write-off. On the matrix we show they may be willing to donate lumber and a truck to haul it to the proposed site. Finally, the local construction company (which angered many people by developing condominiums at a nearby lake) is in need of some good publicity. So it is noted on the matrix that they might be willing to do the grading and construction of the new park as a community service.



"SCROUNGING WENT PRETTY WELL! NOW WHO WANTS TO VOLUNTEER TO WORK ON FUNDRAISING??"

# PRIVATE SECTOR INVOLVEMENT MECHANISMS

## PRIVATE SECTOR RESOURCE COUNCILS

Most states and cities have park and recreation and planning commissions to set policies and advise the park and planning departments. These commissions are often composed of well respected and well known figures from various fields of endeavor. Primarily, they provide an interface between the policy makers and the departments. Many park agencies have also established Private Sector Resource Councils or committees to interface in another direction--toward the private sector.

### What Does an Resource Council Do?

The Resource Council, comprised of volunteers, can serve as an extension of the park or planning department and can assist the department in a number of important ways. The Council can assist in matters of fundraising, can help accomplish the overall private sector analysis, and can serve as a focal point for volunteer programs serving the leisure service system. The Council can also help serve as a conduit of feedback information from the community to the public agency.

### Creating a Private Sector Resource Council

A Private Sector Resource Council can be established very simply by convening a number of likely candidates and allowing them to constitute the Council. Another method, preferable in many ways, is for the department or city to involve the various communities in the selection process. Selection of a citywide advisory council, or councils at the neighborhood level, can be the cornerstone of a public participation program.

However it is constituted, membership on the Council should be broadbased and representative of the economic and social diversity of the city. Over-representation or under-representation by any one segment of the community may lay the council

open to criticism and/or turn off the under-represented segments, and will almost certainly inhibit the feedback role of the council.

Ideally, the Resource Council will include members who are well known and well respected in the community at large, as well as in their chosen professions. However, members of the Council should be more than mere figureheads. The effectiveness of the Council depends largely on the energy its members apply to it. It is important to involve people who will be able to devote adequate time and resources toward the fulfillment of the Council's objectives.

#### The Council and the Recreation Department

The Council will rely on the help of the professional staff of the public agency. The agency should make the effort needed to incorporate the Council into all levels of facilities and program planning. At the same time, since the Council members are volunteers with other commitments to fulfill, they will have only a limited time to spend on department issues. Their efforts must be channeled in directions which help the department most effectively. The department should be prepared to provide that guidance.

#### Resource Councils at the Neighborhood Level

Resource Councils established at the neighborhood level are an ideal way to insure broadbased community input to recreation heritage and planning decisionmaking. Neighborhood Councils can provide grassroots experience for future citywide Resource Council or Commission members, can help assure a more representative citywide Council or Commission, and can effectively attract volunteers to accomplish vital department functions.

The City of Philadelphia has an elaborate and effective system of Resource Councils, organized first into 160 Neighborhood Councils, then into 12 larger District Councils, and finally, into the Citywide Council. Over 3,000 people are directly involved in Philadelphia's Council network at the various levels. These 3,000 direct participants have successfully recruited nearly 20,000 additional volunteers to assist the Philadelphia Department of Recreation.

In Baltimore, several thousand resource council members citywide engage in grassroots fundraising which nets the city park and recreation department over \$2 million annually in donations.

# SUPPORT FOUNDATIONS

With growing educational, welfare, police protection, and other demands on the community budget, recreation and historic preservation officials are finding the competition for dollars more and more difficult. A number of communities have turned to establishing special purpose foundations as a tool to solicit and channel private financing into their recreation and heritage programs.

## What is a "Support" Foundation

A "support" foundation is a non-governmental public non-profit corporation organized and operated for the benefit of the general public. The purpose of such a foundation may be narrowly or broadly defined, depending on the special recreation/historic/open space objectives in a particular community. Generally, these purposes include acquisition of land and/or money or other capital items for the enhancement of the public recreation estate, historic preservation, or environmental protection.

Generally, a support foundation is itself supported by donations, grants, land gifts, loans or money to guarantee loans, fund raising efforts, and membership fees. Once established as a publicly supported charitable organization, the foundation is eligible for and should receive tax-exempt status under Section 501(c)(3) of the Internal Revenue Code. Donations made to or for the use of a tax-exempt organization are fully deductible as charitable contributions under Section 701 of the Internal Revenue Code by the donor for income tax purposes. A foundation, of course, can use this tax-exempt status to help a property owner or other donors work out the best possible financial arrangement.

## The Advantages of a Foundation

Foundations have become valuable tools for securing needed open space and recreational land and for soliciting monetary contributions from businesses, organizations, and individuals in a community. Essentially, because a foundation is a flexible organization, it can act quickly and apply a number of acquisition techniques available only to nonprofit organizations.

With a general tax-exempt status, a foundation is able to offer

income, estate, and property tax benefits to potential donors or sellers. It can act aggressively to secure land on the best possible terms or to bind the land with options until a gift or purchase can be arranged.

As a private organization, a foundation can act without the political impediments which often limit the effectiveness of local, State, or Federal agencies. It has a wide range of discretionary powers that permit it to experiment and take advantage of new opportunities. A private organization can act at the most advantageous time for the landowner, whereas land acquisition by public agencies is too often an unpredictable and lengthy process.

Local communities may have special needs. A foundation can be tailored to serve these needs. In the role of a private planning organization, it can reinforce a community's existing planning and zoning regulations or fill a void where these regulations are inadequate by acquiring land for transfer to the public after proper restraints have been imposed. In effect, a community can increase its ability to cope with open space and recreational land needs by coupling private capital and experience with the acquisition techniques available to a foundation.

Foundations can solicit donations of land and other property from individuals and corporations, and can raise money for special projects. A major tool in such solicitations is the tax advantage to the donor of making gifts to nonprofit organizations. While the tax advantages are identical for making such gifts to public bodies, private citizens have a much better chance of success in soliciting donations from other private citizens than do public officials. Foundations can later donate these gifts to public entities.

A significant advantage of channeling gifts through foundations is the possibility of using such gifts for matching purposes in obtaining grants from the Federal government. The fair market value of gifts of land to public agencies for public outdoor recreation may be matched by an equal amount of money from the Land and Water Conservation Fund if certain conditions are met before the gift is made. Since the needs of the donor dictate the timing of gifts, public agencies may be unable to clear the technical hurdles before the gifts must be made. If the gifts are made to foundations, however, adequate time is usually available to meet requirements before donations are transferred to public agencies.

## How to Form a Foundation

A foundation is created by forming a nonprofit corporation and then applying to the Internal Revenue Service for tax-exempt status.

### 1. Purposes of Foundation and Board of Directors

The incorporators' first step is to decide precisely what the purposes of the corporation are to be. A clear and concise determination of the organization's purposes will help determine which corporate form is best suited for the job and what individuals will best serve as the board of directors. The board will be the ultimate authority over the foundation and, therefore, the method of selection is critical. Board Directors should be persons with expertise and/or influence who are able to invest their time in the activities of the foundation.

### 2. Articles of Incorporation and By-Laws

The power to create and the requisites of the creation of a nonprofit corporation depend upon the provisions of the corporation laws of the state where the corporation is to be created. These provisions are set forth in the state statutes. Generally the statutes require the filing of articles of incorporation and organizational by-laws.

### 3. Federal Tax-Exempt Status

Nonprofit status under applicable state law does not alone confer tax exemption. To achieve tax-exempt status the corporation must convince the Internal Revenue Service (IRS) that it has been organized and will be operated exclusively for one or more of the exempt purposes defined in the Internal Revenue Code. In making their determination, the IRS will rely heavily upon what the corporation has defined as its purposes and powers in the articles of incorporation. Therefore, it is important that the articles of incorporation be carefully prepared. The IRS's publication 557, "How to Apply for Recognition of Exemption for an Organization", should be obtained and read carefully before preparation of the articles is undertaken.

The actual process of qualifying with the IRS as a tax-exempt organization under Section 501 of the Internal Revenue Code can be a cumbersome and lengthy procedure. If it is at all possible, an organization should try to include in its membership an attorney who is willing to donate the necessary legal services. Foundations should also seek

board members with specialized skills such as CPAs, investment counselors, bankers, trust officers, and estate planners. They should be representative of the community to insure that the administration of the foundation will be responsive to community needs.

The application is made on IRS Form 1023 filed with the District Director for the district in which the organization's principal office or place of business is located. It must provide information sufficiently detailed to allow the IRS to conclude that the organization has been organized and will operate exclusively for tax-exempt purposes defined in the section under which the exemption is claimed. It is important that the application be made under the appropriate code section. A request for a ruling made directly to the Commissioner of Internal Revenue, Washington, D.C., prior to filing the application for recognition of exemption will resolve doubt in this area.

Among other things, the application requires information concerning the organization's proposed activities, the expected sources of funds, and a statement of the public purposes to be served. Failure to furnish sufficient detail for any of the information requested will cause the application to be returned to the applicant without consideration of its merits, with a letter of explanation for further action. When the IRS is satisfied that the organization meets the requirements for exemption, it will issue an advance ruling letter.

#### 4. State Tax-Exempt Status

A foundation must also apply for state tax-exempt status. However, once exemption has been granted by the IRS, the state will ordinarily accept and endorse the organization as having the same status for purposes of state income taxation.

Copies of by-laws and articles of incorporation from various existing foundations are available from the Heritage Conservation and Recreation Service. If you are interested in exploring a park/open space foundation in your community and need assistance, please contact the HCRS regional office in which your state is located (see inside front cover). Guidebooks have been prepared for establishing foundations in a number of states, and an overview booklet on foundations will be released by HCRS in the Fall, 1979. See the inside back cover for information on how to obtain a copy.

# NEIGHBORHOOD INITIATIVE

Despite municipal structures which are largely centralized, people are recognizing again the value of neighborhoods. Increasingly, the health of neighborhoods is seen as determining the health of the city. As a consequence, increasing attention is being paid to the delivery of services at the neighborhood level. In San Francisco, for example, voters recently passed a referendum which reestablished district elections of supervisors, after decades of at-large representation. Overwhelmingly, San Franciscans were asserting the primacy of their city's strong neighborhood heritage.

The reemergence of the neighborhood has brought with it an ethos of self-sufficiency and self-determination. Neighbors have begun to band together in neighborhood or block associations to address local issues in local ways. Many neighborhoods have developed well organized structures for dealing with recreation, education, health, and other community services. Many neighborhoods are saying in effect to leisure service providers, and to other human service providers as well: "Give us the tools and resources, and assist us with expertise, and we'll build the facilities and programs which will work best for us." This is what neighborhood initiative is about. It is people doing for themselves what public agencies usually do for them, don't do for them, haven't done for them, or can no longer do for them.

A far-sighted public administrator will recognize the efficiencies and savings possible from encouraging and fostering neighborhood initiative. In providing for their own needs, neighborhoods may save the agency money by implementing a number of private sector involvement efforts at the local level. In addition, facilities and programs which result from neighborhood initiative may receive more use, and less abuse, than those conceived, planned, and provided by the public agency. Whether initiated to improve existing facilities, or to create new ones, neighborhood initiative is a great way to stretch public agency dollars, while fostering the kind of involvement which increases the support for community recreation in general.

## How To Do It

There is no one way to organize neighborhood initiative, since neighborhoods vary so widely in cohesiveness and sophistication. The following five points provide some general guidelines to encouraging neighborhood initiative. Clearly, the neighborhood

itself will fashion its own form of initiative.

1. *Help Establish Neighborhood Resource/Advisory Councils*

Agencies can help establish neighborhood Private Sector Resource Councils by convening a broad based group of residents and suggesting they form an organization to deal with recreation and heritage issues at the neighborhood level. Aside from their value to a public agency from the standpoint of local planning input, Neighborhood Resource Councils can serve as the focus for neighborhood efforts at self-sufficiency in recreation and heritage facilities and programs.

2. *Encourage the Development of Neighborhood Plans*

Working through a neighborhood resource council or neighborhood association, a public agency can encourage neighborhood residents to conduct a survey of neighborhood preferences related to leisure facilities and programs. Local residents can be asked to analyze successful and unsuccessful features of existing local facilities and programs. They can also conduct an inventory of unutilized or underutilized public and private lands and facilities in their neighborhood. The purpose of this neighborhood-level planning would be to coalesce feelings into attainable plans.

Department administrators can assist neighborhoods with advice on effective survey techniques, and leads on where to find information. City planning records and files should be opened and explained to neighborhood "planners." Methods for relating neighborhood plans to city open space elements, capital improvement programs, and other public planning procedures should be taught. Techniques for publicizing and conducting public meetings should also be shared with neighborhood planners.

3. *Assist the Formation of Neighborhood "Support" Foundations*

After a group of dedicated residents has joined together to improve recreation opportunities in their neighborhood, they should be assisted in forming a nonprofit tax-exempt organization in order to receive tax deductible contributions of cash, land, or materials. The foundation can solicit donations in order to improve or embellish existing neighborhood facilities, or can mobilize to support the creation of new neighborhood facilities.

Outside assistance can be invaluable in providing the legal and technical know-how needed to create a neighborhood "support" foundation or land trust. One such organization is the Trust for Public Land. TPL's National Urban Land Program helps neighborhoods organize around recreation land acquisition and de-

velopment. Since its inception in 1976, the Natural Urban Land Program has achieved dramatic results. By the summer of 1977, approximately 55 properties were in full use in Oakland, California, and Newark, New Jersey, as follows: nineteen community gardens, nine community gardens with school programs, six senior citizens gardens, five parks and mini-parks, and twelve active parks with play areas for children. Now underway is the transfer of title of the areas to local neighborhood land trusts made up of nearby residents. The trusts will then assume continuing responsibilities for property management.

#### 4. *Assist Neighborhood Fundraising*

Once local plans have been established, and an organization created to receive contributions, neighborhood fundraising can begin. A city department can assist neighborhood fundraising by making available the citywide inventory and analysis of needs and resources, including a matrix if one has been prepared; by providing introductions and letters of endorsement as appropriate; by helping with publicity on fundraising events; by directing volunteers to neighborhood councils; by scheduling city events in order not to conflict with neighborhood functions; by advising neighborhood organizations on fundraising events which have proven successful elsewhere; and by providing grantsmanship advice.

#### 5. *Materially Assist Neighborhood Projects*

If a neighborhood organization has identified an unused parcel of city land and has developed plans for its use, a city department can help make the parcel available for the use of the organization by cutting institutional red tape. If the use of the parcel accomplishes an identified public goal, then the agency should consider assisting financially in its development. City equipment could be loaned or supplies provided to the project. City technical expertise and services can certainly be offered. The department may help neighborhood initiative by training neighborhood residents in park maintenance and other aspects of running a successful park.

The department can also provide guidance on how to gain required permits or Council approval, can direct the neighborhood organization to other private sector sources of assistance, and can explain applicable grant funding cycles and requirements.

The material assistance given by a public department to a neighborhood project may be especially crucial during the early stages of the project, but should also continue as long as needed. Neighborhood enthusiasm and energy may ebb and flow, and the public agency may be needed to help carry the project during periods of low energy or financial hard times.

## 6. *Publicize Successful Neighborhood Initiatives*

One of the most effective ways to encourage neighborhood initiative is by publicizing it when it occurs. One neighborhood's success can spur on another neighborhood, and the more information a neighborhood has to build on, the better its chances for success.

### The Taming of Jungle Hill

In 1976, the Trust for Public Land began organizing in the Fruitvale area of East Oakland, California, for the development of an unsightly vacant space known as "Jungle Hill" into a neighborhood park. The one-acre vacant space was a steep and unstable slope littered with illegally dumped rubbish and strewn with remnants of fallen retaining walls. For a number of years the site had been recognized as a hazard by the residents of the area and by the City of Oakland, which had unsuccessfully attempted to correct the serious instability problems on the slope.

TPL acquired most of the site through donations by two savings and loan associations and one private individual. These owners were pleased to dispose of what was essentially useless land, and receive tax benefits in the process. The remainder of the site was acquired by TPL as tax delinquent property from the State of California.

TPL soon began a series of neighborhood meetings to consider the future of Jungle Hill. A neighborhood committee was formed and a site plan began to take shape under the guidance of a TPL field representative. A slope stability study was commissioned, at no cost, as a graduate project of several architecture students from the University of California. The California Society of Professional Engineers was approached and followed up the initial slope stability study with many hours of donated design and conservation services.

As the neighborhood committee gained sophistication, initial earthwork at the site was done with heavy equipment and manpower provided by the C.B.'s from Treasure Island Naval Reservation. The C.B.'s undertook the work as a training exercise over a four-month period. Finishing earthwork was done, free of charge, by a private contractor.

By mid-1977, the neighborhood committee had begun the process of incorporation into the Santa Rita Neighborhood Land Trust, which will eventually receive title to the property and coordinate maintenance and operations.

At the present time, the former jungle resembles a green park, but is far from finished. The neighborhood has secured a donation of

trees from the Atlantic Richfield Company, and several professional landscape architects have offered free consultation on landscape design.

### The Neighborhood Foundation

In 1974, the Neighborhood Foundation was incorporated in San Francisco, and in 1975 opened an office in the Hayes Valley neighborhood, a largely black community near the Civic Center. The Foundation secured several grants, and hired staff to serve as a neighborhood information and referral service, and to provide field assistance to neighborhood residents in the areas of housing employment, education, child care, health care, public safety, and recreation. This grass roots foundation has done much to better the recreation opportunity of the neighborhood, and consequently, to benefit the city as a whole.

Through liaison with the city Recreation and Parks Department, the Foundation developed neighborhood support for, and participation in, the design of the Daniel E. Koshland Community Park, and also participated in locating the site for the park. The 70-person Koshland Community Park Program and Design Committee met weekly for four months and developed a plan that was followed exactly by the landscape architect who developed a site utilization plan for the park. Koshland park is now completed and forms a focus for Hayes Valley neighborhood energy and activities.

In July, 1975, the Neighborhood Foundation started the Hayes Valley Track and Field Club to expose neighborhood youngsters to professional quality track and field techniques under the tutelage of world-class athletes. Since 1975, the track program has been expanded to include an aerobics exercise class for adults.

Also in 1975, the Neighborhood Foundation was given a vacant lot by a local savings and loan association. It is now the site of the Hayes Valley Community Garden. Ground preparation was done by a combination of neighborhood residents, the Neighborhood Youth Corps, and local schools. The head gardener was a CETA-funded worker of the Alvarado Arts Project. Tools were donated by the San Francisco Housing Authority.

### Citizen's Action Manual and Site Management Manual

In February 1979, HCRS published the Citizen's Action Manual, a 33-page handbook describing a seven step process for identifying, acquiring, planning and designing neighborhood land or structures. The Citizen's Action Manual was prepared under contract by the Trust For Public Land and is based on their experiences with projects like the one described above. The

focus of the CAM is on acquisition and development of property, but the process described has broader applicability. The Site Management Manual, a sequel to the CAM will be prepared by TPL during the Fall of 1979. This publication will describe how neighborhood organizations can cope with the long term problems of managing community owned property. See the inside back cover for information on ordering these publications.



"IT IS NOT UNUSUAL FOR THE VOLUNTEER TO GET A DISTINCTLY COOL (AND, OCCASIONALLY, EVEN HOSTILE) RECEPTION FROM THE PAID RECREATION STAFF..."

# VOLUNTEERISM

Volunteerism is both a skill and an art. The skill involves the effective use of volunteer personnel to accomplish public agency or nonprofit organization priorities. The art is more intuitive, but basically involves recognition and appreciation of the human resource -- i.e., the people doing the volunteering. When organizational skills and human sensitivity come together effectively, the result is a positive benefit for the agency or organization, the volunteer, and the community.

In recent years, volunteerism has come into its own. No longer thought of as just an inexpensive way to increase agency staff, volunteerism has been shown to provide great benefits relating to its very essence -- citizen participation.

Volunteers experience, directly, the problems and rewards of working on behalf of leisure services. They learn the difficulties of getting things accomplished within organization structures, but they also learn how to come up with the labor or the new ideas required for solutions. Often, volunteers go even further, using the program knowledge gained on the job to help move elected officials to improve and expand the public park and recreation estate. An informed citizenry encourages a responsive officialdom.

## Establishing a Systematic Volunteer Program

Success in effectively utilizing volunteers depends on the establishment of a well organized program. The program should consist of the following eight elements:

### 1. *Identification of Suitable Projects*

Some tasks lend themselves to accomplishment by volunteers. Other tasks do not. It is very important that an agency or organization realistically survey its work and set aside only those projects which can successfully be accomplished by volunteers. An agency should not see volunteers as a golden opportunity to unload its least desirable tasks.

### 2. *Recruitment*

Advertising and soliciting volunteers can involve articles in the local newspaper, posters at recreation centers, radio and television public information announcements, mass mailings,

or recruitment speeches before local groups and clubs. There are also organizations which can help with recruitment of volunteers, and some of these are discussed later in this subsection.

### 3. *Placement of Volunteers*

Ideally, a volunteer should be given assistance in choosing an activity suitable to his or her own needs and goals. Motives such as the desire to work as part of a team, to re-establish old skills, to develop new interests, or test career possibilities, are just as valid and useful as the more conventional altruistic motives of sharing oneself or advancing a favorite cause.

Volunteers should be placed in meaningful positions that provide inherent satisfaction. At the same time, agency needs must be met. An organization or agency should try to secure a meaningful time commitment from its volunteers. Frequent turnover hurts the effectiveness of volunteer programs, but turnover must nonetheless be anticipated.

### 4. *Orientation of Staff and Volunteers*

While volunteers offer many benefits for public agencies, they should never be thought of as a simple solution to budget or staff problems. It is not unusual for the volunteer to get a distinctly cool (and occasionally, even hostile) reception from the paid staff and the recipient of the volunteer service.

Paid staff need training in how to deal with volunteers, particularly since they often view the newcomers not as an asset, but as a threat to their jobs, authority, and expertise. These fears should be allayed, if possible, by assurances that the presence of volunteers will not affect promotion or career growth possibilities. Full-time staff should also be made to feel that the quality of the volunteer's work and the satisfaction they derive from their volunteer experience is dependent on the help they receive from the staff. General sensitivity training might help staff understand and relate to volunteers.

The clients of the public agency or nonprofit organization also deserve attention. They need to be prepared by the agency to accept and assist the volunteer. If possible, volunteers should be formally introduced to the recipients of leisure services by a staff member, and the recipients should be enlisted to help familiarize volunteers with facilities and programs. The clients should also be told what the volunteers have been authorized to do.

It is absolutely essential that some preparation time be spent with the volunteers prior to their actual beginning work. They need to know something of the philosophy of the agency or organization and something of the reality of how the system works. They need to know what is expected of them, what they can and cannot do. They need to know who is in charge, and they need training in how to accomplish their particular tasks. A number of agencies have prepared orientation manuals for their volunteers. It is a good idea to assign a responsible staff person to answer the questions of each volunteer during the early weeks on the job.

5. *Support for Volunteer Projects*

For a volunteer to feel genuinely involved in the functions of an agency or organization, support should be given to the volunteer's project or task. This support should involve utilizing the product of the volunteer's efforts, and not allowing the project to become unimportant to the agency. If a volunteer project does become unimportant, it should be terminated, and the volunteers redirected into other meaningful work.

6. *Volunteer Initiative*

Volunteers are often highly motivated and creative individuals who have many good ideas to offer an agency or organization. Staff should be open to the ideas and suggestions of volunteers, and volunteers should be encouraged to provide input to the agency. Volunteers should be encouraged to participate in staff meetings, and should be given an opportunity to effect changes in policy or procedures.

7. *Recognition for Volunteers*

Basic to the success of any program involving volunteers is the realization that they are a human resource. The need for recognition and appreciation cannot be over emphasized, and should be uppermost in the minds of all staff who work with volunteers. Indeed, recognition is often a main incentive of the volunteer. A simple gesture, such as a smile, can provide a great deal of motivation for a volunteer. Be generous with the positive strokes for your volunteers -- they deserve it!

An Appointed Volunteer Coordinator

Perhaps the best way to insure a well organized and coordinated volunteer program is by the assignment of a full-time staff person to the project. In 1976, the City of New York Park and Recreation Department, faced with its fiscal crisis and the resulting severe shortages of personnel, appointed special volunteer coordinators in each of the City's five boroughs.

Coordinators were challenged to stimulate and direct volunteer participation, particularly in maintenance and renovation projects. The State helped buy tools, equipment, and other materials. The park department prepared manuals on monitoring, assisting, and recognizing volunteers in anticipation of some reluctance and suspicion on the part of its regular employees.

As public employees learn to use volunteers on their assigned projects, they will begin to trust community groups and will offer encouragement and assistance on both departmental projects and on projects the citizens initiate themselves.

In Upland, California, a city of 40,000, located near San Bernardino, volunteerism is organized through a Volunteer Service Section of the Recreation Department. The Section, under the direction of a Supervisor of Volunteer Services, serves as a clearinghouse for those agencies and organizations in need of volunteers and people in the community with skills and talents to volunteer. Volunteers are recruited for placement not just in the Recreation Department, but in other worthwhile community service programs as well.

Upland's Volunteer Service Section is very effective in recruiting volunteers through its publication, The Volunteer. This periodic, one-page factsheet, describes "Needs and Projects" ranging from volunteers needed to counsel senior citizens on property tax exemptions, to volunteers needed to help organize a New Games Festival. The Volunteer also features a section expressing "Thanks" to individuals and organizations who volunteered significant amounts of time to agencies and organizations in Upland. The recognition given motivates others to volunteer their time and labor.

The Upland Recreation Department's Volunteer Services Section mustered over 3,500 hours of volunteer services in 1977 worth approximately \$10,000.

### Sources of Volunteers

#### *Senior Citizens*

The Retired Senior Volunteer Program (RSVP) within the Federal agency, ACTION, has been used frequently by many public agencies to organize and pay the expenses of some of the best volunteers available, senior citizens. The Los Angeles Recreation and Park Department, for example, used RSVP to establish a tele-check program staffed by seniors which provided telephone reassurance to elderly or for those who are lonely or bedridden.

There are over 2 million Americans 65 or older, who would like to volunteer their services, but have not been asked or do not know where to start. While stereotypes of the elderly are hard to change, it is useful to note that seniors today are much better

educated and healthier than the older people of a generation ago. It would seem natural to expect expert counseling on recreation, leisure, and historic preservation to come from a group of people with a wealth of leisure time on their hands. Retired seniors also provide an excellent model for those children who aren't able to spend as much time as they would like with their busy parents.

#### *The Business Community*

Public agency administrators should also consider recruiting volunteers with business expertise. Business people could give seminars to senior citizen groups on balancing budgets or personal finance management, just as retired seniors could give corporate employees pre-retirement counselling on leisure.

The above program of business seminars was part of Chase Manhattan Bank's Volunteers for Community Action program. Staff members filled out forms listing their skills and interests, which were then matched to volunteer needs submitted by various agencies. Some companies, such as IBM, grant employees leave of absence to perform public service tasks. Others, like Bank of America, sometimes pay the salaries of employees who wish to work temporarily for nonprofit causes.

#### *Service Organizations*

Service organizations, such as Kiwanis, Optimists, Junior League and Jay Cees are traditional sources of volunteer assistance and should definitely not be overlooked. Highly organized volunteer groups, however, may require diplomatic, but firm, negotiation since they often have set ideas of what they want to do and where they want to do it. Their needs and desires can usually be made compatible with those of your agency or organization.

The Heritage Conservation and Recreation Service has published a pamphlet entitled, "Call to Action" for service agencies, suggesting park and recreation projects they may wish to adopt. Contact HCRS for copies.

#### *Youth Organizations*

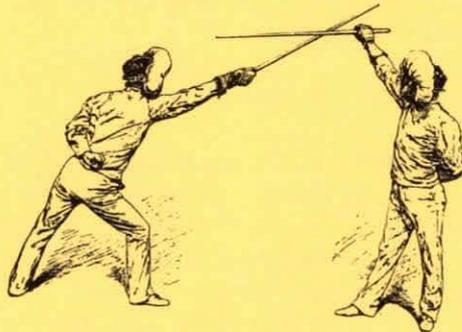
Youthful energy, properly channeled, can provide a great deal of meaningful help to a public agency or nonprofit organization. Youth groups such as Boy or Girl Scouts, church youth clubs, Boys clubs, YMCA or YWCA, and Catholic Youth Organization (CYO) are several from which young volunteers can be recruited. Recruitment is made easier by the fact that young people usually spend more time than others participating in activities in parks and recreation centers.

## *Colleges and Universities*

Finally, colleges and universities are good sources of volunteers, particularly for planning and design, and other projects that can be completed by a class within a semester or quarter. A local college might be an excellent source of enthusiastic volunteer assistance for a variety of functions, both administrative and programmatic.

### Volunteer Handbook

HCRS has published a booklet on volunteerism in recreation and heritage conservation organizations. The Volunteer Handbook, (September 1978) offers techniques for creating and sustaining effective volunteer programs. See the inside back cover for information on ordering this publication.



# FUNDRAISING

Fundraising is a systematic approach to obtaining supplemental money for special projects or programs. Some techniques of fundraising, such as special events, are flexible and governed largely by imagination. Others, such as foundation grantsmanship, are refined and systematic. Fundraising is an important and distinct component of an overall private sector involvement program.

Fundraising can be accomplished in a number of ways. Simply asking for money, "direct solicitation," is the most straightforward. Applying to private and corporate foundations requires more sophisticated approaches. Bake sales, raffles, and carnivals are examples of fundraising that require planning and coordination for a "one-shot event." "Ad Books," in which advertising space is sold to businesses interested in supporting a community's park or heritage program, and sponsorship programs, are other less common ongoing approaches to fundraising.

## Why is Fundraising Important?

The level of support provided by local governments to public leisure, art, and heritage agencies is not keeping pace with agency needs. Inflation has compromised the purchasing power of increased annual budgets. Private sector dollars can help make up some of their shortages. The challenge to the agency administrator is devising creative ways to ask for and successfully obtain financial support.

Fundraising also provides a method for keeping in touch with the changing needs and desires of a community. If a neighborhood group initiates an event to raise money for local facilities and the event is enthusiastically supported by the neighborhood, a high degree of need and local support for those local facilities can be recognized.

## Establishing a Successful Fundraising Program

### *Prerequisites.*

Fundamental to any successful fundraising effort is an image of integrity and established credibility. Contributors to a

public agency or private nonprofit organization have to believe they are giving to a competent and responsible recipient. Furthermore, donors need to feel personally involved in the programs delivered by the department or organization, and must be made to realize the importance of their role to the overall efforts and goals of the agency or organization. A written statement of basic objectives, both short and long term, should be developed along with a cataloged list of financial needs.

#### *Listing Potential Donors.*

A list of potential donors should be compiled and information cards prepared for each individual or organization listed. This requires homework. There is no shortcut. Valuable information includes past record of donations, present financial condition, basic concerns and interests, and resources which the donor might contribute.

An agency or organization's inventory and analysis should provide the basis for a list of potential donors. Knowledgeable and influential individuals should be enlisted as allies in compiling a list of potential donors. Key individuals, such as attorneys and bank trust officers, and others dealing in the preparation of wills and trust instruments, should also be contacted. These advisors might be able to suggest a bequest to your organization as a tax saving alternative to conventional legacies or trusts.

#### *Publicity and Recognition.*

A good fundraising program always includes a good publicity program. The community should know what your agency's development plans consist of, what the needs are, and how they can help. Issuing press releases and taking advantage of free air time on radio and television is essential.

Equally important is the dignified recognition of contributors. This will often lead to additional contributions from other individuals inspired by an act of generosity. Plaques, certificates and testimonial banquets are all possibilities, but a smile, a pat on the back, and a thank you are absolutely essential. Certain donors will insist on complete anonymity and their needs must be respected. In Idaho, a donor who had requested anonymity withdrew his offer to give an island as part of a wildlife refuge after his name was made public in a city council meeting.

#### *Selecting the Approach.*

Selecting the proper fundraising approach, or approaches, can be difficult. The key is to be creative and tailor the approach you select to the potential donors and the community it is intended to serve.

## Fundraising Events

Fundraising events are a good way to provide a community recreation experience and generate money for a public agency or nonprofit organization. Start planning fundraising events by soliciting ideas from the community. This can be done through local private sector resource councils, service clubs, schools, and others likely to participate in the events. Ideally, an agency or group should plan on several large events each year, combined with smaller ongoing activities.

For any event, you need to do some basic arithmetic. Determine the overhead, potential profit and possible loss. High profit and low overhead events are a good place to start. As a general rule, if you can't afford to absorb the loss, should an event fail, don't stage the event. Also, if you cannot devote adequate staff time to plan an event, forget it.

The possibilities for events are limited only by your imagination. Here are a few ideas to get you started:

athletic tournament	cocktail party
auction	concert
bake sale	concession stand
barbecue	dance contest
bingo game	flower sale
carnival	garage sale
celebrity lecture	raffle

Some events may be handled best by a professional event organizer, or by experienced volunteers.

## Direct Solicitation

Don't forget that simply asking for money provides the greatest possible return in dollars for the least investment of your time. However, most people are afraid or hesitate to ask. A good fundraiser realizes that success doesn't mean receiving a donation everytime, and he or she isn't overcome by a fear of rejection or failure. The worst a potential donor can say is "no." Remember that the greatest hitters in the Baseball Hall of Fame had almost two failures for every success at the home plate. Early in the process, adopt one basic rule for your fundraising: BE POLITELY PERSISTENT.

## Fundraising Errors

Here are some common fundraising errors you should try to avoid:

1. Inadequate planning.

- \* Prepare a budget.
  - \* Develop a work plan
  - \* Allow sufficient staff or volunteer time for the task.
2. Insufficient manpower.
  3. Lack of contingency plans for planned events.
    - \* Always decide on alternative and fall-back actions.
  4. Aiming too high.
    - \* Be realistic. Unreasonable goals can overtax staff and not contribute to longterm success.
  5. Failure to respond quickly.
    - \* Cash gifts are usually for tax benefits or emotional reasons. Timing can be important, and quick follow-through on leads is often crucial.
  6. Inability to wait out prospective donors.
    - \* Some donors take a long time deciding. You must be prepared to wait, sometimes for months or years.
  7. Not seeking advice.
    - \* Get professional advice from resource organizations such as the Foundation Center or other organizations (Easter Seals, local universities, March of Dimes, etc.) skilled in fundraising.
    - \* Consult people with fundraising experience

### Enlisting Private Sector Help

One of the very best ways to accomplish fundraising is to let a corporation or business take the lead. With their network of private sector peer contacts, they can often succeed in fundraising from donors who might be unapproachable by a public agency.

The Clorox Corporation of Oakland, California, undertook the sponsorship of the East Oakland Youth Development Center, after a 1971 study indicated a pressing need for youth facilities in the area. The company was seeking a major project which would meet an important need in the community where Clorox is a major employer.

As project sponsor, Clorox provided leadership in fundraising for the project. Clorox itself has provided nearly \$100,000 toward the project, including donating the project site. The company plans to contribute \$50,000 annually to operating funds and to take the leadership in raising the balance of the annual operating budget.

From the inception of the Youth Development Center Project, Clorox wanted to demonstrate that businesses and foundations could work effectively together to supplement government programs aimed at meeting social needs in the community. Clorox intentionally maintained a low profile, so that the businesses, private foundations and community groups which participated in the project could get the recognition they deserve. To date, 18 foundations and 21 corporations and numerous businesses have contributed over \$625,000 toward the construction of the center. The broad range and extent of private sector involvement has stimulated the awarding of a \$350,000 Community Development grant for construction. The Center was dedicated in mid-1978.

### Hiring a Professional

Fundraising can be specialized and scientific, requiring training in available resources and successful techniques and solicitation strategies. One needs to stay current with philanthropic trends. Some park and recreation departments have hired a professional fundraiser as a full time staff member, or on an occasional basis.

Some fundraisers work strictly on a retainer basis, others are salaried. Fundraisers who offer to work for a percentage of what they can raise should be avoided. Professional fundraisers are listed under "Fundraising" in major city Yellowpage directories.

### Grantsmanship

Properly conducted, a program to tap private/corporate foundations and government grant sources can be a key component in a successful fundraising program. Grantsmanship requires specific expertise in the field of philanthropy, tax law, and proposal writing. If a park agency decides to undertake such a program, adequate time should be budgeted for preparation and familiarization. Again, hiring a professional fundraiser, or training a full-time staff person as a fundraiser may be the most efficient course of action. There are numerous staff training opportunities available, some of which are listed later in this section.

Good grant proposals share two important features:

1. The well conceived, well documented, and concise proposal itself; and
2. A carefully researched and evaluated list of foundations and/or public agencies to be approached and an appropriate solicitation strategy for each service.

The basic format for most proposals is fairly standard and includes:

- I. Proposal Summary  
Applicant's description, project scope, project cost.
- II. Introduction  
More about the applicant -- significant accomplishments, goals, other outside financial support. The goal of the introduction is to build credibility.
- III. Problem statement  
Definition of the problem the grant will address. Make a logical connection between your agency and the solution, and highlight your agency's ability to address the problem. The urgency of the problem should be highlighted. If a lack of public funding will result in the loss of dwindling open lands which have been nearly consumed by development, this should be emphasized.
- IV. Program Objectives  
Measurable products of the program.
- V. Methods  
Specific actions to be undertaken, why they were selected, and why alternative methods were discarded.
- VI. Evaluation  
Describe how effectiveness will be measured.
- VII. Budget  
Itemize expenditures leading to the request.
- VIII. Future funding  
Indicate how the program will be sustained.

#### *Targeting for Foundations*

Foundations are of two varieties -- public and private. The primary difference is in the source of support. Public foundations generally receive their funding from annual membership fees and small contributions. Private corporations normally are endowed through a major bequest from an individual, family or corporation. Public foundations generally are created to accomplish a task -- i.e. land protection, education, etc. Private foundations are those which exist to give money away, and include the well known foundations such as the Rockefeller and Ford Foundations. Soliciting private foundations is a stylized and formal process.

In a 1976 survey of California foundations, the HCRS found a mixed picture of giving benefitting recreation related activities. The foundation community is dynamic. In any given year, there are foundations going out of existence and new ones being established. Sometimes a foundation will decide to switch its field

of philanthropy to a new social need. A foundation which traditionally funded criminal justice, for instance, may elect to start funding energy conservation or recreation programs. The public and non-profit recreation and heritage community has not been a significant recipient of foundation funds. Nationwide, less than 2% of all foundation giving is assisting leisure services. Of 400 foundations surveyed in California, only 60 indicated an interest in recreation-related projects. With aggressive and skillful salesmanship, we may be able to collectively influence the philanthropic community to channel more grants toward leisure services and heritage conservation.

Foundations tend to favor non-recurring proposals. Many foundations prefer to provide seed money to organizations and agencies undertaking innovative or non-traditional programs or projects. On-going funding should be thought out prior to foundation grant solicitation.

Most foundations prefer a brief initial letter of explanation. If they are interested, they will ask for a more detailed proposal. The application procedure will vary with the foundation. Foundation reference books and organizations should be consulted in order to tailor the approach to the desires of each foundation.

An attempt should be made to determine the funding goals and special interests of the foundation and its board of directors. Again, foundation information organizations, as well as individuals familiar with specific foundations, should be consulted for this important information.

To economize on your foundation fundraising effort, eliminate from consideration those foundations which do not fund projects or programs applicable to your agency. Be realistic. It's a poor idea to radically alter your grant proposal to suit the not-too-compatible objectives of a particular foundation. It's better to target for those sources which fund the activities which you are proposing. Information on foundations may be obtained from a number of organizations, some of which are listed below.

#### *Targeting for Governmental Agencies*

Government agencies usually require an array of forms to accompany the proposal narrative as a first submittal. Information on how best to tie into government grant funding sources can be obtained from the individual agency itself. As with foundation grantsmanship, establishing personal contacts within agencies can make a big difference. Similarly, government grant programs are usually specific as to eligible projects and programs, so only those grants programs which fit their funding priorities should be pursued.

### *Compatible Goals*

Before your agency or organization discards a funding source as being incompatible, consider the goals and objectives of the funding source in the broadest sense. A foundation which favors "education" projects might consider funding an environmental education program.

Other funding categories may be compatible to public or non-profit recreation agencies. Related key words and phases, prepared by the Council on Foundations include:

Youth recreation services	Historical restoration
Delinquency diversion	Human resources
Senior citizen programs	Land conservation
Senior citizen centers	Minority youth centers & programs
Architectural heritage & preservation	Music centers
Art therapy	Music festivals
Community arts	Natural history museums
Camping programs and facilities	Youth orchestras
Career training	Performing arts centers
Community involvement	Rural social services
Cultural heritage	Urban problems
Dance programs	Urban rehabilitation
Handicapped facilities & programs	

### Some Sources of Fundraising and Grantsmanship Information

#### *Publications:*

#### Catalogue of Federal Domestic Assistance

Superintendent of Documents  
U.S. Government Printing Office  
Washington, D.C. 20402  
\$18.00

A listing of every Federal grant program by agency. A must for any basic reference library.

#### The Foundation Directory

The Foundation Center  
312 Sutter Street  
San Francisco, California 94108  
\$35.00, plus \$1.00 handling

Includes foundation financial data, names of directors and principal officers, and purposes and activities of larger foundations. Periodic Supplements are published. Another essential information resource.

Annual Register of Grant Support

Marquis Academic Media  
200 East Ohio Street  
Chicago, Illinois, 60611  
\$52.00, plus postage

Includes comprehensive list of foundation grants given by topic. Information given includes financial data, deadlines, directors and principal officers. Updated annually.

The Bread Game, The Realities of Foundation Fundraising

Herb Allen, Editor  
Glide Publications  
330 Ellis Street  
San Francisco, California 94102  
\$2.95

Foundation-Trust-Endowment Gift Programs for Parks & Recreation

Robert M. Artz, Mgmt. Aid Bulletin #84, 1970  
National Park and Recreation Association  
1601 N. Kent Street  
Arlington, Virginia 22209  
\$3.00 plus \$.50 handling

*Periodicals:*

Foundation News, journal of the Council of Foundations, Inc.  
888 Seventh Avenue  
New York, New York 10019

Lists grants given bi-monthly, by state and by foundation. Includes "Key Words and Phrases" index.

Foundation Information Quarterly, The Foundation Center

The Grantsmanship Center News  
The Grantsmanship Center  
1015 West Olympic Boulevard  
Los Angeles, California 90015

Published bi-monthly. Contains invaluable information for grant seekers, particularly on the mentality of foundations. Reprints available.

*Organizations:*

The Foundation Center  
312 Sutter Street  
San Francisco, California 94102  
(415) 397-0902

New York  
888 7th Avenue  
New York, New York 10019  
(212) 975-1120

Washington  
1001 Connecticut Ave., N.W.  
Washington, D.C. 20036  
(202) 331-1400

Cleveland  
Kent H. Smith Library  
739 National City Bank Bldg.  
Cleveland, Ohio 44114  
(216) 861-1933

The Foundation Center offers extensive reference, research, and copying services to Associates. Foundation annual reports and information returns are available on microfiche. The Center maintains cooperating collections in most states of all its standard reference works, recent books, and reports on foundations, etc. Contact the nearest Foundation Center office for the location of the cooperating collection nearest you.

The Grantsmanship Center  
1015 West Olympic Boulevard  
Los Angeles, California 90015  
(213) 485-9094

In addition to its publications role, the Grantsmanship Center offers one-week grantsmanship training limited to 22 participants. Course focus includes program planning, budgeting, evaluation, proposal writing, and foundation and government funding sources. Cost is \$325.00 per participant.

In addition to the two organizations mentioned above, numerous organizations around the country offer training in fundraising. The Foundation Center may be able to refer you to some of these organizations; well established nonprofit organizations such as the March of Dimes or Easter Seals may also be able to suggest training opportunities.

During the Fall, 1979, HCRS will publish a handbook which explores fundraising concepts and practices in greater depth. A copy may be ordered from the Washington office. See the inside back cover for more information.

## GIFTS CATALOGS

A Gifts Catalog is a mechanism for soliciting assistance from the private sector. Simply stated, a Gifts Catalog is a portfolio or brochure that itemizes and attractively illustrates and packages specific recreation or heritage needs that individuals, organizations, businesses or corporations can "buy" for the people of the community.

The gift list may include any kind of needed item, from cash to donated services. Gifts from the Catalog are deductible as charitable contributions for income tax purposes. One community in Southern California uses periodic one page announcements of volunteer time and equipment being sought for their recreation program.

The solicitation of donations of land, money, materials or labor is a time consuming process. Although a definite commitment of staff time is required, Gifts Catalogs offer the most time-efficient method of soliciting private contributions to meet program needs. Moreover, the Gifts Catalog approach does not necessarily require the skills of a professional fundraiser, nor is it limited to the generosity of a wealthy few.

Gifts Catalogs offer a relatively simple way to involve the entire community in leisure and/or heritage program support. A public agency is given a positive, non-political opportunity to inform the public that the agency can use help. Citizens and corporations are offered the alternative of specifying where their money is spent, rather than just paying taxes. Moreover, any donor can point with pride to something he or she did for the community. Gifts Catalogs work for the agency and the donor because they present specific needs with the potential for immediate tangible results.

One of the most important benefits from Gifts Catalogs is that citizens become more familiar with, and sensitive to, their community needs. This translates into increased care and use of community facilities, a potential antidote to the vandalism and non-use that beset many facilities.

The Gifts Catalog concept includes more than just a portfolio approach. In Atlanta, a film was produced to raise funds for the High Museum, and to solicit gifts for the park system in general. The film presented an historical look at Atlanta's



Donors are encouraged to contribute toward the purchase of an item if they cannot pay for the whole unit cost. If they are considering items under "program equipment", give them the opportunity to fund a whole program. Suggest the possibility of joining with neighbors or a community organization for a joint purchase. Rather than buy a piece of equipment, a person could buy a special experience, such as a movie for underprivileged kids, or an outing to a natural area for senior citizens.

The Gifts Catalog could also include some novelty fundraising ideas. For example, a professional golfer, a rafting operation, or a hang-gliding instructor could donate a lesson or an outing to the sponsoring organization to list in the Gifts Catalog. These lessons or outings could then be purchased by members of the community, with the proceeds benefitting the organization. Maybe the local professional baseball team could be convinced to donate an open challenge to any group of 9 or 10 individuals in the community, who would pay a few thousand dollars for the chance to "take on the pros." (Of course, the amateurs would be guaranteed to win!)

- 2) Site-Specific. The donor can specify a location where the "purchased" gift item or program will be placed. The obvious drawback of this option is that the specified location may not be where the needs are. A list of the high need facilities might be helpful as a focus for the donor's imagination.
- 3) In-Kind Donations. These personal gifts of time or materials can be judged beforehand for their utility by a diplomatic staff person. A special drive such as an "Attic Hunt" could be organized to garner items such as sports equipment, tools for community gardens, arts materials or furniture for historic structures/ Part of the problem with donations of materials is you can't imagine what to do with them. The solution is to let others imagine. Playground Clearinghouse, Inc. specializes in helping communities create play structures from whatever "found objects" are available, such as telephone poles, used tires and rubber conveyor belts. A discussion of "scrounging" appears elsewhere in this workbook.

- 4) Land. Soliciting a gift of land usually takes much more expertise, negotiation and time than the other Catalog gifts. But mention of land donations should be made if there is a need and if the agency can provide operation and maintenance. A brief statement should be made on deductibility at current fair market value, the implications of a capital gain, and the lowering effect on holding costs that even temporary public use can provide. Landowners should know that in some cases it is more profitable to donate property than to sell it, and that the facilities can be named after them as a memorial.
- 5) Special Needs. The sponsoring agency or organization should draw up a site or project-specific "wish list". This might be everything from a major capital improvement project to a sculpture for a town square. Sometimes philanthropists or foundations don't wait for a lengthy impersonal proposal to come in the mail. If they hear about a good project they may come to you.
- 6) Any Combination of the Above. A good Gifts Catalog should solicit a variety of things.

#### Launching the Program

A choice has to be made on the administration of the Gifts Catalog program. It can be entirely on the shoulders of the sponsoring organization or it can be assisted by an all-volunteer program, a corporate sponsor, or by a "Friends" type of nonprofit foundation. In either case, staff time commitments must be made. Follow-through and personal attention are essential to this program which is asking people and businesses to get involved. Gifts Catalog programs have been run successfully with and without outside help, but remember that this private sector involvement mechanism especially lends itself to outside participation.

Again, a definite commitment of staff time is all-important. Before launching your Gifts Catalog program, here are some suggestions:

- 1) Document a real need for this approach.
- 2) Decide what type of donations you are willing to solicit and what type you are willing to accept.
- 3) Know your target audience, particularly the businesses, service groups, philanthropists, and foundations in your community.

- 4) Involve as many interests and sources of support as possible before announcing the program; the key to the program's success is aggressive marketing.
- 5) Try to get a donation of publicity from a public relations firm.
- 6) Try to get a donation of design and printing of the catalog.
- 7) Try to get some gifts arranged before the kick-off so they can be announced as examples of how the public can support the concept. Particularly effective is a potential donor who will match the gifts of others.
- 8) Be sure that major trust officers and estate attorneys are aware of the Gift Catalog. They may be able to suggest a gift as part of the legacy or living trust of a civic minded individual or family.
- 9) Publicize the kick-off ceremony.
- 10) Publicize important gifts.
- 11) Recognize all gifts with either a letter of appreciation, bumper sticker, plaque, or a ceremony. A receipt for the charitable donation value is also advisable.
- 12) Be prepared to have someone follow-up personally on all leads.

#### Gifts Catalog Handbook

Many public agencies and nonprofit organizations around the country have developed gifts catalogs. A number of them were assisted by the Gifts Catalog Handbook, a 13-page publication issued in September 1978 by HCRS. To obtain copies of the publication, write to the Washington office of HCRS (see inside back cover).



"WE ALL KNOW PEOPLE WHO HAVE A GENIUS FOR RECYCLING."

# SCROUNGING

Many elements of the private sector own items which are of no use to them, but might be useful to various local agencies, or a nonprofit organization. Scrounging involves locating, soliciting, and accepting miscellaneous items, and stockpiling them for short or long term use.

## Designing a Scrounging Program

Scrounging is an art which relies on serendipity and creativity.

- 1) The first step in establishing a scrounging program is to seek out a staff person who can't stand wasting anything. If no one on the staff fits that description, you may have to hire someone as a scrounger. We all know people who have a genius for recycling. That person should also have no qualms about asking for favors. In fact, the scrounger is usually doing the donors a favor by getting the items off their hands. The donation of materials also provides donors a tax deduction.
- 2) The second step (after designating a scrounger) is to commandeer a warehouse and a truck. With a scrounger, warehouse and truck, you can begin scrounging.

Some businesses are more likely than others to have things your organization needs. Utility companies, tree service companies, building contractors, trucking and heavy construction contractors, scrap metal salvage yards, sand, gravel and concrete suppliers, tire dealers, industrial hardware dealers, and nurseries are a few likely prospects. Don't forget your own Department of Public Works.

For recreation agencies, the following lists compiled by Paul Hogan in Playground for Free include some of the things that can often be obtained for free and used in playgrounds:

### From utility companies:

telephone poles      old phone booths      turnbuckles

cable reels	loan of heavy equipment	pipes
anchor bolts	freight cars	caboose
railroad ties	pulleys	

From local, State, and Federal government:

old lifeboats	trees	gears
cargo nets	shrubbery	wheelbarrows
granite paving blocks	carts	small tools
fire engines	loan of equipment	paving slates
old trucks	ropes	paving brick
benches	wheels	marble steps

From private companies:

concrete	plastic hose and materials	shovels
chutes	huge packing crates	lumber and nails
slides	pumps	tanks
drums	barrels	

If your park agency plans on developing a Gifts Catalog, the scrounging program should be mentioned. This will help get the word out to the community at large. The local media should also be called upon to help publicize the program.

- 3) Chance encounters are the third step in a scrounging program. Roaming through industrial districts looking for piles of discarded materials can be fruitful. Any major remodeling or construction job in urban residential districts is accompanied by a junk pile or big dumpster for trash. Community gardeners have found many treasures in these dumpsters, including lumber and windows for cold frames and greenhouses.

- 4) When the calls begin to roll in, respond quickly on the pick-up. Adventure Playground organizers, all experienced scroungers, remind novices to keep in mind that some folks will have strange ideas about the kind of things you need. You will get calls to the effect that items are available, only to arrive and find that many of them are not suitable. The experts advise: take it all. Take an occasional trip to the dump if you must, but don't be too selective in front of the donor. Next time around he will provide you with a really valuable load.
- 5) Provide suitable recognition to all donors. Elaborate ceremonies and presentations are usually not necessary, but donors should at least receive a note of thanks for their contribution. The good will this creates can only bear positive fruit for your organization.

#### The San Francisco Program

The City of San Francisco has an excellent scrounging program, one of the most creative solid waste management programs around. A derelict pier building at Fort Mason held by the National Park Service was converted by CETA workers into a new home for scrounged "recyclable" materials of all descriptions. The program acronym is S.C.R.A.P. which stands for Scroungers Program for Re-usable Art Parts. San Francisco social workers, recreation supervisors, and art teachers were welcome to wander throughout the 67,000 square foot warehouse and take whatever materials they need for their arts, crafts, education and recreation programs. S.C.R.A.P., which has since moved to a site elsewhere in San Francisco, has contributed materials to more than 100,000 creative individuals through more than 200 nonprofit organizations.

The S.C.R.A.P. project, organized by the Neighborhood Arts Program, staffed by CETA workers, started out with three positions, no truck, no phone, no office, and no budget. The staff's ability to hustle paid off with donated assistance, including a two and a half-ton pickup truck, compliments of the Zellerback Family Fund and the City Maintenance Department, grants from the California Arts Council and the San Francisco Foundation, and other donated services.

S.C.R.A.P. also tried to inspire the resourcefulness and creativity of those visiting the warehouse. A laboratory was being filled with examples of some of the creations that resulted from items acquired by S.C.R.A.P. In-house education

also takes place, with guest instructors offering programs such as a three-day exploration of "Environment, Mask and Ceremony", and a December "Scraparama" which taught many San Francisco children how to make free Winter Solstice presents out of scrap.

Other Information Resources on Scrounging:

Playgrounds for Free - The Utilization of Used and Surplus Materials in Playground Construction by Paul Hogan, MIT Press, 1974. Available from Playground Clearinghouse, Inc., 26 Buckwalter Road, Phoenixville, PA., 19460

A Guide to the Development of the Adventure Playground by Bill Vance. Illustrations by Steven Sarley. Available for \$2 from the American Adventure Play Association, P.O. Box 5430, Huntington Beach, California 92646

A publication on scrounging is scheduled for release by HCRS in the Fall, 1979. See the inside back cover for information on ordering a copy.

"MILITARY RESERVE COMPONENT UNITS...CAN RESPOND WITH PERSONNEL, SKILLS, AND EQUIPMENT NOT NORMALLY AVAILABLE FREE OF CHARGE TO CIVILIAN AGENCIES."



# MILITARY RESERVE COMPONENT UNITS

## Who are the Reserve Component Units?

Military Reserve Component Units are groups of inactive military personnel who participate in training exercises one weekend each month, and for two weeks each summer. The National Guard, Army Reserves, and Navy Construction Battalions (C-B's) are the three units which most often undertake community projects. They can respond with personnel, skills, and equipment not normally available free of charge to civilian agencies.

## Types of Assistance

Military Reserve Component Units can make available heavy equipment and operators. When a Unit's equipment is committed elsewhere, the operators are frequently authorized to use other Federal or state owned equipment and facilities.

The key to Reserve Component Unit involvement is the training responsibilities of each specific Unit. Community service projects that are in keeping with these training responsibilities can be performed while the Unit is in a training status. Projects of this kind are much more likely to receive Unit involvement. For example, an Engineer Unit can build a playground or community athletic field while engaging in training appropriate to the Unit's military responsibilities. Grading, hauling, dumping, demolition, and construction tasks are other examples of compatible work often performed by a Reserve Component Unit.

Even if a community project is not consistent with a Unit's training mission, it is not automatically eliminated from their consideration. Reserve Component Units and individual personnel have devoted a great deal of their time to community service projects on a volunteer basis.

Reserve Component Units do not provide materials. Needed raw materials such as lumber, asphalt, and nails can often be solicited from various private sector suppliers. Reserve Component Units do not perform work which would interfere with civilian businesses.

## Approaching Reserve Component Units

1. Contact the local Reserve Component Unit. (To find your local Units, see Contacts later in this subsection.)

- \* Local Units handle small projects.
  - \* Larger projects will be referred to the next headquarters in the local Unit's chain of command.
2. Explain each project in detail.
    - \* A narrative explanation should be prepared.
    - \* Point out the training potentials for the Unit. This is important.
    - \* Highlight the community benefits and the resulting favorable publicity for the Unit.
    - \* Estimate the Unit manpower and equipment needed. (The Unit can provide the estimate, but need basic information to go on.)
  3. Show the necessity for Reserve involvement.
    - \* Document the lack of public funds or other reasons for seeking no-cost service.
  4. Clear the project with the local unions that might have gotten the job if public funds had been available.
    - \* A good strategy is to ask the unions for volunteer assistance before approaching the Reserve Component Units.
  5. Submit your request well in advance.
    - \* Approval can take from two weeks to six months, depending on project size and other Unit work.
    - \* Units often schedule activities well in advance. Changes in schedules are hard to get approved.
  6. Some Unit operators may not be experts. When a job requires a high level of technical proficiency, you may want to consider other sources.
  7. Remember that the training and readiness functions of Reserve Component Unit may preempt work on your recreation project. You will need to maintain a flexible timetable, and be ready to move when they are.

#### Examples of Reserve Unit Assistance

##### *Intended School Site Becomes a Park*

In 1977, some concerned citizens in Daly City, California, approached district school officials with the idea of converting a vacant school site into a park. The acreage was originally intended for another school, but has, with declining enrollment, remained undeveloped. The school officials were in favor of the idea. It was decided to approach the California National Guard.

Work began when the 579th Engineer Battalion from Fort Funston, in cooperation with the Army, surveyed and began grading the area. The Army's 864th Engineer Battalion at the Persidio in San Francisco provided two graders and two heavy equipment operators. The site now has a new baseball diamond and a football and soccer field.

#### *Yosemite National Park Cleanup*

The 175th National Guard Medical Brigade recently made it possible for a strictly non-medical project to be completed. Providing transportation and personnel, this Guard unit acted in cooperation with a Sacramento high school's group of the California Cadet Corps to "police up" all the litter over a seven-mile expanse of the valley floor in Yosemite National Park, thus assisting the National Park Service in coping with the sudden expansion of visitor traffic without corresponding increases in staff.

#### *Wild Animal Cages*

A private wild animal park had to dispose of some large cages and was willing to donate them to a children's zoo some 40 miles distant on the condition that the zoo pick them up and transport them. No funds were available for the rather expensive proposition of transport by a trucking firm. It appeared that the zoo would have to turn down the gift, even though it badly needed the cages. The 1/144 National Guard Artillery Battalion volunteered the men and trucks to pick up the cages and deliver them to the zoo -- in this instance using the large flatbed trailer-trucks normally employed to move the battalion's heavy self-propelled howitzers over public highways.

#### *"Save the Windmill" Project*

The "Save the Windmill" project involves the restoration of an historic Dutch Windmill in San Francisco's Golden Gate Park. Actual restoration began in early 1976 through the generous services of Navy Construction Battalion (C.B.) Reserve Unit from Treasure Island, California.

C.B. involvement came about when a C.B. officer read a newspaper article on the unsuccessful attempts of the "Save the Windmill" Committee to raise an estimated \$100,000 needed to hire workers for the restoration. The C.B. officer contacted the Committee, and together he and a Committee representative approached other C.B. officers to get the necessary approvals for C.B. involvement.

The biggest hurdle to undertaking the project was not C.B. approval, but rather securing the necessary City of San Francisco approvals. Since the C.B.'s are non-union, the City would not at first approve their involvement in the project. City approval was finally given after six months of effort, when the "Save the

Windmill" Committee received a go-ahead from the Building Trades Council of San Francisco.

C.B. work entails virtually all the labor involved in the restoration, including replacing interior timbers, installing new wind vanes, and installing a motor to make the mill operable. Normally, the C.B.'s spend the third weekend of each month working on the windmill. Recently, however, a full two-week maneuver session involving windmill restoration work was approved.

The project is expected to be completed in 1979, after more than three years of C.B. involvement.

#### *Remote Area Equipment Repair*

How is it possible to overhaul a piece of fixed equipment which is too heavy to move and too remote to reach with a mobile repair truck? That problem came up last year in the case of large electrical generators which were broken down in a mountain recreation area. The National Guard's 49th Aviation Company solved that one by airlifting the generators with a CH-47 "Chinook" helicopter -- cargo hook capacity, 10 tons -- from the rough terrain to a roadway which would support the heavy trucks needed to haul them to civilization. The trucks were also provided by the California National Guard. Such airlift operations for movement of heavy equipment into and out of areas not possessed of adequate roads is commonplace procedure for the military, but it might not come readily to mind for a civilian park ranger faced with a similar task.

#### *Wildlife Census*

When the University of California received a grant to conduct a wildlife census in a wilderness area, they discovered that the university branch involved had no vehicles which could negotiate the tortuous route to the base camp site in a remote part of Los Padres National Forest. The 1/144 National Guard Artillery Battalion stepped into the problem and provided the necessary high-clearance, four-wheel-drive trucks -- manned by volunteer drivers from the Guard unit -- to run a weekly shuttle vehicle back to the camp, hauling in a relief crew and supplies and hauling out the previous crew, until the project was completed.

These kinds of missions are becoming more and more commonplace as civilian agencies work with the National Guard and apply creative solutions to thorny problems which can be solved with sophisticated equipment and the talents of individual men and women in the National Guard.

## Contacts

The contacts listed below can help you locate the local Military Reserve Component Units in your area.

### National Guard

Refer to your telephone directory under the listings for your state government.

### Naval Construction Battalions (C.B.'s)

Check your telephone directory under listings for the United States Government, or contact your local Navy recruiter or the Naval installation nearest to you.

### Army Reserves

Contact the Public Affairs Officer at the Army installation nearest to you, or check your telephone directory under listings for the United States Government.

An HCRS publication on military reserve component involvement in community service projects will be available in the Fall, 1979. (See inside back cover for ordering information.)



"EMPLOYEE RECREATION  
HAD ITS BEGINNINGS IN THE  
EARLIEST DAYS OF THE INDUSTRIAL  
REVOLUTION WHEN EMPLOYERS WERE HELD  
RESPONSIBLE FOR THE SOCIAL, MORAL AND  
RELIGIOUS WELL-BEING OF EMPLOYEES."

# EMPLOYEE RECREATION

Employee recreation includes recreation related programs, facilities, activities, or events supported by a corporation or company for the benefit of its employees and their families. Through partnerships with employers and employee associations, public park agencies can help relieve pressure from existing community recreation facilities and, therefore, ease a public park maintenance or staffing burden. This mechanism refers specifically to partnerships between a public agency and an employer, but nonprofit organizations too can pursue similar partnerships.

Employee recreation had its beginnings in the earliest days of the industrial revolution when employers were held responsible for the social moral and religious well-being of employees. Today, most enlightened employers recognize a responsibility to the emotional well-being of their employees and recognize that attention to the needs of their employees is a good business practice. As a result, many employers support the recreation activities of their employees. Most commonly this is through sponsorship of sports teams which use community facilities. But, many employers own and operate employee recreation facilities. These range from modest game rooms to large lakeside and mountain resort areas. Some corporations and companies have employee associations which operate comprehensive and well equipped recreation facilities at or near the plant or office site, which are available for the enjoyment of employees and their families and guests.

Ceraland Park, a facility of the Cummins Engine Company of Columbus, Indiana, received 285,000 visitor-days of use in 1976. Texins, the non-profit employee association of Texas Instruments, Incorporated, has five different major recreation facilities for Dallas-area employees alone. The Texins Activities Center and Athletic Complex is located on an 8-acre tract and provides game rooms, meeting rooms, a full size gymnasium locker rooms, steam and sauna baths, men's and women's fitness rooms, and a competition archery range.

A large number of employers and employee associations sponsor or support recreation programs of the club, league or tournament variety. Some large employers also provide enjoyable and instructive after-hours classes.

## Why Employee Recreation

Increasingly, employers are realizing the numerous benefits to

them of providing or assisting in providing recreation opportunities for their employees.

1. *Increased productivity.* Studies by NASA and others prove that the more physically active an employee is, the more productive he or she is likely to be.
2. *Reduced accidents and downtime.* Alert and vigorous employees make less mistakes.
3. *Reduced absenteeism.* When a Goodyear plant in Sweden introduced an employee recreation program, absenteeism among participants fell by nearly half. Illness costs industry over \$3 billion per year in health expenses, which can be lowered through employee recreation.
4. *Increased sense of teamwork; better morale.* The benefits of a sense of teamwork and good morale translate into less employee turnover and, consequently, in savings to the employer.
5. *Ability to attract top quality new employees.* Successful firms know that the fringe benefits often "decide" top quality applicants recruited by several firms, and employee recreation opportunities are a definite selling point for a firm.

Summing up a prevailing notion among successful corporations, Paul P. Davis, Chairman of the Board of McLean Trucking Company said:

"Employee recreation is the kind of game everyone at McLean can play: drivers, dock workers, supervisors, mechanics, secretaries, and their families. There are company-sponsored recreational activities available for all...This Broad Base of participation from all areas of the McLean work force, with its by-product of good employee relations and better morale and work attendance, has spurred complete management support of the entire program. No longer do we consider recreation a fringe benefit. It is the catalyst that produces healthy, vigorous, dedicated employees who are an asset to McLean and outstanding citizens in their communities."

Recreation can also be the means through which a corporation discharges some of its social responsibility. Mobil Oil Corporation's Vice President for Public Affairs put it this way:

"We have an obligation to strengthen some of the other institutions in our society...to put something back into society. If you don't do that, the society will suffer, and so will corporations."

## Employee Recreation and the General Community

In a number of communities, employee recreation directly benefits the general public. Some companies operate community service programs on their facilities. The Employee Recreation Club of Lockheed-Georgia Company has earned praise and awards from several Atlanta social service agencies. The Club has been honored for its summer recreation program for underprivileged children, its services to blind citizens, its holiday work with the Salvation Army and the Marine Corps, and its "food for the needy" projects.

Beginning in 1969, Kaiser Steel Corporation of Fontana, Ca. initiated a summer youth work study program designed to provide disadvantaged teenagers with academic assistance and wage earning experience. When Kaiser was ready to construct employee recreation facilities, the work study youngsters served as the construction crew. In the next few summers, the young workers built tennis and handball courts, and erected storage and multi-purpose buildings. They also improved landscaping at recreational facilities at the Fontana Plant.

While employee recreation facilities are normally provided for the benefit of employees and their families and guests, park departments can work with employers to establish a common recreation ground. In Bartlesville, Oklahoma, Phillips Petroleum Company, recognizing the advantages of a strong community recreation program, is a major financial contributor to efforts of the public park and recreation department. Phillips also owns and operates its own athletic facilities for many employee recreation activities, and utilizes City of Bartlesville facilities for others.

Texins, in Dallas, operates a golf course open to the general public, using the greens fees to help fund their many employee recreation facilities. The Metroplex Recreation Council of Dallas-Ft. Worth, an Industrial Recreation Council, includes several members who represent public park agencies. In early 1976, the heads of several local park and recreation departments made up a panel at a Metroplex meeting to explore the subject of mutual cooperation between the public and private sectors. The consensus of the meeting was that employee recreation programs and public recreation programs should enhance one another in order to address the total recreational needs of the community.

Many private companies provide parks and plazas which enhance downtown urban landscapes. In the Financial District of San Francisco, a number of corporations provide vest-pocket parks for their employees and others to picnic or relax in. Trans-america Corporation has created a micro-redwood forest at the foot of its impressive Pyramid headquarters. The developers of Embarcadero Center have designed an interesting multilevel open space sprinkled with shops, fountains, and sculptures. Nearby,

the Hyatt Regency Hotel recently led neighboring businesses in constructing a scaled-down exercise trail on the periphery of Embarcadero Plaza. In another area of San Francisco, an employee parking lot doubles as an afterhours community playground in front of an historical Levi Strauss factory.

The revitalized business district of Los Angeles also offers many examples of privately provided facilities serving the public. ARCO has built a park on top of a parking garage serving its offices. City Hall East is situated among a maze of arcades and open air picnic areas. In Atlanta, Peach Tree Plaza serves the needs of the businesses in the area and the public who work and shop there.

To summarize, the public benefits from employee recreation in several ways:

1. Limited public recreation dollars can be stretched by an easing of demand for use of public facilities.
2. Employee recreation facilities and programs can potentially serve the general public, too.
3. Joint programs and joint facility development and management can increase the effectiveness of public expenditures for recreation.
4. Employer support of community recreation can enhance opportunities for all.

#### Making It Happen

As part of a city's private sector involvement program, employee recreation programs should be encouraged among those firms which do not already have them. A corporation or company should be made aware of the benefits of employee recreation. The National Industrial Recreation Association, 20 North Worker Drive, Chicago, Illinois, 60606, (312) 346-7575 can help a park agency convince employees of the need for providing recreation facilities. Additionally, park administrators should take every opportunity to gently remind businesses and corporations of how they benefit, along with the general community, from assisting and improving the delivery of recreation services to the public.

A good strategy for a park administrator approaching an employer is to explore ways the local park department can better serve employee recreation needs. Maybe a public park agency could provide or train sports officials or recreation personnel in exchange for some public accessibility. Public agencies can certainly offer design and planning advice or services to an employer wishing to create employee recreation facilities.

The possibility of joint projects should also be explored. Some employers may respond favorably to the idea of funding a program for both company employees and the general public which would be provided by the local parks department. Perhaps an employee recreation facility could be opened to the general public afterhours or during a slack period with a consideration paid by the park department for use of the facility.

As with any new initiative, it pays to move slowly in the early stages. Try introducing employees to the concept of opening their conference room to public meetings or their auditorium to a free film program. Once this simple concept has proven painless, move on to more elaborate types of joint projects, as appropriate. Common sense and sensitivity are the key.

Recreation departments should lead the rest of the community in providing appropriate recognition for those firms which provide facilities or programs which benefit the general public. This recognition will show other firms that supporting recreation can help polish an image in the community and convince shareholders, clients, and customers that the participating company gives to, as well as receives from, the community.

A handbook on employee recreation, emphasizing the partnership potentials between employee and public recreation programs is currently under preparation and will be ready for release in early 1980. See the inside back cover for information on ordering this publication.



"COMMERCIAL RECREATION PROVIDERS PROVIDE DIVERSE OPPORTUNITIES WHICH ARE TOO SPECIALIZED AND COSTLY TO BE PROVIDED DIRECTLY BY PUBLIC EXPENDITURES."

# PROFIT - ORIENTED RECREATION

This mechanism, like Employee Recreation, is particularly pertinent to leisure service agencies.

## Profit-oriented Providers in the Recreation Scene

Profit-oriented recreation providers should not be competitors with the public sector. Rather, they should fill roles which are inappropriate or economically infeasible for the public agency, serving in many ways to stretch public dollars. Profit-oriented recreation can also help to stimulate a community's economy through new jobs and an increased tax base.

Commercial recreation providers:

- \* Provide diverse opportunities which are too specialized and costly to be provided directly by public expenditures. Racquet clubs, golf driving ranges, golf course pro shops, indoor skating rinks, health clubs, amusement parks and theme events (Renaissance Pleasure Faires, etc.) are among these kinds of opportunities.
- \* Can respond to trends and preferences of the recreating public more quickly than most public agencies. Unproven "fad" recreation opportunities can be provided for a specialized clientele. Similarly, commercial providers can pull out of an unprofitable or unpopular venture in a way that a public agency cannot.
- \* Provide high risk recreation opportunities the public policy-making board will not permit a park agency to undertake, because of liability exposure. A private entrepreneur can pass the cost of liability insurance on to the consumer.
- \* Provide exclusive recreation opportunities to the segment of the public who desire a controlled leisure/social environment.

The re-emergence of skateboarding as a youthful pasttime illustrates a private sector role in satisfying a recreation demand which public park agencies generally cannot satisfy, due to the high costs of capitalizing and insuring the skateboard facility. Commercial recreation providers have been able to seize the initiative while the sport is riding a crest. Should the sport prove to be a fad, skateboard parks will disappear from the recreation scene without any loss of public dollars.

Commercial recreation is a fact of life and an important link in the overall leisure opportunity scene. As public recreation dollars become tighter, imaginative public park department administrators are coming to understand how the commercial sector can be made a cooperative partner with the public sector.

### Incentives for Commercial Providers

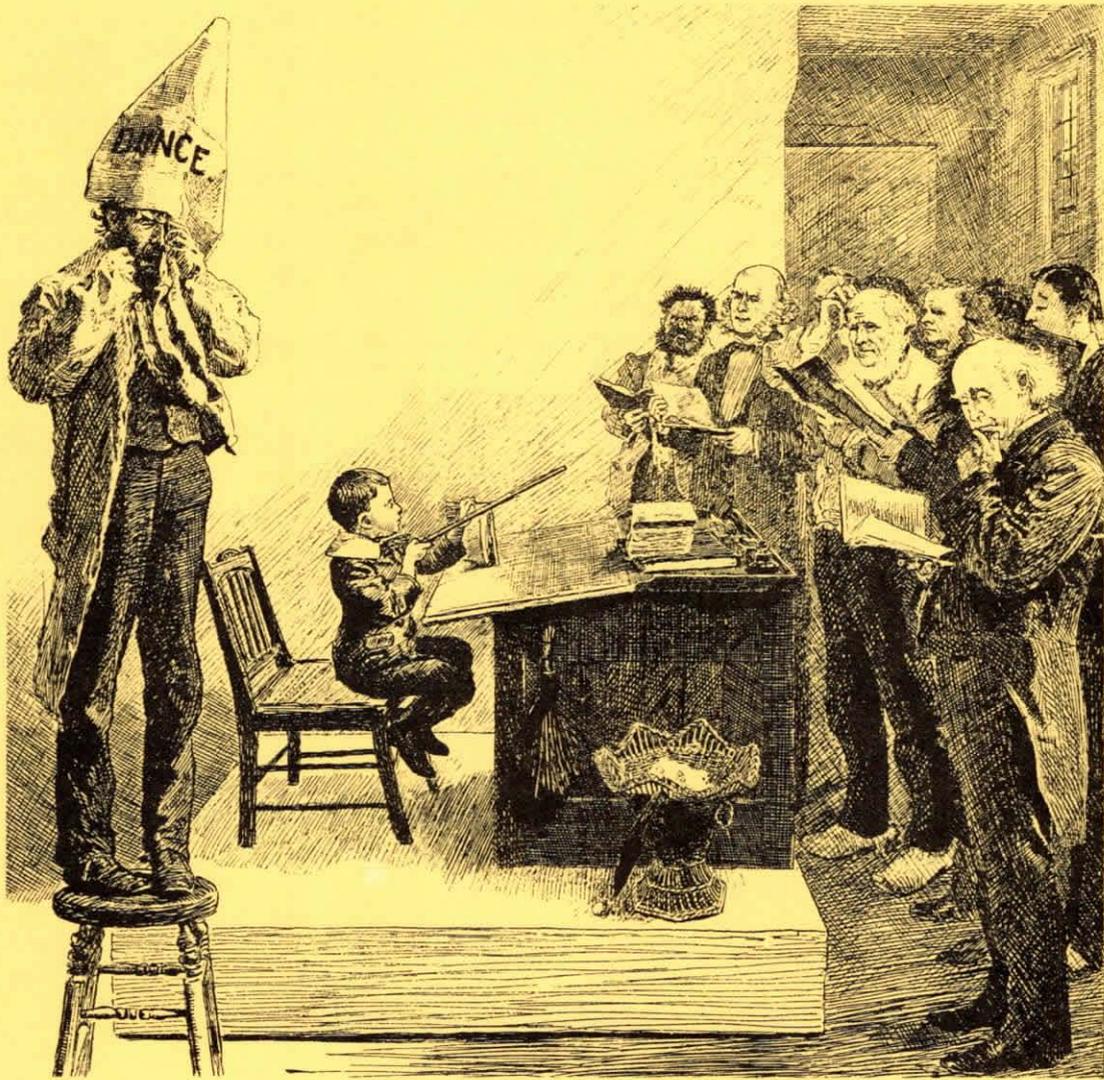
Because of the need to realize a profit, some neighborhoods will be better served by the private sector than others. For example, movie theaters abound in the suburbs of Los Angeles, but are virtually non-existent in the southcentral area of the City where vandalism is high and personal wherewithal is low. A park department may, in a situation like this one, attempt to encourage the private sector by offering incentives which include:

- \* A reevaluation of concessionaire roles. Recreation departments nationwide are taking a closer look at the role of private concessionaires. In many instances, administrators have decided to allow entrepreneurs to operate and maintain certain facilities which have become prohibitively expensive to provide -- i.e., tennis courts. Some parks department have entered into arrangements in which entrepreneurs will cost-share on facility construction in return for concession rights over a specified time frame.
- \* Providing free or low rent. One of the highest start-up costs for an entrepreneur in an urban situation is land. The public sector can eliminate or minimize this barrier by making public land available at no cost, or very low cost, depending on the economic situation. In some inner-city neighborhoods, it might be necessary for the public agency to purchase land solely for the private enterprise operation.
- \* Constructing the facility with public monies for private sector management. This is a more traditional concessionaire arrangement and further minimizes the start-up cost for the concessionaire.
- \* Public purchase and leaseback to private business. When there is a low profit margin, but a needed private sector recreation service, the public agency might purchase the facility and lease it back at a lower monthly cost. Olvera Street in downtown Los Angeles is one example of this public/private cooperative venture.
- \* Establishing a system of recreation stamps for low income residences. Food stamps are designed to help people meet one basic need: recreation stamps could help them meet another basic need. Through such a system, the commercial operation will be encouraged to provide opportunities for

users who could not ordinarily afford to patronize them.

- \* Negotiating special reduced rates for certain users. Senior citizens and youth discounts are common in many facets of commercial recreation delivery. A public park agency could subsidize a commercial provider to broaden the discount structure to include other groups.
- \* Subsidize commercial operators to provide free or low-cost recreation programs at their facilities. Some activities require a highly specialized expertise that would be costly for a public agency to maintain -- i.e., ski touring or hang-gliding. Commercial providers can essentially contract with a public agency to provide the program in lieu of the public agency itself.
- \* Arrange for low-fee public agency use of a facility during low use periods.
- \* Assist private enterprise in market analyses. Public data on supply and demand could be shared more actively with private entrepreneurs and its availability more broadly advertised. Public agencies could adapt their data analysis to include demand for private sector as well as public sector opportunities.

A publication on revenue enterprises undertaken on public land by either a private sector provider or by a public agency itself will be published in the Winter, 1980, as part of HCRS' Innovative Management Series. See the inside back cover for information on obtaining a copy.



"REPEAT AFTER ME..." I WILL NOT FORGET THE TAX BENEFITS FROM CONTRIBUTING LAND, CASH OR MATERIALS TO PUBLIC RECREATION!"

# INCOME TAX EFFECTS OF PRIVATE SECTOR INVOLVEMENT

## INTRODUCTION

Success in involving the private sector in recreation and heritage programs through the donation of cash, land, personal property, goods and services often depends on making the involvement economically attractive. Federal income tax laws encourage the making of charitable contributions by allowing a deduction against ordinary income equal (with certain exceptions) to the value of the donation. This fact has permitted both individuals and corporations to maximize donations at a minimal cost to themselves.

To achieve the greatest tax advantage from charitable contributions, it is extremely important to be aware of a donor's tax bracket, in the case of an individual, or taxable income, in the case of a corporation. The form of the gift and its timing are also important. As a person convincing potential private sector donors to give, you must understand a few basic definitions and concepts.

# DEFINITIONS AND CONCEPTS

## *Tax Avoidance vs. Tax Evasion*

The difference between these two concepts can be summed up in one word--JAIL! The legal reduction of an individual's or corporation's tax obligation is called *tax avoidance*. The illegal reduction or non-payment of taxes is called *tax evasion*. It is neither dishonest, nor devious, nor immoral to avoid taxes, particularly if by avoiding taxes donors can "redirect" their wealth to support their own special charitable concerns--including leisure services.

## *Fair Market Value*

Fair market value is defined as the price at which the property would change hands between a willing buyer and a willing seller, neither being under any compulsion to buy and sell, and both having reasonable knowledge of the relevant facts. Fair market value may generally be taken to mean the current retail sale (purchase) price of the property.

Since the fair market value of land does not ordinarily lend itself to fixed rules or formulas, the estimated value is determined through appraisal of the property.

## *Appraisals*

An appraisal is a key instrument in any gift or bargain sale of land or other property. If an appraisal is accepted by the Internal Revenue Service, it establishes the fair market value of the property. If the IRS does not accept the appraisal, the donor will sour quickly and future donations will be jeopardized. Since appraisals can be very subjective, anyone dealing in donation transactions should fully understand the appraisal process.

When there is a gift or bargain sale to a private nonprofit organization, the value of the donation must be proven to IRS by the donor if it is used for tax purposes. Usually the donor commissions his own appraisal. If the property is being conveyed to a governmental agency, an appraisal by that agency is acceptable. It is essential that any appraisal for donated land conform to the guidelines set forth by the Internal Revenue Service (Treas. Regs. § 1.170A-1).

If you are paying for an appraisal on a piece of land, make sure that the appraiser understands your intended use of the property, and what you consider the highest and best use of the land.

### *Assessed Valuation*

Tax assessors assign a value to taxable property equal to a percentage of the full value of the property. This is the assessed value. The percentage varies, but normally the assessed value is either 20% or 25% of the full value as determined by the Assessor's Office.

### *Capital Gain Property*

Capital gain property is property, such as land, that has increased in value since it was originally purchased and would result in a long-term capital gain if it were sold at its fair market value on the date of contribution. To qualify for long-term gain treatment, the property must be a capital asset and must have been held for more than one year.

### *Cost Basis*

The original cost, plus subsequent expenses, of a parcel of land or other personal property is its cost basis. The cost basis is deducted from the sale price in determining the long-term capital gain of a parcel of land.

### *Holding Costs*

Retaining ownership of a parcel of land involves certain expenses, including maintenance, taxes, insurance, policing, and fencing. These costs to the property owner can be eliminated by the donation of unused or under-utilized parcels.

### *Selling Expenses*

Selling a parcel of land costs money. Selling expenses include brokerage commissions, attorney fees, and closing costs. For estimating purposes, 10% of the sale price is a reasonable guess for selling expenses. Brokerage commissions vary by locale but are usually 6% for residential and 10% for commercial property.

### *Donations*

In general, the full fair market value of donated property is deductible as a charitable contribution for federal income tax purposes. There are, however, limitations on the amount of contributions that can be deducted in any one tax year. These limitations are discussed on pages 82 and 86.

### *Bargain Sale/Partial Donation/Less-than-fee*

In many cases, an owner of land or other property cannot, for some reason, simply give his property to an organization or government agency for protection. The alternative of selling the property at either a bargain sale price or at full fair market value must be explored in those situations. A bargain

sale is a purchase price at less than the appraised estimate of fair market value. The difference between the fair market value (on the date of the sale) and the actual sale price to a nonprofit organization or governmental agency is a charitable donation for federal income tax purposes.



"FEDERAL INCOME TAX LAWS ENCOURAGE THE MAKING OF CHARITABLE CONTRIBUTIONS BY ALLOWING A DEDUCTION AGAINST ORDINARY INCOME."

# INCOME TAX DEDUCTIONS AND OTHER TAX BENEFITS

## Individuals

### *Appreciated (long-term capital gain) Property*

There is a different set of Internal Revenue Service regulations used in calculating deductions for gifts of real or personal property which have appreciated in value, are capital assets, and which have been held by the donor for more than one year. The ceiling on deductibility is 30 percent of the donor's adjusted gross income with a five-year carryover for any excess.<sup>1</sup> The 30% deduction limitation is determined separately each year, based on the adjusted gross income in the year the deduction is claimed. On donations of this type, the donor not only receives a charitable deduction for the gift equal to the full fair market value of the property given, but also avoids the capital gains tax he would pay were he to sell the property.

### *Alternate Deduction for Appreciated Property*

The alternative tax deduction can be used in situations where it is desirable to be able to deduct larger amounts right in the beginning. The ceiling on deductibility can be increased to 50 percent of the donor's adjusted gross income if the donor elects to reduce the value of the donation by one-half of the donated property's appreciated value.<sup>2</sup> The appreciated value of the property is the difference between its cost to the donor and what it is worth on the date it is donated. This reduced value is then deductible up to 50 percent of the donor's adjusted gross income with a five-year carryover for any amount in excess of the 50 percent limitation. The carryover deductions are also subject to the 50 percent limitation based on the adjusted gross income each year a deduction is claimed. If the donor elects under the 50 percent method, the election will apply to all gifts of long-term capital gain property made that year. Again, the donor completely avoids any capital gains tax on the property with this type of donation.

<sup>1</sup>IRC §170(b)(1)(c); Treas. Regs. 1.170A-8(d)(1)

<sup>2</sup>IRC §§170(b)(1)(c)(iii) and 170 (d)(1); Treas. Regs. s1.170A-8(d)(2)

### *Long-Term Capital Gains Tax*

The long-term capital gains tax allows the seller to put all of his original cost of the property and 60% of the profit from the sale into his pocket, without any taxes,<sup>3</sup> with the possible exception that it may be subject to the minimum tax. This is called the long-term capital gain deduction. The other 40% of the profit is added to the seller's income before deductions and unless there are sizable deductions to shield this additional income, the increased revenue can have a very adverse effect on the seller's taxes, both federal and state, on his ordinary income. The seller will undoubtedly be pushed into a higher tax bracket, which adversely affects not only his profits from the sale, but also the net after-tax return on his ordinary income.

### *Cash Contributions*

Cash contributions are fully deductible up to 50% of a person's adjusted gross income. If the gift is larger than 50% of a person's adjusted gross income for the year, the balance may be carried over for five succeeding years, subject to the 50% adjusted gross income limitation in each of the succeeding years. A donation of unappreciated property is treated like a cash contribution, subject to the 50% limitation.

### *Estate Tax Benefits*

Gifts of land and other personal property have long-range estate tax benefits, as well as the immediate income tax benefits. If the gift is made during the lifetime of the donor, the value of the gift is exempt from gift tax and will not be included in the value of the donor's estate. The result may be lower taxes for the estate, as well as for the donor's heirs.

Gifts of easements can also have estate tax implications. If they are passed at death by will to public charities, the value of the easement would be included in the donor's gross estate, but then deducted for purposes of computing the estate upon which the taxes are assessed.

### *State Tax Benefits*

Certainly a fee transfer of land by donation or bargain sale to a public agency or nonprofit organization will result in a total elimination of real property taxes on the land. In the case of a conservation easement, the impact upon the property tax will depend on local property tax laws and ordinarily there will be a different impact between the perpetual and the term easement.

As is the case with federal taxes, the landowner will maximize his property tax relief when he restricts development of his land in perpetuity. A perpetual easement can reduce a landowner's tax burden by reducing the development potential of the land and thereby its full cash value to the landowner and its assessment value for property tax purposes. State income taxes will also be reduced.

<sup>3</sup>IRC §1202.

<sup>4</sup>IRC §170(b)(1)(A) and 170(d)(1); Treas. Regs. §1.170A-8(b)

## Corporations

Unlike individuals, public corporations cannot make contributions for emotional reasons. A public corporation is owned by its stockholders and the management of the corporation is ultimately responsible to the stockholders for its actions. It is the duty of management to run a corporation in a manner that will ensure the greatest financial return to the stockholders of the company. Thus, any donation by a public corporation has to be a sound business decision.

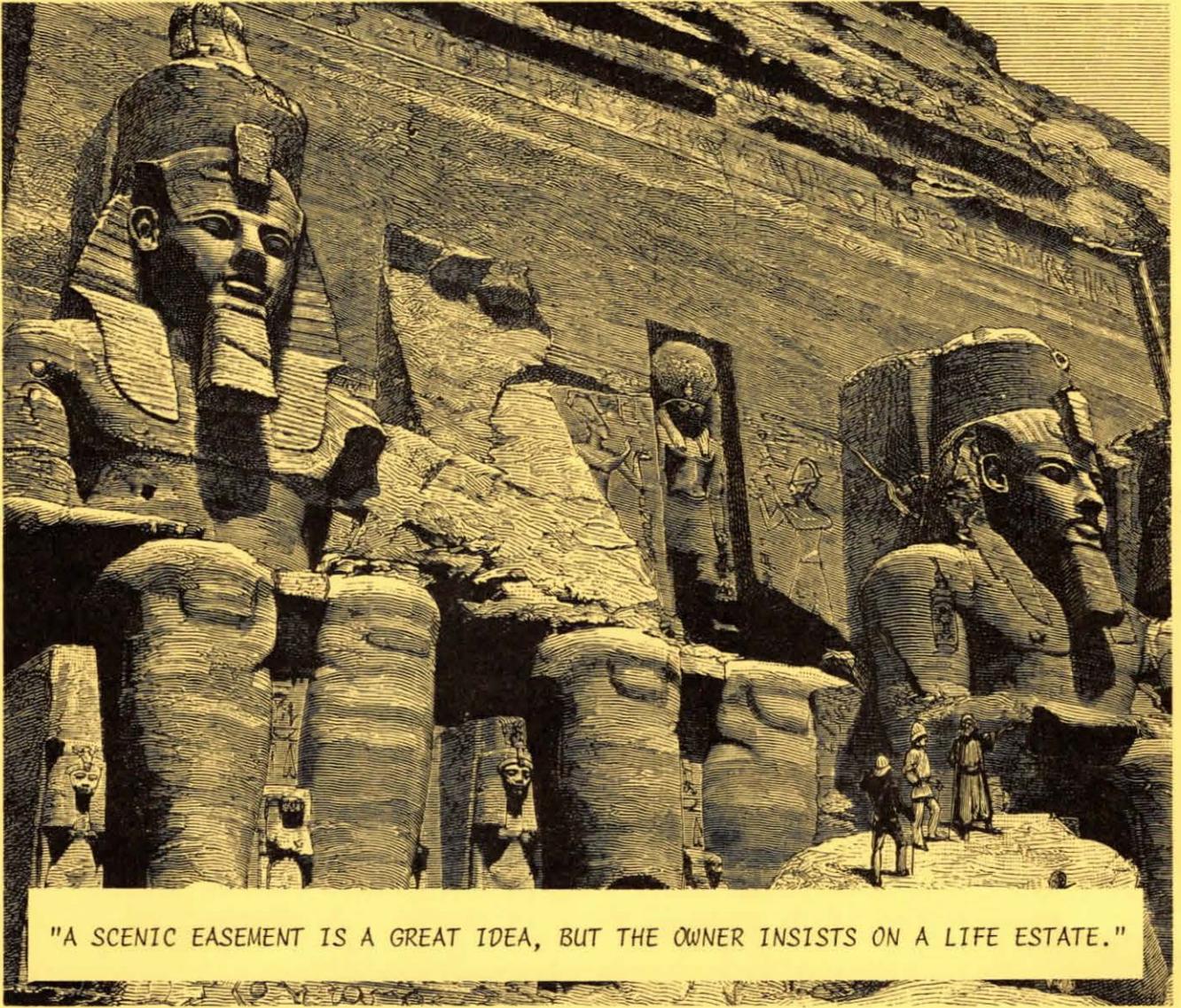
A different set of tax rules apply to the sale and/or gift of land by a corporation. First, a corporation does not have an adjusted gross income. It has instead, a *net income before taxes*. Charitable contributions by corporations are deductible from their net income before taxes. As with individuals, the full fair market value of property donated by a corporation is deductible as a charitable contribution for federal and state income tax purposes. But, unlike individuals who can deduct up to 30% of the adjusted gross income, charitable contributions of land by corporations can only be applied to a maximum 5% of their net income before taxes. Corporations are also entitled to a five-year carryover provision on any donation that cannot be used in full during the year of the gift.<sup>5</sup>

All corporations must pay federal income taxes of 46 percent on all income in excess of \$100,000.

Corporations calculate capital gains taxes differently than individuals. While individuals pay capital gains taxes on 40% of the gain, corporations must pay capital gains taxes on the entire capital gain. However, corporations may choose to calculate capital gains at an alternative 28 percent rate, rather than the normal federal corporate tax rate of 46 percent.

It should be noted that the value of any donation of lands by a corporation or individual that deals primarily in the sale of real estate and is considered a dealer in real estate by the Internal Revenue Service is limited to the individual or corporation's basis, or cost, in the property. This provision of the tax laws effectively rules out donations of land by most corporations and individuals that are dealers in real estate.

<sup>5</sup>IRC §170(b)(3); Treas. Regs. §1.170A-11.



"A SCENIC EASEMENT IS A GREAT IDEA, BUT THE OWNER INSISTS ON A LIFE ESTATE."

# PRESERVING LAND AND HISTORIC PROPERTY

Private sector involvement is often crucial in the preservation of land and historic structures, and tremendous potential for such involvement exists through donation, bargain sale, easements, leases and other devices. HCRS has published several handbooks and brochures which outline creative ways in which recreational and open space lands and historic structures can be protected.

Land Conservation and Preservation Techniques, published in 1979, summarizes the tax law features which affect land transactions and demonstrates how these features may be used to protect land. This booklet also describes an array of other-than-fee land protection devices.

Protecting Nature's Estate provides an exploration of a number of ways to protect land resource. This publication emerged from a land preservation conference held in Reusselaerville, New York in May, 1974, under the co-sponsorship of HCRS (B.O.R.), the Nature Conservancy, and the New York State Office of Parks and Recreation.

"Tax Incentives For Rehabilitating Historic Buildings", a 1978 HCRS brochure, describes how the Tax Reform Act of 1976 amends the Federal Income Tax Code to stimulate preservation of historic commercial and income-producing structures by allowing favorable tax treatments for rehabilitation and reduces tax incentives for both demolition of historic structures and new construction on the site of demolished historic buildings.

Federal Income Tax Incentives To Preserve Our Historic Natural and Recreational Heritage, developed from the proceedings of a course offered to attorneys by the University of Denver College of Law in June, 1978, provides details on the procedures for utilizing the favorable provisions of the Tax Reform Act of 1976.

There are, in addition to the publications summarized above, a number of publications prepared by the HCRS Division of Technical Preservation Services and Division of the National Register. Information on available historic preservation publications, as well as information on obtaining the above publications, may be gotten from the Washington office of HCRS. See the inside back cover.



"THE EFFECTIVENESS OF YOUR OVERTURES TO THE PRIVATE SECTOR WILL  
DEPEND IN LARGE PART ON THE IMAGE OF EFFICIENCY YOU CONVEY."

# INNOVATIVE MANAGEMENT TOOLS

Private sector involvement can help you accomplish more than you thought possible, given the limitations of funding and staff which you face. As mentioned in the introduction to this workbook, the effectiveness of your overtures to the private sector will depend in large part on the image of efficiency you convey. And, as was also mentioned, the image of efficiency depends on the reality of being efficient.

In consultation with leisure service and heritage protection professionals, HCRS has begun to focus attention on ways in which public agencies and nonprofit organizations can modify practices and procedures for greater efficiency. Several publications have been and will be produced which explore innovative management tools.

## Fees and Charges Handbook (March 1979)

This publication is an exploration of benefits and issues which recreation and heritage conservation agencies face in establishing or increasing fees. Included are a discussion of concerns about fees and charges, considerations in developing a fees program, and a methodology for determining the feasibility and equitability of fees and charges. Also includes a hypothetical feasibility analysis as well as a public relations plan for a fees program. A selected bibliography and list of training opportunities are also included.

## Contract Services Handbook (October 1979)

This handbook is designed to explore contracting as a management tool in the delivery of public recreation services. The focus is on when and how contract arrangements can be made to work for the public agency, recognizing that agency administrators are increasingly encouraged to try the contract option by policymakers searching for ways to reduce spending. A number of case studies are described.

## Maintenance Impact Statements (To be released late 1979)

A number of public agencies around the country are considering the maintenance impact of proposed new or modified programs and facilities before the decision is made to go forward with the proposed project. The Maintenance Impact Statement has become a valuable

decision-making tool where it has been employed. The Maintenance Impact Statement Handbook describes the components of maintenance impact statement and suggests a simple methodology for preparing statements. It is a "how-to" guide targeted for public and nonprofit leisure service and heritage protection practitioners.

Public/Private Revenue Enterprises (To be released early 1980)

This handbook focuses on creative ways for public agencies to both cooperate with private recreation providers in revenue generating enterprises and to provide publicly operated and managed revenue producing recreation opportunities. The handbook highlights the possibilities and potential pitfalls of revenue enterprises operated on public land and describes the experience of several agencies which operate/cooperate on revenue enterprises.

Marketing/Community Relations (To be released late 1979)

How an image is presented is as important as the image itself. This publication looks at ways to effectively communicate your agency's image to your constituents and decisionmakers. Included will be methods for conducting an analysis of your "market", -- users, non-users, decisionmakers -- and effectively communicating the opportunities available and the value of the services you provide. Sources of support and assistance to accomplish an effective marketing program are described.

# HCRS PROGRAMS

## URBAN PARK AND RECREATION RECOVERY PROGRAM (U.P.A.R.R.)

The Urban Park and Recreation Recovery Act (Title X of P.L. 95-625) was enacted in recognition of the severe deficiencies in urban recreation in the United States. It seeks to restore facilities which have fallen into disuse or disrepair; to encourage innovations in recreation programming; to stimulate and support local commitments to recreation system recovery and maintenance; and to improve the management and delivery of recreation services to urban residents.

Congress has authorized \$150 million annually for each of the programs first four years, and \$125 million in the last year. Congress made a partial appropriation of \$20 million in FY 79. The program is expected to be fully funded in FY 80-83. These funds will be made available as matching grants under three program categories.

- Rehabilitation grants are matching capital grants (70 percent federal - 30 percent local) to local governments for the purpose of rebuilding, remodeling, expanding, or developing existing outdoor or indoor recreation areas and facilities.
- Innovation grants are matching grants (70 percent federal - 30 percent local) to local governments to cover costs of personnel, facilities, equipment, supplies or services designed to demonstrate innovative and cost-effective ways to enhance park and recreation opportunities at the neighborhood level.

Innovation grant awards nationwide are limited to ten percent of the total annual authorization for the Urban Park and Recreation Recovery Program.

- Recovery action program grants are matching grants (50 percent federal - 50 percent local) to local governments for the development of local park and recreation system Recovery Action Plans.

Funds received under the rehabilitation and innovation grant programs may be transferred to independent special purpose local governments, private non-profit agencies, or county or regional park authorities.

### *State Participation*

As an incentive to state involvement in the recovery of urban recreation systems, the federal government will provide a dollar-for-dollar match to state contributions to the local share of the cost of any innovation or rehabilitation project, up to 15 percent of the total cost of the project. The total federal share, however, is limited to 85 percent of the project costs.

States will be encouraged by the Interior Department to work with local governments and the Department in monitoring local plans and programs, and in assuring consistency with state urban and recreation policies and statewide comprehensive outdoor recreation plans.

Those local governments eligible to participate in the first year program were listed in the Federal Register during March, 1979.

At the discretion of the Secretary of the Interior, grants may be awarded to other general purpose local governments in standard metropolitan statistical areas. Discretionary funds are limited to 15 percent of the funds available annually for rehabilitation, innovation, and recovery action program grants.

### *Selection of Projects*

Projects will be selected according to criteria which measure such factors as:

- population
- condition of existing recreation areas and facilities
- demonstrated deficiencies in access to neighborhood recreation opportunities, particularly for minority and low to moderate income residents
- public participation in determining rehabilitation or development needs
- the extent to which a project supports or complements activities undertaken as part of a local government's overall community development and urban revitalization program
- the extent to which a project would provide employment opportunities for minorities, youth, and low and moderate-income residents in the project neighborhood

- the amount of state and private support for a project as evidenced by commitments of non-federal resources to project construction or operation

It is a primary aim of the Urban Park and Recreation Recovery Act to stimulate ongoing local efforts to revitalize and maintain troubled park and recreation systems. In addition to providing the immediate visible benefits of grants assistance, the program is expected to serve as a catalyst for mobilizing private, state, and local resources on behalf of strengthened recreational systems.

Applicants for Urban Park and Recreation Recovery Program assistance will be required to submit evidence of long-term local commitment to recreation system recovery and maintenance. These commitments - to continuous programs for system planning, rehabilitation, service, operation, and maintenance - will be expressed in the form of a Five-Year Action Program. This plan must demonstrate:

- the systematic identification of recovery objectives and priorities, as well as strategies for achieving these goals
- adequate planning for the rehabilitation of specific recreation areas and facilities, including estimates of proposed project costs
- attention to the development of innovative and cost-effective recovery programs and projects at the neighborhood level
- the capacity and commitment to assure that facilities provided or improved with Urban Park and Recreation Recovery Program assistance will continue to be adequately maintained, staffed, supervised, and protected
- intention to maintain local public outlays for park and recreation purposes at a level at least equal to that of the year preceding that in which grant assistance is sought except in an instance of reduced outlays proportionate to a reduction in overall spending by the applicant
- the relationship of the park and recreation recovery program to overall community development and urban revitalization efforts

Funding to aid in the planning and development of local recreation recovery is available through recovery action program grants.

### *Coordination*

The central goal of the Urban Park and Recreation Recovery Act is to enhance the quality of life in American cities. This objective is shared by hundreds of Americans at work on urban revitalization measures in their own communities, and it serves as the guiding principle of many other federal, state, and local government programs.

Opportunities abound for mutual private and public support in the accomplishment of this nation's urban revitalization goals. To insure that these opportunities are maximized during the implementation of the Urban Park and Recreation Recovery Program, the Department of the Interior encourages coordination between appropriate state agencies and local governments, and requires grants applicants to seek active coordination with the private sector, as well as the fullest possible participation of community and neighborhood residents in program planning and project selection.

### LAND AND WATER CONSERVATION FUND

HCRS administers the Land and Water Conservation Fund, which provides 50% Federal matching grant funds for the acquisition and development of outdoor recreation areas and facilities by state, local and regional agencies. This grant program, enacted in 1965, is the largest grant program targeted specifically for public recreation providers. Information on Land and Water Conservation Fund grants may be obtained from your State Liaison Officer or from the HCRS office which serves your state.

An interesting feature of the Land and Water Conservation Fund is the way in which its funds may be effectively "parlayed" by the value of donated or partially donated land acquired with Land and Water Conservation Funds.

Each dollar in value donated to a state or local agency can result in two dollars in capital investment for public outdoor recreation. For example, a donation of land with a market value of \$50,000 could serve as the matching share of a Land and Water Conservation Fund Project with a total cost of up to \$100,000, including the value of the donated land. Such a project could be for land acquisition or a combination of acquisition and facilities development.

To avoid any potential problems, the recipient should discuss these transactions with the State Liaison Officer *prior* to accepting the donation. HCRS, in cooperation with the state, can assist in putting the entire project together to assure eligibility for consideration under the L&WCF program.

For each property donated to a state or local agency to qualify as the non-federal matching share of an L&WCF project, the following criteria must be met.

1. The property must be made available for public outdoor recreation use.
2. There can be no reversionary clause in the deed of conveyance.
3. The appraisal of the property must be approved by the Heritage Conservation and Recreation Service prior to the donation.
4. Other state and federal regulations must be adhered to.

#### HISTORIC PRESERVATION ACT

Under the Historic Preservation Act (Public Law 89-665), managed by HCRS, 50 percent matching grants are available to states for preparing comprehensive statewide historic surveys and plans, and for the acquisition, preservation, and development of historic properties by state and local governments. The state or local agency must pay the total cost of continued maintenance, repair, and administration of approved projects.



# Here's Help In Providing Recreational/ Cultural Opportunities

*introducing*

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