

# **American River Parkway Preservation Society**

## **Annual Organizational Report**

**October 1, 2008- September 30, 2009**

### **Mission**

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

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### **Vision**

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

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

## **BOARD OF DIRECTORS**

### President

Michael Rushford, President  
Criminal Justice Legal Foundation

### Vice President

Kristine Lea, Learning Consultant  
Kaiser Permanente, Health Connect Project

### Treasurer/Senior Policy Director

David H. Lukenbill, President  
Lukenbill & Associates

## **EMERITUS BOARD, CHAIR**

Wyatt Jones, Vice-President  
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## **ENDOWMENT ADVISORY GROUP, CHAIR**

William C. Schopfer, President  
Fund Development Associates

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

(2004) Robert J. Slobe, President  
North Sacramento Land Company

(2005) Franklin Burris, President  
North Sacramento Chamber of Commerce

(2006) Mary E. Tappel, Environmental Scientist  
California State Water Board

(2007) Dave Lydick, Deputy Director  
American River Parkway & Regional Parks Division

(2008) Rob Kerth, President  
North Sacramento Chamber of Commerce

## Executive Summary

Our work over the past year accomplished three things: 1) continued our advocacy on the Lower Reach and the concept that helping the poor and distressed person does not have to be at the expense of the adjacent community—which, by allowing illegal camping by the homeless, it has been. This issue has gained more volatility as local public leadership is considering establishing a tent city for the homeless; 2) continued and deepened the discussion around forming a Joint Powers Authority (JPA) of adjacent Parkway governments to govern the Parkway; 3) and having a nonprofit organization provide daily management and secure philanthropic supplemental funding for the Parkway.

We have shared with the community the importance of establishing a JPA as the most viable governance vehicle to include in the discussion about the future of the Parkway.

We have been focusing on the JPA for the past year and will continue that focus until positive results occur. Our primary tool will continue to be examining what other communities have accomplished, provide some policy concepts for public discussion, and help to move us closer to a regional-wide embrace of Parkway preservation, protection, and strengthening.

As a policy development organization, our work consists in communicating ideas through available formats, and as this report will show, we have done that. Utilizing daily posting to the Parkway blog, sending open letters to public leaders and editors of local media, having articles published in local media, newsletters and e-letters to membership and community leaders, and the publication of public reports, we hope to enrich public dialogue seeking a comprehensive solution to the problems all agree burden the Parkway; funding, management, and preservation.



## Introduction

### About the American River Parkway Preservation Society (ARPPS)

The American River Parkway Preservation Society is a 501 (c) (3) nonprofit corporation founded in 2003. The Society's role is to help inform public policy regarding the American River Parkway through the exploration and development of such concepts as:

- providing Parkway management through a Joint Powers Authority and a nonprofit conservancy,
- developing a financial endowment for funding support,
- building the Auburn Dam for stable water flow and temperature for year round recreation and protection of Parkway habitat and wildlife,
- designating the American River Watershed as a National Heritage Area encompassing the Parkway,
- dramatically enhancing the recreational, educational, and sanctuary resources of the Parkway.

We have published conceptual and policy primer reports annually on *World Rivers Day*—the last Sunday in September—and have now completed the publication series of four reports addressing our five guiding principles:

- September 25, 2005, focusing on the Lower Reach of the Parkway where crime and illegal camping have virtually destroyed the ability of the adjacent community to use their part of the Parkway.
- September 24, 2006 focusing on the Auburn Dam and the environment surrounding the minority community opposition to it.
- September 30, 2007 focusing on governance, eco-regionalism and heritage; calling for daily management of the Parkway by a nonprofit organization, thinking from an eco-regional perspective around environmental issues, and advocating for the establishment of a *Rivers of Gold National Heritage Area*

- September 28, 2008 focusing on recreation, education, and sanctuary, calling for increased public safety in the Lower Reach, financial stability, and adopting a regional vision.

Stimulating thinking about public policy is central to our approach and we will sustain a continued argument about the future of the Parkway in a thoughtful and scholarly manner, built upon the ideas introduced in the policy primer reports.

The Society's advocacy programs of public communication, providing research and policy information to leadership, and our annual research and organizational publications are designed to reach a broad and diverse audience.

Our work is focused on five critical issues, addressing each through public education congruent with our guiding principles:

**1) Developing effective management with an ability to secure adequate funding for public safety, ongoing maintenance, facility repair, invasive plant management, and restore the beauty and safety once fully enjoyed in the sanctuary of the Parkway.**

**Our Approach:** Years of ineffective management and deferred maintenance have deeply damaged the Parkway and without the development of alternative funding and management structures, it will continue to deteriorate. We propose management by a nonprofit conservancy, building an endowment fund for supplementary funding, and creating a National Heritage Area embracing the Parkway, acknowledging its national importance while attracting greater funding and oversight.

***Our Guiding Principle: Preserving the Parkway is not an option, it's a necessity.***

**2) Relieving the continuing pressure on the river, whether through flooding, illegal sewage discharge, or taking water for new development;**

**all of which hurts the salmon, other habitat and aquatic life, and ultimately our enjoyment of the Parkway experience.**

**Our Approach:** The Sacramento region is becoming one of the most desirable places to live in the country, so it is not surprising that development continues at record levels. Each new city in our area brings new pressure for growth and more pressure on the optimal water conditions the American River salmon need to thrive. We support the construction of the Auburn Dam to address these issues and to protect the integrity of the Parkway and have authored a report concerning this available on our website.

***Our Guiding Principle: What's good for the salmon is good for the river.***

**3) Restoring the Lower Reach of the Parkway from the habitat devastation, fires, and pollution caused by widespread illegal camping by the homeless; and helping restore a sense of dignity and responsibility within the homeless community.**

**Our Approach:** The dignity of the human person, including the poor and distressed, must always be respected, as also must the dignity of the poor and distressed community. We have collaborated with homeless advocacy organizations, local government, businesses, chambers of commerce, and neighborhood associations to develop a plan providing Parkway maintenance jobs for the homeless. We have authored a report, on our website, on the Lower Reach of the Parkway describing policy options to restore the Parkway for the adjacent communities who have been unable to use it for the past several years.

***Our Guiding Principle: (3) Regarding illegal camping by the homeless in the North Sacramento area of the Parkway: Social and environmental justice calls upon us to help the poor and distressed person but not at the expense of the adjacent community to visit the Parkway safely.***

**4) Bringing the community into a deeper understanding of the great value of the view space of the Parkway and how deeply destructive encroaching into the commons, by development, can be to the Parkway experience.**

**Our Approach:** Given the stunning beauty of the Parkway, it is no wonder people want to build along its edges, even though their homes may visually intrude on the sanctuary of the commons, destroying the sense of being embraced by nature that is the essential Parkway experience. We will work to ensure that restrictions against visually intrusive construction, that are clear and irrevocable, are implemented and embraced.

***Our Guiding Principle: If it can be seen from the Parkway, it shouldn't be built along the Parkway.***

**5) Encouraging the inclusion of responsible usage by new Parkway user groups congruent with the spirit upon which public ownership of a natural resource is predicated.**

**Our Approach:** The Parkway belongs to all of us. It is a community resource. Parkway management plans should contain no absolute restrictions on user activity, rather a process of study and decision-making. There are a variety of new usages that should be under consideration to become part of the Parkway experience, including full access for the disabled, an expanded network of picnic and sitting places, musical concerts, holiday celebrations, off-leash dog walking, mountain biking, inline skating, and additional nature centers.

***Our Guiding Principle: Regarding new parkway usages, inclusion should be the operating principle rather than exclusion.***



## Public Communication & Education

### Weblog

ARPPS maintains a daily weblog at <http://parkwayblog.blogspot.com/> and during our program year, from October 1, 2008 to September 30, 2009 we posted 359 individual messages concerning articles, reports, news items, and event information connected to our mission.

### Public Advocacy & Support Letters

#### 1) October 30, 2008

##### An Open Letter to

Sister Libby Fernandez, Executive Director, Loaves & Fishes;  
Mr. Tim Brown, Executive Director, Ending Chronic Homelessness Initiative; Ms.  
Dianna Aguilar, Executive Director, American River Parkway Foundation

Dear Sister Fernandez, Mr. Brown, & Ms. Aguilar:

It is often difficult to balance the needs of suffering humanity with suffering habitat, but in the case of homeless camping on the Parkway, it is a challenge we must accept.

We would like you—as the major stakeholders in the homeless camping in the Parkway dilemma—to consider an idea we think may create positive change, in addition to the good work you are already doing

As you know, difficulties with public safety and habitat protection in the Lower American River Parkway are deepening, and we would like you to consider a joint programmatic response to improve the situation, while helping the homeless, the Parkway, and the community.

Our organization has always felt that the homeless camping issue needed to be addressed as much from the perspective of the business and residential community as from that of the homeless community; which is why one of our guiding principles states:

*Regarding illegal camping by the homeless in the North Sacramento area of the Parkway: Social and environmental justice calls upon us to help the poor and distressed person but not at the expense of the adjacent community to visit the Parkway safely.*

While some governmental responses to homelessness do show promise—including the Sacramento Ten Year Plan—significant benefits may take years to change the dynamic on the ground of the Parkway.

However with a concerted effort from of each of your organizations, perhaps something else a little more timely can be considered.

There is one program model already being used in New York that has a particular application here, and it is part of the Doe Fund family of programs; the Ready, Willing & Able Street Clean-Up Program, described on their website (2008):

*Ready, Willing & Able* is The Doe Fund's holistic, residential, work and job skills training program which helps homeless individuals in their efforts to become self-sufficient, contributing members of society. *Ready, Willing & Able* has helped more than 3,000 men and women become drug-free, secure full-time employment, and obtain their own self-supported housing. The program targets the segment of the homeless population considered the hardest to serve: single, able-bodied adults, the majority of whom have histories of incarceration and substance abuse. Criteria for acceptance into the program is that the applicant be ready, willing and able, both physically and mentally, to work and maintain a drug-free lifestyle. (Retrieved October 1, 2008 from [www.doe.org/programs/?programID=1](http://www.doe.org/programs/?programID=1) )

Using RWA as a model, ARPPS facilitated a community discussion in 2005 to develop a job training program for the homeless cleaning up the Parkway; and what we came up with is a concept that could be implemented as a social enterprise venture through a partnership of your respective organizations.

You can read about it on our website at, [www.arpps.org/report.pdf](http://www.arpps.org/report.pdf) pages 34-36, but the concept is simple; a job training, job development, and business creation program involving the homeless, who receive training and full-time jobs cleaning up the Lower American River Parkway—excluding inhabited homeless camps—encompassing the Discovery Park, Woodlake Reach, and Cal Expo area.

The program will seek, after the first subsidized year or so, paying contracts with local business and government agencies, with the eventual goal of it becoming a private enterprise owned and operated by the formerly homeless.

We think this is a strategy that is complimentary to the work already being done by your organizations and is something that could change the dynamic around the issue in a very positive way.

We hope this is a strategy that you might like to pursue, and if it is, we will be wiling to help in whatever way we can.

Take care.

Sincerely,

David H. Lukenbill, Senior Policy Director  
American River Parkway Preservation Society

## ***Press Releases***

**1) January 20, 2009**

### **PRESS RELEASE**

**For Immediate Release**

**January 20, 2009**

**Sacramento, California**

#### **AMERICAN RIVER PARKWAY PRESERVATION SOCIETY (ARPPS)**

### **Call for a Joint Powers Authority for the Parkway**

The American River Parkway is the most important recreational area in our region, but it has been struggling for several years with some serious problems that have not been dealt with effectively, which we think can be best addressed by forming a Joint Powers Authority (JPA) to govern it.

Because of the Parkway's unique nature as the signature park area in our region, spread out over several separately governed areas, it may be best served through stakeholder Parkway communities within the joint governing entity of a JPA

Another signature park area in our state governed by a JPA —which can serve as an excellent model—is the San Dieguito River Park, <http://www.sdrp.org/>.

JPA governance will give our Parkway a higher potential for dedicated management and philanthropic fund raising capability instead of having to raise taxes—particularly if the JPA supports eventual formation of a nonprofit conservancy dedicated to the management and ongoing funding of the Parkway—necessary to preserve and enhance its premier local and national status.

We will be investing the next five years in two strategic directions; one concerning the JPA, the other ongoing.

We will focus on encouraging local government to create a JPA—the one idea from our five years of research into practical approaches—that can most significantly impact the critical issues negatively impacting the Parkway.

Our ongoing work will focus on continuing to help build a community knowledge base around the results of our five research reports.

More information about our strategy, including an example of an American River Parkway Joint Powers Agreement, is available on our website at <http://www.arpps.org/strategy.html> .

**Organizational Leadership  
American River Parkway Preservation Society  
Sacramento, California**

**2) July 14, 2009**

**PRESS RELEASE**

**For Immediate Release      July 14, 2009      Sacramento, California**

**AMERICAN RIVER PARKWAY PRESERVATION SOCIETY (ARPPS)**

**The Need for an American River Parkway Conservancy Via  
Approved Joint Powers Authority**

Last month, the Sacramento County Recreation & Park Commission approved further discussion of a Joint Powers Authority (JPA) Agreement for consideration by the respective jurisdictions of Folsom, Rancho Cordova, Sacramento City, and Sacramento County.

ARPPS applauds the short-term purpose of this discussion which: “is to formalize the cooperative working relationship of each of these jurisdictions”; however, ARPPS does not approve the long-term goal which: “would be to impose a Benefit Assessment District for the American River Parkway” (Recreation & Parks Commission, June 25, 2009, Agenda Item 2, p. 2, Retrieved July 12, 2009 from <http://www.msa2.saccounty.net/parks/Pages/RecreationParkCommissionMeetings.aspx?y=2009> )

ARPPS noted in a January 18, 2008 press release, <http://www.arpps.org/news.html> that the concept of a benefit assessment district and subsequent property tax increase was not a good idea for an already over-taxed public, and a better method is to raise funds philanthropically.

What would allow the JPA to raise substantial supplemental funding would be for the JPA to create a nonprofit conservancy, the American River Parkway Conservancy is our suggested name, dedicated to the management and funding of the Parkway.

The ability of nonprofit organizations to raise funds for worthy causes, even in a bad economy, is well proven.

Last year over \$300 billion was raised by nonprofit organizations nationally and 75% of that came from individual donors.

Creating a nonprofit organization and raising money philanthropically is the strategy taken by other signature parks, such as Central Park in New York City, where the Central Park Conservancy manages the park and raises funds, raising 85% of needed funding. [http://www.centralparknyc.org/site/PageNavigator/aboutcon\\_cpc](http://www.centralparknyc.org/site/PageNavigator/aboutcon_cpc) .

While there may be little to compare between Sacramento and New York City, we can compare the significance of Central Park to New York City, to the significance of the

Parkway to the Sacramento region, and from that perspective learn valuable innovations about sustaining and enhancing our beautiful resource.

In addition to learning from others, it is also crucial to ensure that the executive management of a future Parkway Conservancy is a nonprofit management professional adept at raising funds in all of the ways necessary to be of significant financial help to the Parkway.

In addition to the ongoing strategy of social enterprise, there are many methods of fundraising:

- Annual giving programs such as direct mail, events, internet-based new media/direct response, telemarketing, and volunteer-led solicitations.
- Major giving programs such as corporate support, cause-related marketing, grants from foundations and government, major gifts from individuals, planned giving, and capital campaigns.

The well managed nonprofit that needs substantial amounts of money, like a Parkway Conservancy certainly would, will need to conduct all of these efforts throughout the year, while keeping the ongoing fundraising creative and vibrant to ensure the continued interest and loyalty of funders.

In the trying economic times our region has been dealing with, any discussion of increasing taxes is counter-productive; but the love our community has for the Parkway is very evident and, given professional nonprofit management and fund raising leadership, an American River Parkway Conservancy could be relied on to rally that love around preserving, protecting, and strengthening the Parkway long into the future.

**Organizational Leadership  
American River Parkway Preservation Society  
Sacramento, California**

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***Articles Published***

**1) Inside Arden: March 2009  
Arden Arcade (pp. 14-15)**

**Preserving the Parkway**

**Association wants a Joint Power Authority formed to confront challenges**

**By Katie Minke**

**M**ost Arden Arcade residents would argue that the American River Parkway is a regional jewel, right in our own backyard. Because it is one of the area's most important natural resources, we need to take care of it.

That is the philosophy of David Lukenbill, senior policy director for the American River Parkway Preservation Society, whose organization feels the creation of a Joint Powers Authority would protect the parkway and ensure that it's around for generations to come.

A JPA would be composed of members from each community that the parkway winds through, Lukenbill says, "This type of governance will give our parkway the dedicated management and fundraising capability that is necessary to retain and enhance its premier local and national status."

The JPA could consist of two members apiece from the Sacramento County Board of Supervisors and the Sacramento City Council, and one each from the Folsom and Rancho Cordova city councils. It also could have a member from the Community Advisory Committee, which itself would be composed of local stakeholder organizations, advocacy organizations, chambers of commerce, neighborhood associations and property owners, Lukenbill says.

For those unfamiliar with how a JPA works, it is a well-established form of governance that is used a lot in California. Basically, it's an agreement between local governmental entities to provide a service to the public that can be better delivered jointly. It is especially usefully when a local resource, such as the parkway, spreads across several governmental boundaries.

According to Lukenbill there are five critical issues surrounding the parkway that should be looked at from a community perspective:

Lack of funding to provide vital maintenance, repairs, law enforcement and landscaping management along the parkway.

Issues related to flooding, illegal sewage dumping and maintaining the salmon runs and aquatic life.

The impact that fires, pollution and illegal camping have on the parkway.

Pressure to allow development that would intrude on open space and use of the parkway.

Ensuring responsible usage of the parkway by the community.

"Each of these issues would be better addressed through a dedicated governing source able to respond directly to the issues as they relate to the parkway, and ultimately to the community," says Lukenbill, who adds that the parkway is falling behind by approximately \$1.1 million annually in maintenance revenue.

He says that in addition to helping stabilize funding for the parkway, a JPA could also consider creating a nonprofit conservancy to provide management and supplemental fundraising.

According to Lukenbill, the JPA idea is just in the planning stages, but he is optimistic. For more information, visit [www.arpps.org](http://www.arpps.org).

**Inside Arden: March 2009**  
**Arden Arcade (pp. 14-15)**

**2) Blog Watch, Sacramento Bee Sunday Forum, March 1, 2009**

<http://www.sacbee.com/325/story/1659942.html>

**Oprah's tent city show**

Posted by David H. Lukenbill

[parkwayblog.blogspot.com](http://parkwayblog.blogspot.com)

It is very sad to see the harm that is being done to people as our economy struggles to right itself, and one hopes it does soon.

The Oprah show actually showed – as much as the tragedy of people on the streets – the giving heart of Sacramentans who are doing so much to help, and that is a good thing, though the tent city now growing in the parkway behind the Blue Diamond plant will cause great harm to the parkway, probably for years to come, and that is a very bad thing.

The show also failed to present a balanced approach to the homeless situation, focusing only on those who apparently have lost their homes through the current recession, and much of that aspect of it raised more questions than answers.

**3) Rancho Cordova Post, Viewpoints Article June 8, 2009**

**History Punctuates Change & Parkway Funding**

<http://www.ranchocordovapost.com/2009/06/08/history-punctuates-change-parkway-funding/>

by David Lukenbill on June 8, 2009 in Viewpoints

There is no doubt our state and regional governments are in terrible difficulty—with disagreement as to the cause—but difficulty, yes.

Sacramento County financial woes bode ill for the Parkway—another article about less money for the Parkway is in the Sacramento Bee today, but it is also a moment when great opportunity could be at hand.

Our proposed strategy is to form a Joint Powers Authority (JPA) of local governments to provide base funding for the Parkway and the JPA then create a nonprofit conservancy to develop supplemental funding and provide daily management, which can be read about on our website, Section V of our strategy page.

The relationship between nonprofit organizations and government is essentially a compatible one, with the nonprofit providing independent issue advocacy and fundraising when needed, while remaining a public issue oriented private institution that arose in American society like in no other.

De Tocqueville speculated that the American tendency to associate in nonprofit organizations to advocate for large causes was partially responsible for the American sense of equality:

“It often happens that the English execute very great things in isolation, whereas there is scarcely an undertaking so small that Americans do not unite for it. It is evident that the former consider association as a powerful means of action; but the latter seem to see in it the sole means they have of acting.

“Thus the most democratic country on earth is found to be, above all, the one where men in our day have most perfected the art of pursuing the object of their common desires in common and have applied this new science to the most objects. Does this result from an accident or could it be that there in fact exists a necessary relation between associations and equality?” (Alexis de Tocqueville, *Democracy in America*, 2000 translation by H. C. Mansfield and D. Winthrop. p. 490)

Among nonprofit organizations and government, social entrepreneurship and its innovation and risk-taking are exemplified nowhere else as fully as they are in America and nowhere else in America as fully as they are in California.

Paul C. Light, the renowned nonprofit organizational author, wrote in a recent article:

“Opportunities for grand change come in waves...There is good evidence that socially entrepreneurial opportunities arise during specific punctuations, or focused periods in history. During these periods, the prevailing wisdom weakens, revealing the failure of the status quo to solve problems...Today, the world appears to be experiencing a punctuation of opportunities, which is drawing new funders into the field of social entrepreneurship. No one knows for sure how long these punctuations last—a few years, a decade, or more?—but we do know that these punctuations produce a wave of activity that feeds on itself.” (Social Entrepreneurship Revisited, *Stanford Social Innovation Review*, Summer 2009, Volume 7, Number 3, pp.21-22)

This could very well be applicable to the current situation with our beloved Parkway and the difficulty it will be facing during the next several years, compounded by that which it has been dealing with for the past several.

While it may be difficult to consider innovative ideas regarding the funding and management of the Parkway during these trying times, it is also perhaps the best time to do so, when what has been tried now for so many years no longer works as well as it once did, (“failure of the status quo to solve problems”) and entrepreneurial risk may not be such a risk after all.

#### **4) Rancho Cordova Post, Viewpoints Article July 14, 2009**

### **Sacramento County Approves JPA for American River Parkway**

<http://www.ranchocordovapost.com/2009/07/14/sacramento-county-approves-jpa-for-american-river-parkway/>

by David Lukenbill on July 14, 2009

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Central Park Conservancy manages the park and raises funds, raising 85% of needed funding.

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\* Annual giving programs such as direct mail, events, internet-based new media/direct response, telemarketing, and volunteer-led solicitations.

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In the trying economic times our region has been dealing with, any discussion of increasing taxes is counter-productive; but the love our community has for the Parkway is very evident and, given professional nonprofit management and fund raising leadership, an American River Parkway Conservancy could be relied on to rally that love around preserving, protecting, and strengthening the Parkway long into the future.

David H. Lukenbill, Senior Policy Director  
American River Parkway Preservation Society

## **5) Rancho Cordova Post, Viewpoints Article Sept. 10, 2009**

<http://www.ranchocordovapost.com/2009/09/09/broken-windows-policing-homelessness-and-the-parkway/>

## **Broken Windows Policing, Homelessness, and the Parkway**

by David Lukenbill on September 9, 2009

Even though our economy is going through a very rough period right now, and at first glance it may appear that our economic troubles justify allowing the legal creation of a tent city encampment that will congregate crimogenic populations, at the same time we are reducing public safety expenditures; we should resist that urge, and do what we can to strengthen public safety on and near the Parkway rather than reducing it.

Our community is currently involved in a very serious policy debate about whether to legalize a homeless encampment, and the issue is one of major concern to our The American River Parkway Preservation Society, as it is quite possible, that if this policy is approved, the encampment will be close to the American River Parkway, continuing the Parkway camping by the homeless that has had a degrading impact on adjacent communities to use their part of the Parkway safely for several years.

It will also render moot—in Sacramento—the concept underlying the hugely successful policy of broken windows policing by legalizing the very conditions broken windows references in its policing focus.

We have referred to the broken windows form of policing where even minor infractions like panhandling, illegal camping, (or broken windows) are vigorously policed because a disorderly environment creates more disorder; in respect to the long-term policy in our area of essentially allowing illegal camping by the homeless in the Parkway, increasing crime and reducing public safety in the Parkway and surrounding neighborhoods.

The movement to create a permanent tent city near the Parkway was blogged on in January of this year.

One article about homeless camping, from November 2008, offered 25 tips for surviving out there, with #14 concerning the Parkway, noting: “It’s a half-mile from Tent Town to the American River, where the hard-core, chronically homeless hole up in the dense foliage leading up to its banks. The level of depravity increases the nearer you get to the water...” .

For its successful efforts—with its Safer Cities Initiative—to reduce the crimogenic degradation unrestricted homelessness creates, Los Angeles was recently ranked as the meanest city in the nation, as reported by the LA Daily News.

This story from City Journal reveals a horrifying look at what had been happening in Los Angeles’s Skid Row before the Safer City Initiatives were implemented.

The mean city ranking came from this report which also mentions Sacramento on page 77—and the folks who created it are working to decriminalize aspects of controlling homelessness that most communities demand as public safety measures, and as Sacramento struggles to come to terms with its homeless population, the resources included are valuable for the insight they provide into the various strategies being played out across the country around the issue that has such strong local resonance.

This article reports on recent research proving broken windows policing works.

Here is an excerpt.

“LOWELL – The year was 2005 and Lowell was being turned into a real life crime-fighting laboratory.

“Researchers, working with police, identified 34 crime hot spots. In half of them, authorities set to work – clearing trash from the sidewalks, fixing street lights, and sending loiterers scurrying. Abandoned buildings were secured, businesses forced to meet code, and more arrests made for misdemeanors. Mental health services and homeless aid referrals expanded.

“In the remaining hot spots, normal policing and services continued.

“Then researchers from Harvard and Suffolk University sat back and watched, meticulously recording criminal incidents in each of the hot spots.

“The results, just now circulating in law enforcement circles, are striking: A 20 percent plunge in calls to police from the parts of town that received extra attention. It is seen as strong scientific evidence that the long-debated “broken windows” theory really works – that disorderly conditions breed bad behavior, and that fixing them can help prevent crime.

“In traditional policing, you went from call to call, and that was it – you’re chasing your tail,” said Lowell patrol officer Karen Witts on a recent drive past a boarded up house that was once a bullet-pocked trouble spot. Now, she says, there appears to be a solid basis for a policing strategy that preemptively addresses the conditions that promote crime.

“Many police departments across the country already use elements of the broken windows theory, or focus on crime hot spots. The Lowell experiment offers guidance on what seems to work best. Cleaning up the physical environment was very effective; misdemeanor arrests less so, and boosting social services had no apparent impact.

“Such evidence-based policing is essential, argues David Weisburd, a professor of administration of justice at George Mason University. “We demand it in fields like medicine,” Weisburd said. “It seems to me with all the money we spend on policing, we better be able to see whether the programs have the effects we intend them to have.”

“And this particular study, he said, is “elegant” in how clearly it demonstrated crime prevention benefits.

“The broken windows theory was first put forth in a 1982 Atlantic article by James Q. Wilson, a political scientist then at Harvard, and George L. Kelling, a criminologist. The theory suggests that a disorderly environment sends a message that no one is in charge, thus increasing fear, weakening community controls, and inviting criminal behavior. It further maintains that stopping minor offenses and restoring greater order can prevent serious crime.”

George Kelling, in a recent story in City Journal writes about the larger changes that accompanied the stimulus of broken windows in reducing crime in New York City.

Even though our economy is going through a very rough period right now, and at first glance it may appear that our economic troubles justify allowing the legal creation of a tent city encampment that will congregate crimogenic populations, at the same time we are reducing public safety expenditures; we should resist that urge, and do what we can to strengthen public safety on and near the Parkway rather than reducing it.

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## ***Letters Published***

### **1) Letter to Editor**

**Sacramento Bee**

**Published December 3, 2008**

<http://www.sacbee.com/opinion/story/1443871.html>

### **Time to address state's water needs**

Re "California water storage: Underworld and body" (Viewpoints, Nov. 28  
<http://www.sacbee.com/opinion/story/1431054.html>):

Storing water underground, while obviously presenting us with significant technological problems, is a terrific idea and a storage technology that most certainly needs enriching.

In a future with a reduced snowpack and a steadily increasing population, we need to consider all of the approaches mentioned.

We have the option of raising Shasta Dam 200 feet – to the height to which it was originally engineered – and by so doing could triple the storage to about 13.8 million acre-feet. With the building of Auburn Dam – one of the few sites on which a dam could still be built in California – we could add another 2.3 million acre-feet.

With the 10 million to 50 million acre-feet of underground storage envisioned by professor Graham E. Fogg, California would be realizing the level of water storage needed to not only provide for the existing needs of the state but also much of California's future needs.

All of these options do present technological and environmental challenges, but California does have the resources to address them, and for the future health of our state, we hope those resources are brought to bear.

– David H. Lukenbill, Sacramento, senior policy director, American River Parkway Preservation Society

## **2) Letter to Editor**

**Sacramento Bee**

**Published December 31, 2008**

<http://www.sacbee.com/326/story/1507561-p2.html>

### **Seek private support of parks**

Re "Needed: Some honesty about county revenues" (Editorial, Dec. 29)

<http://www.sacbee.com/opinion/story/1503427.html>

We agree with the editorial calling for an honest reporting of the current financial situation the County of Sacramento finds itself in.

Honesty and transparency in government are crucial to maintain the respect and trust of the already heavily taxed public to help ensure a more hospitable reception for those times – such as the current period – when taxes and fees may need to be increased to cover public work.

If it does turn out that the county is short on funds, one of the first to suffer is parks, and in one significant case – that of the American River Parkway – there is a funding option other governments are using that could be considered.

Partnering with a public nonprofit corporation to provide management and philanthropic support for the parkway – as is being done by the Central Park Conservancy, which raises 85 percent of needed funding for New York City's Central Park, is a proven method of reducing government spending while increasing private support for important recreational open space.

It's an option whose time may have come.

– David H. Lukenbill, Sacramento, senior policy director, American River Parkway Preservation Society

## **3) Letter to Editor**

**Sacramento Bee**

**Published February 17, 2009**

<http://www.sacbee.com/326/story/1629486-p2.html>

### **An answer for parkway woes**

Re "Violence shatters parkway peace" (Our Region, Feb. 9): As the reporting of this recent shooting reveals, the incidence of crime in our beloved parkway is of great community concern. Unfortunately, current parkway management – and a persistent funding shortage – have been unable to increase the number of parkway rangers.

We feel that the most significant change that could occur to raise public safety in the parkway would be to create a dedicated singular management of the parkway through a joint powers authority.

A JPA would have the capability to raise supplemental funds philanthropically – by creating a nonprofit conservancy – helping provide a dedicated source of funding for public safety, which the current management by Sacramento County has been unable to do.

The parkway is a signature park with a national reputation and has the capability to enter into this kind of governance and philanthropic fundraising that other parks do not. It is an opportunity worth pursuing.

– David H. Lukenbill, Sacramento American River Parkway Preservation Society

**4) Letter to Editor  
Sacramento Bee  
Published May 1, 2009**

<http://www.sacbee.com/326/story/1825080-p2.html>

**Look to the rivers**

Re "Right mix elusive for K Street" (Our Region, April 26): In the endless discussions of what to do about K Street, it is often remarked that part of the importance of fixing it up is that it is the center of Sacramento.

I would propose that the real center of Sacramento are the two rivers that frame the city. As those rivers are continually embraced by the city, it will ultimately create more momentum to solve the great K Street conundrum than any specific plans directed toward K Street itself.

Beautifying and developing the riverfronts of the Sacramento and the American will create an adjacent recreational destination for downtown visitors that currently does not exist, primarily due to public safety issues. Examining other river cities reveals the tremendous magnet developed riverfronts create for a city's downtown.

– David H. Lukenbill, Sacramento, American River Parkway Preservation Society

**5) Letter to Editor  
Sacramento Bee  
Published August 27, 2009**

<http://www.sacbee.com/326/story/2142097.html>

**Suburban growth has its place**

Re "Urban blueprint evolves" (Page A1, Aug. 24): In this analysis of the future growth patterns in our region, the tendency to dismiss the value of suburban development in favor of urban fill-in is misplaced.

Both are smart growth patterns, smart for different people at different times in their lives, and both growth paths are good for our region. Sprawling suburbs with yards and open space are where most people want to live, especially families with children. Compact inner cities are very desirable for many young people and many retirees, and the charm and beauty of Sacramento is that we have ample room to grow in both areas.

I spent many of my younger years living in the midtown and downtown areas, often without a car, and enjoyed it very much. As I became older, married and had children, the move to the suburbs was a natural, and we plan to remain here for the rest of our lives.

– David H. Lukenbill, Sacramento



# AMERICAN RIVER PARKWAY PRESERVATION SOCIETY FINANCIAL STATEMENT

October 1 2008 to September 30, 2009

## PART I Revenue, Expenses, and Changes in Net Assets or Fund Balances

### Revenue

1. Contributions, gifts, grants, and similar amounts received.....	\$3,440.60
2. Program service revenue including government fees and contracts.....	\$0
3. Membership dues and assessments.....	\$0
4. Investment income.....	\$0
5a. Gross amount from sale of assets other than inventory .....	\$0
b. Less: cost or other basis and sales expenses.....	\$0
c. Gain or (loss) from sales of assets other than inventory.....	\$0
6. Special events and activities.....	\$0
a. Gross revenue (not including contributions on line 1).....	\$0
b. Less: direct expenses other than fundraising expenses.....	\$0
c. Net income or (loss) from special events and activities.....	\$0
7a. Gross Sales of inventory, less returns and allowances.....	\$0
b. Less: cots of goods sold.....	\$0
c. Gross profit or (loss) from sales of inventory.....	\$0
8. Other revenue (describe).....	\$0
<b>9. Total Revenue (Add 1, 2, 3, 4, 5c, 6c, 7c and 8).....</b>	<b>\$3,440.60</b>

### Expenses

10. Grants and similar amounts paid.....	\$0
11. Benefits paid to or for members.....	\$0
12. Salaries, other compensation, and employee benefits.....	\$0
13. Professional Fees and other payments to independent contractors.....	\$1,629.57 (\$1,440.82, Capacity Building Consultant) (\$168.75 Web Services) (\$20.00 Secretary of State)
14. Occupancy [web], rent, utilities, and [web] maintenance.....	\$14.20 (One year renewal org, domain name)
15. Printing, publications, postage, and shipping.....	\$908.40 (Postage)
16. Other expenses (describe) [Supplies, Meetings, Awards, Dues].....	\$850.20 (Printer Toner \$350.94) (Paper \$60.98) (Envelopes \$39.96) (Meetings with Board \$110.86, Meeting No. Sac. Chamber \$12.00) (Award \$163.46) (Membership Dues No. Sac. Chamber \$115.00)
<b>17. Total Expenses (Add 10-16).....</b>	<b>\$3,402.37</b>
18. Excess or (deficit) for the year (Subtract 17 from 9).....	\$38.23
19. Net assets or fund balances at beginning of year (from line 27, column A) must agree with end-of-year figure reported on prior year's return).....	\$67.82
20. Other changes in net assets or fund balances (attach explanation).....	\$0
21. Net assets or fund balances at end of year. Combine lines 18-20.....	\$6.13

## PART II Balance Sheets

22. Cash, savings, and investments.....	\$6.13
23. Land and buildings.....	\$0
24. Other assets (describe).....	\$0
<b>25. Total Assets.....</b>	<b>\$6.13</b>
<b>26. Total Liabilities (describe).....</b>	<b>\$0</b>
<b>27. Net assets or fund balances (line 27 of column B must agree with line 21)...</b>	<b>\$6.13</b>

## AMERICAN RIVER PARKWAY PRESERVATION SOCIETY BUDGET NARRATIVE

### Revenue

1. Contributions, gifts, grants, and similar amounts received.....	\$3,440.60
2. Program service revenue including government fees and contracts.....	\$0
3. Membership dues and assessments.....	\$0
4. Investment income.....	\$0
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b. Less: costs of goods sold.....	\$0
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27. <b>Net assets or fund balances</b> (line 27 of column B must agree with line 21)....	<b>\$6.13</b>

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## **American River Parkway Preservation Society Current Membership Status**

### **FINANCIALLY SUPPORTING MEMBERS**

The membership composed of students, individuals, families, businesses, nonprofit organizations, chambers of commerce, and foundations that provide financial support on an annual or one-time donation basis.

**Subtotal** **349 members**

**Retention Rate** **58%**

### **HONORARY LIFETIME MEMBERS**

Honorary memberships given to students, individuals, families, businesses, nonprofit organizations, chambers of commerce, and foundations that have provided extraordinary support to the organization.

**Subtotal:** **30 Members**

### **HONORARY LEADERSHIP MEMBERS**

Memberships given to individuals in public leadership roles related to the Parkway.

**Subtotal:** **252 Members**

### **ADVISORY GROUP MEMBERS**

The membership comprised of community members who have donated time and support working on one of several committees and/or advisory groups, or who are part of a community leadership group.

**Subtotal:** **37 members**

**TOTAL MEMBERSHIP** **668 members**

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**American River Parkway Preservation Society  
Strategy & Implementation Summary**

**October 1, 2009 to September 30, 2014**

**Table of Contents**

<b><u>Title</u></b>	<b><u>Page (s)</u></b>
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<b>Organizational Leadership Roles</b>	<b>31</b>

# **The American River Parkway Preservation Society Strategy & Implementation**

## **Preserve, Protect & Strengthen the American River Parkway *For As Long As The River Runs Through It* 2009 – 2014**

### **Introduction**

The leadership in our community has a responsibility to create a vision that preserves, protects and strengthens the treasured resource of the American River Parkway in perpetuity.

We have invested our first five years—since our organization was founded in 2003—pursuing a strategy of organizational capacity building and conducting research in the practical approaches, emanating from our guiding principles, we've determined can address the critical issues impacting the Parkway, and communicating with our members and the public those results.

### **Five Critical Issues & Corresponding Guiding Principle**

1) Continuing depletion of public funding to provide vital ongoing maintenance, facility repair, law enforcement presence, invasive plant management, and fully restore a sense of safety for those using our priceless public resource.

*Our Guiding Principle:* Preserving the Parkway is not an option, it's a necessity.

2) Continuing pressure on the river, whether through flooding, illegal sewage discharge, or taking water for new development, hurts the salmon and other aquatic life.

*Our Guiding Principle:* What's good for the salmon is good for the river.

3) Continuing habitat devastation, fires, and pollution from widespread illegal camping by the homeless, primarily in the North Sacramento area of the Parkway.

*Our Guiding Principle:* Regarding illegal camping by the homeless in the North Sacramento area of the Parkway: Social and environmental justice calls upon us to help the poor and distressed person but not at the expense of the adjacent community to visit the Parkway safely.

4) Continuing development pressure to build large homes along the Parkway edges, intruding on the view space, and encroaching into the commons.

*Our Guiding Principle:* If it can be seen from the Parkway, it shouldn't be built along the Parkway.

5) Continuing exclusion of responsible usage by new Parkway user groups is contrary to the spirit upon which public ownership of a natural resource is predicated.

*Our Guiding Principle:* Regarding new parkway usages: Inclusion should be the operating principle rather than exclusion.

This past five year period resulted in the creation of our first strategic plan—designed to guide our work from 2004 to 2009—a stable membership base of about 700, designation of an annual parkway advocate (five individuals were acknowledged), and regular communications (letters, articles, daily blogging, monthly e-letters, quarterly newsletters, annual organizational and research reports covering each of the five critical issues, and periodic planning position papers).

All of this information is available on our website.

## **Strategic Summary**

We will be investing the next five years in two directions; one major, the other ongoing.

The major work will focus around trying to encourage local government to bring into reality the one idea from our research into approaches that can most significantly impact the major critical issues—funding and management—which is the creation of a Joint Powers Authority (JPA) to govern the Parkway.

The ongoing work will focus on continuing to help build a community knowledge base around the results of our five research reports, buttressed by new information that becomes available.

The American River Parkway is the most valuable natural resource in our community and one of the most valuable in the nation.

Because of this singular nature, it has the potential to be governed through a singular process, a Joint Powers Authority (JPA), as other signature park areas in the country are governed.

This type of governance will give our Parkway the dedicated management and fund raising capability that are so necessary to retain and enhance its premier local and national status.

## **Implementation Summary**

To help create an environment where the JPA policy concept we have presented become accepted public policy it is important to provide information about successful adaptations of the concept to other public park areas in the nation, to the public and public leadership through the following venues.

## **Community Information**

- Daily blogging: The Parkway Blog at <http://parkwayblog.blogspot.com/> is part of the ongoing work of ARPPS public education and advocacy around public policy issues that may be related to the Parkway and the adjacent communities along the American River in Sacramento, California. (365 blog postings annually)
- Daily letters to members of the public: We will be sending information to members of the public, concerning the advisability of creating a JPA to govern the Parkway. (1,100 letters annually)
- Monthly e-letters to membership and public leadership: We will continue the monthly e letters, with a focus, when possible, on JPA governance. (12 annually)
- Quarterly newsletters to membership and public leadership: We will continue the quarterly newsletters with a focus, when possible, on JPA governance. (4 annually)
- Regular letters to the editor: We will seek opportunities to send letters that focus on JPA governance. (4-10 annually)
- Occasional articles in local publications: We will seek to have articles published that look at governance by a JPA and a nonprofit conservancy as a viable option for the Parkway. (1-3 annually)
- Occasional policy planning papers: We will, when possible, cover the viability of Parkway governance by a JPA. (1-3 annually)
- Organizational report (1 annually)

### **Public Forums**

- Regular forums around Parkway issues: We will seek opportunities to conduct public forums around the issue of JPA governance. (1-2 annually)
- Presentations to local business and neighborhood organizations: We will seek the opportunity to present information about JPA governance. (1-2 annually)
- Meetings with public leadership: We will meet with public leadership to discuss the option of JPA governance. (4-6 annually)

### **Study Mission**

- Advocate for a study mission to the San Dieguito River Park in San Diego, which is governed by a JPA.

### **Review & Update**

This plan is subject to annual review and updating every five years.



**SECTION TWO**

**Organizational Leadership: Roles & Duties**

**October 1, 2009 to September 30, 2014**

**BOARD OF DIRECTORS**

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

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

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

**Director:** Serve as at-large director.

**POLICY DEPARTMENT**

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

**BOARD OF DIRECTORS: EMERITUS**

**Chair:** Chair Emeritus Board

**ENDOWMENT ADVISORY GROUP**

**Chair:** Advise Board on Endowment Issues

**SLOBE PARKWAY ADVOCATE AWARD RECIPIENTS**

**Honorees:** Represent Dedicated Parkway Advocacy



## Conclusion

It has been a tough year, and given the current economic situation which has the public and private sector focusing more on hunkering down than moving forward with any vigor, the lethargy hampering public leadership to act on the issues impacting the Parkway may continue for awhile.

However, our Californian nature is not well-suited to hunkering down for very long, and it is possible we may see a flurry of action at any point, maybe even sooner than later.

### *Water Supply*

It appears we have lost—for the time being—the possibility of seeing the Auburn Dam built, and that is a huge setback for realizing an adequate water supply for the current and future human population, as well as providing the optimal water flow and temperature for the salmon.

As long as political leadership seems locked into a Luddite perspective on water infrastructure technology—destroying the possibility of it coming online—the wonderful progress with which the citizens of California have historically led the nation in water supply and transfer, remains stymied.

Fortunately, the nature of humanity is technology and progress oriented, so we can envision a future in which we will see this current period and the past few decades within which anti-technological fervor has bloomed, as a historical interlude soon forgotten as the claims of the deep ecology inspired environmentalists slowly crumbled and science rediscovered its true mission.

### *Governance*

Though the water supply issue is currently on hold, there has been substantial progress on governance, as local public leadership has been involved in serious discussion about

creating a Joint Powers Authority (JPA) for the Parkway.

We are very encouraged by these discussions and anticipate resolution sometime soon, and we will continue advocating for the most important piece of that governance package, a nonprofit organization for daily management and fundraising vis-à-vis the Central Park Conservancy, which raises 85% of its annual funding for Central Park in New York, [http://www.centralparknyc.org/site/PageNavigator/aboutcon\\_cpc](http://www.centralparknyc.org/site/PageNavigator/aboutcon_cpc).

### *Public Safety*

The major unresolved issue that has severely reduced public safety in the Parkway—particularly in the Lower Reach area between Discovery Park and Cal Expo—is that of the illegal camping by the homeless, which even under the most regulated of situations represents a crimeogenic environment.

Currently, there is a legal and public relations campaign by homelessness advocates, to create an environment allowing large scale homeless encampments as a community mandate.

This campaign, if successful—because of the proposed location close to the Parkway and existing homeless service sites—will place an additional burden upon the Parkway in the Lower Reach and the adjacent residential and commercial communities as they struggle to cope with the infusion of more homeless attracted by the aggressive hospitality of Sacramento.

One consequence that has been of some good for the Parkway, is that as the population in the homeless camps increases, adjacent area crime also increases, leading to more expressions of concern about legalizing the encampments.

Whether that will translate into action cannot yet be determined, as the narrative used by the legal camping advocates hasn't yet paralyzed local leadership, who've not yet abandoned the idea of applying a sense of individual responsibility to an individual's current homeless situation.

We all share in the feeling that we should help our fellow human beings who have fallen upon tough times, but we also generally assume those feelings will most positively lead to constructive action if there is a corresponding effort on the part of those suffering under adverse circumstances to do whatever they can to change their situation for the better.

*Finally*

This is all part and parcel of the difficulty of protecting a natural resource which all of us treasure, while at the same time all too many appear to be willing to allow its continued slow degradation by adopting policies that continue the degradation.

However, if the JPA can form and reach consensus on the viability of the nonprofit management model used so successfully by the Central Park Conservancy, then the cohesive and Parkway dedicated entity will have the resources and authority to begin to engage the destructiveness of the narrative relating to the public safety issues in the Lower Reach of the Parkway, regional water supply as it impacts the Parkway, and other Parkway related issues, at a level and vigor vitally needed by the Parkway and those of us who love and cherish it.



## **Appendix I: E-Letters**

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

**E-Letter #77: October 6, 2008**

#### **Research Report: Executive Summary**

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*We share a vision of the Parkway that can be safely enjoyed by the millions of people estimated to someday live close enough to it to embrace and recreate in its sanctuary.*

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Our annual research report, ***The American River Parkway: Recreation, Education, & Sanctuary, A Vision & Policy Primer*** has been posted to our website. Here is the executive summary.

#### **Executive Summary**

##### **1) Many Meanings**

The American River Parkway means so many things to the many different people who explore it.

For families and their children it is a deep laboratory of educative experience and recreational communion; for bird watchers it is a continually discovering treasury of winged creatures from far and near; to the fisherman a rich harvest of seasonal joy; to the biker, horseback rider, and hiker, a pleasant traverse through beauty close to urban and suburban home.

##### **2) New Parkway Plan**

One of the major items we worked on during the initial planning period for the formation of ARPPS in 2002 was to encourage organized advocacy to finally conduct the planning update process that was mandated to be done every five years in the original Parkway Plan of 1985, but had not been done since.

Soon after, the update process began and now is reaching completion—for which we are very happy—and the community should feel some sense of pride in the work that has been done.

The crucial piece of the completion is to ensure that in the future, the update process sticks to the original five year sequence of review and update, as new issues will evolve requiring new planning.

### **3) Recreation**

The most important reality to preserve in the work of the American River Parkway Preservation Society is that of the people to experience the Parkway fully, safely, and enjoyably; to absorb the sanctuary of an approximately 4,600 acre garden along the banks of the American River where families can walk, ride their bikes, ride horses, raft, fish, swim, sun themselves on the beaches and in the parks, play golf, have picnics, bird watch, jog, and just plain sit in a sunny spot and watch the river and people go by.

With horse-drawn carriages, bike rentals from downtown hotels and the increased public safety presence in the downtown and North Sacramento area of the Parkway long advocated for; we can envision people visiting Sacramento, staying in those downtown hotels, venturing out on the Parkway to get to golf courses, outdoor concerts and plays in Discovery Park, Paradise Beach, Sacramento State, Rancho Cordova, Gold River, Fair Oaks Village, Effie Yeaw and other Nature Centers, the Fish Hatchery, Nimbus Lake, old town Folsom, and links that are being established from new developments to the Parkway such as the proposed Folsom South Canal Corridor Plan.

### **4) Education**

The primary educational experience of the Parkway is centered around the Effie Yeaw Nature Center <http://www.effieyeaw.org/> with its multitude of educational events and publications directed towards the deepening of appreciation around the natural resources of the Parkway.

Unfortunately there is only one nature center in a Parkway of about 30 miles stretching from Folsom Lake to the confluence of the Sacramento River and several more are needed.

### **5) Sanctuary**

The central aspect of the value of the Parkway is that of sanctuary, where urban and suburban residents can retreat into the natural environment for recreation, spiritual and psychological refreshment; and buildings (other than nature centers, golf course related structures, the Indian Heritage Center, and public accommodations) should not be allowed.

### **6) Conclusion**

How do we accomplish all of this? How do we preserve, protect, and strengthen our Parkway so that the balance of educational, recreational and sanctuary experience is enhanced for all of us?

We can begin by looking to those parks where this has been done, and to those local resources able to help us get our Parkway to the future we envision: *“We want our Parkway, seven generations from now, to be a vibrant, accessible, and serene sanctuary, nourishing and refreshing the spirit of all who enter it.”*

This year our focus has been on strengthening the Parkway in those daily usage venues—biking—hiking—seeing and appreciating, with a call for a substantial increase in land acquisition and developed recreation areas to strengthen the Parkway’s footprint; and encouraging more and safer usage through a dedicated pedestrian trail freeing up the existing paved trail for bikes only, more picnic areas and park benches for passive appreciation accompanied by easier access for the frail elderly and handicapped, now virtually excluded, and more nature centers in communities like Rancho Cordova, North Sacramento, Rosemount, and Sutters Landing.

***However, the single most important issue impacting recreation, education, and sanctuary, is the lack of public safety, particularly in the lower third area of the Parkway, where illegal homeless camps have been allowed for years, and where even park directors privately warn people not to venture alone.***

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

## **American River Parkway Preservation Society**

**E-Letter #78: November 6, 2008**

### **ARPPS Annual Organizational Report**

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*ARPPS Annual Organizational Report is posted to our website at [http://www.arpps.org/ARPPS Annual Report 2008.pdf](http://www.arpps.org/ARPPS%20Annual%20Report%202008.pdf) and here are the contents.*

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

## **American River Parkway Preservation Society**

### **E-Letter #79: December 8, 2008**

#### **Homeless in Sacramento & Camping in the Parkway**

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*“It’s a half-mile from Tent Town to the American River, where the hard-core, chronically homeless hole up in the dense foliage leading up to its banks. The level of depravity increases the nearer you get to the water, which is why the American River Parkway is heavily patrolled by park rangers from Discovery Park to Cal Expo...” (SN&R 11/6/08)*

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This is an excellent article from *Sacramento News & Review* profiling the various folks who are homeless in the tent town in Sacramento's midtown area, and the rules they live by, including the comment—validating what we have been saying for years—on how the homeless view those who camp in the American River Parkway (see 14 below).

While we should continue to approach homelessness with a generous heart and helpful spirit, we should also be cognizant of the often harsh and brutal reality of the chronic homeless encampments; a criminogenic environment that causes an understandable level of fear among the adjacent communities, who have been unable to safely enjoy their area of the Parkway for some time.

This is an article that is a must-read for those who are helping make policy in our fair city around the illegal camping by the chronic homeless in the Parkway.

An excerpt.

“The old man wants nothing to do with the story. Not a thing. Can't really blame him, considering what happened out here the other day. He's talking about moving on, trying his luck in Las Vegas or Reno, getting the hell out of Tent Town.

“It's a desolate place, a ragtag collection of tents, tarps and lean-tos pitched on a half-acre of burned and scalded scrub brush just north of Midtown, between 20th and 28th streets. Once, this patch of wasteland served as the Sacramento dump. When the Union Pacific roars by Tent Town, there's no question which side of the tracks you're on.

“The old man's been out here three months. He's a skilled craftsman, but there's no work. There are other folks, men and women, who've been out here longer for the same reason. Then there are the ones who've been homeless for years, dragged down by drug and alcohol abuse, mental illness and disease, or just plain dumb luck.

“It makes for a volatile mix, and navigating through this no man's land of poverty, depredation and occasional violence can be a daunting prospect. The old man knows the way, as do many of the people who inhabit this gritty tableau. Given the present economic downturn, the lessons they have learned are invaluable for those of us who may be joining their ranks sooner than we think. So, without further ado, here's a list of survival tips from the denizens of Tent Town. May you never be in need of them...

#### **“14. Stay away from the river**

“It's a half-mile from Tent Town to the American River, where the hard-core, chronically homeless hole up in the dense foliage leading up to its banks. The level of depravity increases the nearer you get to the water, which is why the American River Parkway is heavily patrolled by park rangers from Discovery Park to Cal Expo. “We heard screams coming from there last night,” says Kim. She'd be pretty if all of her front teeth hadn't been

knocked out. “They hauled another body out of there the other day, some mummified dude,” Ace adds. Kim shivers.”

From the November 6, 2008 issue of the ***Sacramento News & Review: Hell’s half-acre***, *Sacramento’s homeless weigh in: Tent Town’s top 25 tips for surviving the economic downturn*. By R.V. Scheide. Retrieved November 8, 2008 from <http://www.newsreview.com/sacramento/Content?oid=877448>

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

## **American River Parkway Preservation Society**

### **E-Letter #80: January 12, 2009**

#### **Increasing Our Water Supply**

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“If Shasta Dam had been built up to its engineering limit in 1945, it is arguable that Northern and Central California would not be facing a critical water shortage now.

“According to a 1999 Bureau of Reclamation study, a dam 200 feet taller would be able to triple storage to 13.89 million acre-feet of water.”

(Concrete solution for water? Raising Shasta Dam's height looms large among ideas to boost state's dwindling storage. *Los Angeles Times*, November 21, 2004)

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There are two solutions that can dramatically increase our water supply, which were once approved by government, but because of environmental opposition were not completed.

One is Auburn Dam, which would add 2.3 million acre feet of new water supply, which would probably cost about \$10 billion, and more details about it can be found at the Auburn Dam Council website. <http://www.auburndamcouncil.org/index.html> .

However, with the recent loss of its water rights, Auburn Dam is currently suspended from consideration, though it is a project with remarkable resiliency and deep public support and Congress could bring it back into play if water storage or flood protection becomes urgent.

Two is the raising of Shasta Dam to its originally engineered height, tripling storage to 13.89 million acre feet—for a total of 16.19 million acre feet of new storage if both projects are completed.

The raising of Shasta Dam was being considered in 2004, as this *Los Angeles Times* article from 2004 reports. [http://www.watershedportal.org/news/news\\_html?ID=165](http://www.watershedportal.org/news/news_html?ID=165)

Excerpts.

“As California looks for new ways to increase water supplies in the face of mounting shortages, this monstrous 602-foot facade holding back the Sacramento River seems destined to grow even taller.

“It's a perfect spot for expansion, although it's not the only site under intense scrutiny in this scramble for new water storage.

“Shasta Dam was designed to be 800 feet tall, so adding concrete to its top presents no significant engineering obstacles.

“This is like adding a room on a house, rather than building a new house,” said Michael J. Ryan, the Bureau of Reclamation's Northern California area manager, whose small office overlooks the dam, the lake and, on a clear day, Mount Shasta looming large in the distance.

“But most importantly, the clean, cold water it would add to the state's supply is exactly what water managers are looking for. A taller dam means additional downstream protection against floods, more downstream supply for farms and cities and, because Shasta Lake would be deeper, more cold water to send downriver when the salmon are looking for a place to spawn...

“From an engineering standpoint, it's a piece of cake. The dam, built between 1938 and 1945, was originally planned to be 200 feet taller. At 800 feet, it would have been the highest and biggest in the world....

“If Shasta Dam had been built up to its engineering limit in 1945, it is arguable that Northern and Central California would not be facing a critical water shortage now.

“According to a 1999 Bureau of Reclamation study, a dam 200 feet taller would be able to triple storage to 13.89 million acre-feet of water.

“Still, tripling the size of Shasta Lake, on paper at least, would store nine times the projected 2020 water deficit for the Sacramento, San Joaquin and Tulare Lake basins during normal water years.

“But the Bureau of Reclamation concluded in its 1999 report on Shasta Dam that raising it by 200 feet would be prohibitively expensive - \$5.8 billion.”

Though the price for the Shasta Dam increase has surely increased since 1999, under today's conditions and given what most experts say the future holds in terms of water supply, it may be a small price to pay, even if that is the only water supply project undertaken.

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

## **American River Parkway Preservation Society**

**E-Letter #81: February 6, 2009**

### **Joint Powers Authority: Fundraising & Membership**

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We propose a seven member JPA with two seats to Sacramento County, two seats to the city of Sacramento, one seat to the cities of Rancho Cordova and Folsom, and one seat to a representative of the Community Advisory Committee, composed of thirty six member organizations from the community including several Parkway adjacent neighborhood associations such as Woodlake, Boulevard Park, Campus Commons, Sierra Oaks, Rosemont, Sunriver, and Gold River.

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The Joint Powers Authority (JPA) idea for Parkway governance—subject of our press release last month, see <http://www.arpps.org/news.html> —has been spun out before, but then it was as part of increasing taxes on Parkway adjacent property owners through the establishment of a Benefit Assessment District, with the JPA used as the entity managing the tax revenue.

Increasing taxes on Parkway adjacent property owners was not an effort we supported, though we did agree with the JPA concept on its own merit. We think that the best approach to raise supplemental Parkway funding is to have the capability to raise funds philanthropically rather than through tax increases, something the JPA could choose to do by creating a nonprofit organization for management and fundraising.

The type of fundraising that would be needed to provide supplemental funding for the Parkway in the multi-million dollar range is that usually accomplished by a fundraising firm managing a specialized type of fundraising called a capital campaign.

Being able to develop this type of fundraising capability in the future would be greatly enhanced by having the makeup of the JPA reflect the wide array of interests that care about the Parkway—neighborhoods, business, property developers, government, and advocacy organizations.

All of these are represented in the example JPA agreement and membership we have posted to our website at <http://www.arpps.org/strategy.html> , sections V & VI.

We propose a seven member JPA with two seats to Sacramento County, two seats to the city of Sacramento, one seat to the cities of Rancho Cordova and Folsom, and one seat to a representative of the Community Advisory Committee (CAC) composed of thirty six member organizations from the community including several Parkway adjacent neighborhood associations such as Woodlake, Boulevard Park, Campus Commons, Sierra Oaks, Rosemont, Sunriver, and Gold River.

It is also important to have local major property owners in the CAC, whose developments have been building communities near the Parkway for years and whose continued success is enhanced by a safe, beautiful Parkway contributing to the quality of life of their developments.

The various advocacy groups also are represented in the CAC, though only those who—like the property owners—are local rather than franchises or chapters of a state or national organization whose policies and agendas may not be congruent with the Parkway as it relates to the local community.

Business is also represented on the CAC through several chambers of commerce who can speak to the importance of enhancing the economic engine that the Parkway represents to local economic health.

The most congruent model near by that uses this type of governance is the San Dieguito River Park in San Diego, at <http://www.sdrp.org/> and at some point we would like to be able to help arrange a study mission to that area for local leaders who are considering a JPA for the Parkway.

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

**American River Parkway Preservation Society**

**E-Letter #82: March 6, 2009**

## ***Inside Arden Interview on JPA***

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### **Preserving the Parkway**

Association wants a Joint Power Authority formed to confront challenges

**By Katie Minke**

**M**ost Arden Arcade residents would argue that the American River Parkway is a regional jewel, right in our own backyard. Because it is one of the area's most important natural resources, we need to take care of it.

That is the philosophy of David Lukenbill, senior policy director for the American River Parkway Preservation Society, whose organization feels the creation of a Joint Powers Authority would protect the parkway and ensure that it's around for generations to come.

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For those unfamiliar with how a JPA works, it is a well-established form of governance that is used a lot in California

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A JPA would be composed of members from each community that the parkway winds through, Lukenbill says, "This type of governance will give our parkway the dedicated management and fundraising capability that is necessary to retain and enhance its premier local and national status."

The JPA could consist of two members apiece from the Sacramento County Board of Supervisors and the Sacramento City Council, and one each from the Folsom and Rancho Cordova city councils. It also could have a member from the Community Advisory Committee, which itself would be composed of local stakeholder organizations, advocacy organizations, chambers of commerce, neighborhood associations and property owners, Lukenbill says.

For those unfamiliar with how a JPA works, it is a well-established form of governance that is used a lot in California. Basically, it's an agreement between local governmental entities to provide a service to the public that can be better delivered jointly. It is especially usefully when a local resource, such as the parkway, spreads across several governmental boundaries.

According to Lukenbill there are five critical issues surrounding the parkway that should be looked at from a community perspective:

Lack of funding to provide vital maintenance, repairs, law enforcement and landscaping management along the parkway.

Issues related to flooding, illegal sewage dumping and maintaining the salmon runs and aquatic life.

The impact that fires, pollution and illegal camping have on the parkway.

Pressure to allow development that would intrude on open space and use of the parkway.

Ensuring responsible usage of the parkway by the community.

“Each of these issues would be better addressed through a dedicated governing source able to respond directly to the issues as they relate to the parkway, and ultimately to the community,” says Lukenbill, who adds that the parkway is falling behind by approximately \$1.1 million annually in maintenance revenue.

He says that in addition to helping stabilize funding for the parkway, a JPA could also consider creating a nonprofit conservancy to provide management and supplemental fundraising.

According to Lukenbill, the JPA idea is just in the planning stages, but he is optimistic. For more information, visit [www.arpps.org](http://www.arpps.org).

**Published in *Inside Arden News Magazine*:  
March 2009, Arden Arcade (pp. 13-14)**

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

**American River Parkway Preservation Society**

**E-Letter #83: April 6, 2009**

**Parkway Plan at State Legislature**

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*“The plan however, does have two glaring weaknesses, that of a more inclusive and stakeholder influenced management entity and a stabilized funding stream.”*

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One of our major concerns when we were discussing the formation of ARPPS in 2002/2003 was the lack of an updated Parkway Plan to guide the local efforts in protecting the Parkway.

The last plan had been completed in 1985 and had called for a process of five year review and updates if necessary to accommodate new conditions that might arise, and had they ever; funding shortages, large-scale illegal camping by the homeless, a reduced law enforcement presence due to budget cuts, and the increased stress on the river impacting the salmon and other aquatic life and habitat as a result of the area's growth and the new demands on American River water.

Fortunately, the plan update was begun in 2004—and we are very happy to have played a role in it coming to fruition—and it has almost been completed, with the final piece being the ratification by the state legislature.

It has been brought before the state legislature as Assembly Bill #889 by Dave Jones, with the current schedule indicating it will come before the Assembly Water, Parks & Wildlife Committee on April 14, 2009, see <http://www.assembly.ca.gov/acs/acsframeset2text.htm> .

It is a basically good plan, with one addition we particularly appreciate, that of bringing the city of Rancho Cordova—whose city limits embrace a substantial area of the Parkway—into the mix of governing entities (along with Sacramento County and the city of Sacramento) with some say over the Parkway.

The plan however, does have two glaring weaknesses, that of a more inclusive and stakeholder influenced management entity and a stabilized funding stream.

The current management of the Parkway is Sacramento County—whose division management problems seem to be a staple on the front pages—and the major funding source is the General Fund of Sacramento County, which has been suffering from deficits for years, with the deficits increasing for the near future according to recent estimates.

While the enabling legislation—as currently written—notes that the County can apply for funds through the traditional sources, there is not a strong enough acknowledgement of the bad financial situation the Parkway has dealt over the past several years, and consequently nothing regarding management, is being proposed to address it.

The legislation is here, <http://www.assembly.ca.gov/acs/acsframeset2text.htm> .

The Joint Power Authority we have proposed will address the systemic funding problems and the management issues (which you can read about here <http://www.arpps.org/news.html> ) and we will continue our work to ensure that it will remain a topic of discussion for the future of the Parkway.

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

**American River Parkway Preservation Society**

## **E-Letter #84: May 6, 2009**

### **Parkway Funding**

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“The county won't be closing facilities, but services will suffer. The department is proposing to cut 18 positions including 15 that are filled. The cuts will mean partial closure of the Effie Yeaw Nature Center, closed restrooms in some areas of the American River Parkway, plus fewer rangers, less community outreach and other cuts.” (Sacramento Bee, May 5, 2009)

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As this article in the Sacramento Bee yesterday—excerpt and link at end of e letter—tells us, funds for the Parkway will be reduced again, continuing the funding shortage the Parkway has been dealing with for several years.

The administrator's call in the article for another way to fund parks may not necessarily be realistic for most of the parks in the region, but it is very realistic for the Parkway, a signature regional park that is renowned nationally.

Our proposed strategy to form a Joint Powers Authority (JPA) of local governments to provide base funding would help, which can be read about on our website; Section V on our strategy page at <http://www.arpps.org/strategy.html>

However, the key part of the strategy to provide a more stable funding stream for the Parkway is in the ability of the JPA to create a nonprofit conservancy to provide daily management and develop philanthropic funding for the Parkway.

While the County has a nonprofit depository for donations, government has never proven itself highly successful in the artful process of raising large sums from philanthropists to support public works, which is why those parks able to do so have created a nonprofit conservancy to provide daily management and do the fundraising.

The separateness is crucial as the management and fundraising has to be singularly dedicated to the Parkway and be as accountable to donors and Parkway users as to government.

The best example of this is the Central Park Conservancy which raises 85% of the funding needed for Central Park in New York, which you can read about here: [http://www.centralparknyc.org/site/PageNavigator/aboutcon\\_cpc](http://www.centralparknyc.org/site/PageNavigator/aboutcon_cpc)

After creating an American River Parkway Conservancy, it would be crucial to hire as executive director someone who has already shown success in raising substantial funds for parks, and knows about the various fundraising techniques—social enterprise, capital campaigns, direct mail fundraising, etc.—so crucial to success in today’s lean nonprofit fundraising atmosphere.

**Here is the excerpt from the Bee yesterday on the funding situation.**

“The Sacramento County Regional Parks Department could get \$1.2 million less in fiscal year 2009-10 than it had to spend this year....

“Paul Hahn, head of the Municipal Services Agency, said he wants to find another way to pay for regional parks so they aren't struggling for funds in bad years.

"Parks are certainly one of the most visible (departments) and one that has a great deal of love from the community," Hahn said. "We just can't compete. Parks vs. cops – it never works."

“The executive's office allocated \$3.3 million for regional parks – 26 percent less than this year.

“The county won't be closing facilities, but services will suffer. The department is proposing to cut 18 positions including 15 that are filled. The cuts will mean partial closure of the Effie Yeaw Nature Center, closed restrooms in some areas of the American River Parkway, plus fewer rangers, less community outreach and other cuts.”

(Retrieved May 5, 2009 from <http://www.sacbee.com/ourregion/story/1833772.html> )

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

**American River Parkway Preservation Society**

**E-Letter #85: June 8, 2009**

**History Punctuates Change & Parkway Funding**

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“Opportunities for grand change come in waves ...There is good evidence that socially entrepreneurial opportunities arise during specific punctuations, or focused periods in history. During these periods, the prevailing wisdom weakens, revealing the failure of the

status quo to solve problems...Today, the world appears to be experiencing a punctuation of opportunities...” (Paul C. Light, June, 2009)

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There is no doubt our state and regional governments are in terrible difficulty—with disagreement as to the cause—but difficulty, yes.

Sacramento County financial woes bode ill for the Parkway—another article about less money for the Parkway is in the *Sacramento Bee* today <http://www.sacbee.com/topstories/story/1927149.html> , but it is also a moment when great opportunity could be at hand.

Our proposed strategy is to form a Joint Powers Authority (JPA) of local governments to provide base funding for the Parkway and the JPA then create a nonprofit conservancy to develop supplemental funding and provide daily management, which can be read about on our website, Section V of our strategy page at <http://www.arpps.org/strategy.html> .

The relationship between nonprofit organizations and government is essentially a compatible one, with the nonprofit providing independent issue advocacy and fundraising when needed, while remaining a public issue oriented private institution that arose in American society like in no other.

De Tocqueville speculated that the American tendency to associate in nonprofit organizations to advocate for large causes was partially responsible for the American sense of equality:

“It often happens that the English execute very great things in isolation, whereas there is scarcely an undertaking so small that Americans do not unite for it. It is evident that the former consider association as a powerful means of action; but the latter seem to see in it the sole means they have of acting.

“Thus the most democratic country on earth is found to be, above all, the one where men in our day have most perfected the art of pursuing the object of their common desires in common and have applied this new science to the most objects. Does this result from an accident or could it be that there in fact exists a necessary relation between associations and equality?” (Alexis de Tocqueville, *Democracy in America*, 2000 translation by H. C. Mansfield and D. Winthrop. p. 490)

Among nonprofit organizations and government, social entrepreneurship and its innovation and risk-taking are exemplified nowhere else as fully as they are in America and nowhere else in America as fully as they are in California.

Paul C. Light, the renowned nonprofit organizational author, wrote in a recent article:

“Opportunities for grand change come in waves...There is good evidence that socially entrepreneurial opportunities arise during specific punctuations, or focused periods in history. During these periods, the prevailing wisdom weakens, revealing the failure of the

status quo to solve problems...Today, the world appears to be experiencing a punctuation of opportunities, which is drawing new funders into the field of social entrepreneurship. No one knows for sure how long these punctuations last—a few years, a decade, or more?—but we do know that these punctuations produce a wave of activity that feeds on itself.” (Social Entrepreneurship Revisited, *Stanford Social Innovation Review*, Summer 2009, Volume 7, Number 3, pp.21-22)

This could very well be applicable to the current situation with our beloved Parkway and the difficulty it will be facing during the next several years, compounded by that which it has been dealing with for the past several.

While it may be difficult to consider innovative ideas regarding the funding and management of the Parkway during these trying times, it is also perhaps the best time to do so, when what has been tried now for so many years no longer works as well as it once did, (“failure of the status quo to solve problems”) and entrepreneurial risk may not be such a risk after all.

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

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

**E-Letter #86: July 6, 2009**

**Executive Director, American River Parkway Conservancy**

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Raising money during good times *may* not seem that difficult—though it is even in the best of times—and while it may be incongruous to think of people donating money during such perilous economic times as we are now going through, the funds raised in the United States in 2008 totaled \$307.65 billion, with individual giving accounting for 75%.

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A central aspect of our call for a Joint Powers Authority (JPA) to come together to provide governance and base funding for the Parkway is the creation of an American River Parkway Conservancy—as a 501 (c) (3) nonprofit organization—by the JPA.

This will provide the opportunity to develop funding for the Parkway philanthropically rather than attempting to increase taxes or create a special taxing district to further burden an already over-taxed public.

Raising money during good times *may* not seem that difficult—though it is even in the best of times—and while it may be incongruous to think of people donating money during such perilous economic times as we are now going through, the funds raised in the United States in 2008 totaled \$307.65 billion, with individual giving accounting for 75%.

At the end of 2008, there were 947,274 nonprofit 501 (c) (3) organizations in the United States, and that is a tremendous level of competition for philanthropic dollars.

As a result of this phenomenal growth in the nonprofit sector, which in 2006 accounted for 8.11 percent of all wages and salaries paid in the United States, many colleges have begun offering undergraduate and graduate degrees in nonprofit administration.

For a new nonprofit to be successful in this very competitive world, it would be wise to ensure the founding executive director of a Parkway Conservancy have a nonprofit or public administration related degree and management/fundraising experience.

This is particularly crucial for the Conservancy as it will be necessary to raise substantial sums of money to meet the requirements—which are growing as Parkway usage increases—of basic maintenance and future enhancement.

One model conservancy we have studied is the Central Park Conservancy in New York which, since its founding in 1980, has built its capacity to the point that it now raises 85% of the funds needed by Central Park.

An excerpt from their website:

“The Central Park Conservancy is a private, not-for-profit organization founded in 1980 that manages Central Park under a contract with the New York City Department of Parks & Recreation. Thanks to the generosity of many individuals, corporations, foundations, and the City of New York, the Conservancy has invested more than \$500 million to date into the Park making it a model for urban parks worldwide. The Conservancy provides 85% of Central Park's \$27 million annual operating budget and is responsible for all basic care of the Park.” (Retrieved June 27, 2009 from [http://www.centralparknyc.org/site/PageNavigator/aboutcon\\_cpc](http://www.centralparknyc.org/site/PageNavigator/aboutcon_cpc) )

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

**American River Parkway Preservation Society**

**E-Letter #87: August 6, 2009**

## JPA Discussion, Taxes & Philanthropy

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*The public leadership currently involved in the JPA discussion bring a lot of professional and historical expertise to the table and we remain hopeful that the end result will be a trusting in the deep love of the residents of our communities for the Parkway and their commensurate generosity, by creating a nonprofit conservancy to develop supplemental Parkway funding through the giving of philanthropy rather than the coercion of taxes from an already over-taxed public.*

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As the discussion about a Joint Power Authority (JPA) for the Parkway moves through the policy process which one hopes leads to approval by the respective governments—Folsom, Rancho Cordova, Sacramento City and Sacramento County—it is important to examine more closely one of the strategies being proposed for the eventual policy, the creation of a special district for the Parkway.

The creation of a Parkway benefit district could lead to additional property taxes on property owners in the district. One element of concern, that has arisen as part of the state government's pulling property tax money from local government to help with its budget problems, is that some of that money comes from special districts, and even with a promise to repay, the promised funding stability the benefit district could bring, remains far from the certainty of funds raised through philanthropy.

Consequently, as the special district that the current JPA discussion is focusing on is funded by property taxes, one wonders if those funds would be in jeopardy if the state has financial difficulty in the future.

A recent story in the Sacramento Bee notes:

“The state plans to take \$1.7 billion this year from redevelopment agencies statewide to help fund schools. And it expects to borrow \$1.9 billion in property taxes from cities, counties and special districts.

“The property tax borrowing translates to a \$32 million hit this fiscal year on Sacramento County coffers...” (Retrieved August 5, 2009 from <http://www.sacbee.com/topstories/story/2083304.html?storylink=lingospot>

We issued a press release on Parkway funding and the reasons why a benefit district—when it was first discussed in January of 2008—is not a good idea for the Parkway, which you can read here <http://parkwayblog.blogspot.com/2008/01/parkway-coyotes.html> .

The advantage of forming a 501 (c) (3) nonprofit public benefit corporation for daily management and fund raising is that the funds donated to it are safe, and subject to disbursement according to the individual donor's intent.

The public leadership currently involved in the JPA discussion bring a lot of professional and historical expertise to the table and we remain hopeful that the end result will be a trusting in the deep love of the residents of our communities for the Parkway and their commensurate generosity, by creating a nonprofit conservancy to develop supplemental Parkway funding through the giving of philanthropy rather than the taking of taxes from an already over-taxed public.

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

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

#### **E-Letter #88: September 9, 2009**

#### **Broken Windows Policing, Homelessness, & the Parkway**

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Even though our economy is going through a very rough period right now, and at first glance it may appear that our economic troubles justify allowing the legal creation of a tent city encampment that will congregate crimogenic populations, at the same time we are reducing public safety expenditures; we should resist that urge, and do what we can to strengthen public safety on and near the Parkway rather than reducing it.

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Our community is currently involved in a very serious policy debate about whether to legalize a homeless encampment, and the issue is one of major concern to our organization, as it is quite possible, that if this policy is approved, the encampment will be close to the American River Parkway, continuing the Parkway camping by the homeless that has had a degrading impact on adjacent communities to use their part of the Parkway safely for several years.

It will also render moot—in Sacramento—the concept underlying the hugely successful policy of broken windows policing by legalizing the very conditions broken windows references in its policing focus.

We have referred to the broken windows form of policing where even minor infractions like panhandling, illegal camping, (or broken windows) are vigorously policed because a disorderly environment creates more disorder; in respect to the long-term policy in our area of essentially allowing illegal camping by the homeless in the Parkway, increasing crime and reducing public safety in the Parkway and surrounding neighborhoods.

The movement to create a permanent tent city near the Parkway was blogged on in January of this year, at <http://parkwayblog.blogspot.com/2009/01/homeless-tent-city-in-sacramento.html> and here <http://parkwayblog.blogspot.com/2009/01/sacramento-tent-city.html>

One article about homeless camping, from November 2008, offered 25 tips for surviving out there, with #14 concerning the Parkway, noting: “It’s a half-mile from Tent Town to the American River, where the hard-core, chronically homeless hole up in the dense foliage leading up to its banks. The level of depravity increases the nearer you get to the water...” <http://www.newsreview.com/sacramento/content?oid=877448>

For its successful efforts—with its Safer Cities Initiative—to reduce the criminogenic degradation unrestricted homelessness creates, Los Angeles was recently ranked as the meanest city in the nation, as reported by the LA Daily News: [http://www.dailynews.com/news/ci\\_12837006](http://www.dailynews.com/news/ci_12837006) .

This story from City Journal: [http://www.city-journal.org/html/17\\_4\\_skid\\_row.html](http://www.city-journal.org/html/17_4_skid_row.html) reveals a horrifying look at what had been happening in Los Angeles’s Skid Row before the Safer City Initiatives were implemented.

The mean city ranking came from this report: <http://nlchp.org/content/pubs/2009HomesNotHandcuffs1.pdf> —which also mentions Sacramento on page 77—and the folks who created it are working to decriminalize aspects of controlling homelessness that most communities demand as public safety measures, and as Sacramento struggles to come to terms with its homeless population, the resources we’ve included in this e-letter are valuable for the insight they provide into the various strategies being played out across the country around the issue that has such strong local resonance.

This article: [http://www.boston.com/news/local/massachusetts/articles/2009/02/08/breakthrough\\_on\\_broken\\_windows/](http://www.boston.com/news/local/massachusetts/articles/2009/02/08/breakthrough_on_broken_windows/) reports on recent research proving broken windows policing works.

Here is an excerpt.

“LOWELL - The year was 2005 and Lowell was being turned into a real life crime-fighting laboratory.

“Researchers, working with police, identified 34 crime hot spots. In half of them, authorities set to work - clearing trash from the sidewalks, fixing street lights, and sending

loiterers scurrying. Abandoned buildings were secured, businesses forced to meet code, and more arrests made for misdemeanors. Mental health services and homeless aid referrals expanded.

“In the remaining hot spots, normal policing and services continued.

“Then researchers from Harvard and Suffolk University sat back and watched, meticulously recording criminal incidents in each of the hot spots.

“The results, just now circulating in law enforcement circles, are striking: A 20 percent plunge in calls to police from the parts of town that received extra attention. It is seen as strong scientific evidence that the long-debated "broken windows" theory really works - that disorderly conditions breed bad behavior, and that fixing them can help prevent crime.

"In traditional policing, you went from call to call, and that was it - you're chasing your tail," said Lowell patrol officer Karen Witts on a recent drive past a boarded up house that was once a bullet-pocked trouble spot. Now, she says, there appears to be a solid basis for a policing strategy that preemptively addresses the conditions that promote crime.

“Many police departments across the country already use elements of the broken windows theory, or focus on crime hot spots. The Lowell experiment offers guidance on what seems to work best. Cleaning up the physical environment was very effective; misdemeanor arrests less so, and boosting social services had no apparent impact.

“Such evidence-based policing is essential, argues David Weisburd, a professor of administration of justice at George Mason University. "We demand it in fields like medicine," Weisburd said. "It seems to me with all the money we spend on policing, we better be able to see whether the programs have the effects we intend them to have."

“And this particular study, he said, is "elegant" in how clearly it demonstrated crime prevention benefits.

“The broken windows theory was first put forth in a 1982 Atlantic article by James Q. Wilson, a political scientist then at Harvard, and George L. Kelling, a criminologist. (Read it here: <http://www.theatlantic.com/doc/198203/broken-windows> ) The theory suggests that a disorderly environment sends a message that no one is in charge, thus increasing fear, weakening community controls, and inviting criminal behavior. It further maintains that stopping minor offenses and restoring greater order can prevent serious crime.”

George Kelling, in a recent story in *City Journal*: [http://www.city-journal.org/2009/nytom\\_ny-crime-decline.html](http://www.city-journal.org/2009/nytom_ny-crime-decline.html) writes about the larger changes that accompanied the stimulus of broken windows in reducing crime in New York City.

Even though our economy is going through a very rough period right now, and at first glance it may appear that our economic troubles justify allowing the legal creation of a tent city encampment that will congregate crimogenic populations, at the same time we are

reducing public safety expenditures; we should resist that urge, and do what we can to strengthen public safety on and near the Parkway rather than reducing it.

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David H. Lukenbill, CFO & Senior Policy Director  
American River Parkway Preservation Society (ARPPS)

## Appendix II: Newsletters

### American River Parkway Preservation Society Newsletter Issue 20 - Fall 2008

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#### ARPPS Research Report

The report—*Recreation, Education, & Sanctuary*—is posted on our website at <http://www.arpps.org/Report4-RecreationEducation.pdf> and here is the summary.

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#### Executive Summary

##### 1) Many Meanings

The American River Parkway means so many things to the many different people who explore it.

For families and their children it is a deep laboratory of educative experience and recreational communion; for bird watchers it is a continually discovering treasury of winged creatures from far and near; to the fisherman a rich harvest of seasonal joy; to the biker, horseback rider, and hiker, a pleasant traverse through beauty close to urban and suburban home.

##### 2) New Parkway Plan

One of the major items we worked on during the initial planning period for the formation of ARPPS in 2002 was to encourage organized advocacy to finally conduct the planning update process that was mandated to be done every five years in the original Parkway Plan of 1985, but had not been done since.

Soon after, the update process began and now is reaching completion—for which we are very happy—and the community should feel some sense of pride in the work that has been done.

The crucial piece of the completion is to ensure that in the future, the update process sticks to the original five year sequence of review and update, as new issues will evolve requiring new planning.

### **3) Recreation**

The most important reality to preserve in the work of the American River Parkway Preservation Society is that of the people to experience the Parkway fully, safely, and enjoyably; to absorb the sanctuary of an approximately 4,600 acre garden along the banks of the American River where families can walk, ride their bikes, ride horses, raft, fish, swim, sun themselves on the beaches and in the parks, play golf, have picnics, bird watch, jog, and just plain sit in a sunny spot and watch the river and people go by.

With horse-drawn carriages, bike rentals from downtown hotels and the increased public safety presence in the downtown and North Sacramento area of the Parkway long advocated for; we can envision people visiting Sacramento, staying in those downtown hotels, venturing out on the Parkway to get to golf courses, outdoor concerts and plays in Discovery Park, Paradise Beach, Sacramento State, Rancho Cordova, Gold River, Fair Oaks Village, Effie Yeaw and other Nature Centers, the Fish Hatchery, Nimbus Lake, old town Folsom, and links that are being established from new developments to the Parkway such as the proposed Folsom South Canal Corridor Plan.

### **4) Education**

The primary educational experience of the Parkway is centered around the Effie Yeaw Nature Center <http://www.effieyeaw.org/> with its multitude of educational events and publications directed towards the deepening of appreciation around the natural resources of the Parkway.

Unfortunately there is only one nature center in a Parkway of about 30 miles stretching from Folsom Lake to the confluence of the Sacramento River and several more are needed.

### **5) Sanctuary**

The central aspect of the value of the Parkway is that of sanctuary, where urban and suburban residents can retreat into the natural environment for recreation, spiritual and psychological refreshment; and buildings (other than nature centers, golf course related structures, the Indian Heritage Center, and public accommodations) should not be allowed.

### **6) Conclusion**

How do we accomplish all of this? How do we preserve, protect, and strengthen our Parkway so that the balance of educational, recreational and sanctuary experience is

enhanced for all of us?

We can begin by looking to those parks where this has been done, and to those local resources able to help us get our Parkway to the future we envision: *“We want our Parkway, seven generations from now, to be a vibrant, accessible, and serene sanctuary, nourishing and refreshing the spirit of all who enter it.”*

This year our focus has been on strengthening the Parkway in those daily usage venues—biking—hiking—seeing and appreciating, with a call for a substantial increase in land acquisition and developed recreation areas to strengthen the Parkway’s footprint; and encouraging more and safer usage through a dedicated pedestrian trail freeing up the existing paved trail for bikes only, more picnic areas and park benches for passive appreciation accompanied by easier access for the frail elderly and handicapped, now virtually excluded, and more nature centers in communities like Rancho Cordova, North Sacramento, Rosemount, and Sutters Landing.

**However, the single most important issue impacting recreation, education, and sanctuary, is the lack of public safety, particularly in the lower third area of the Parkway, where illegal homeless camps have been allowed for years, and where even park directors privately warn people not to venture alone.**

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## **Council to End Homelessness: Report #1**

As a result of the ARPPS Commentary—*Scatter homeless housing, don’t concentrate sites*, see at <http://www.sacbee.com/110/story/850545.html>—published in the Sacramento Bee April 10, 2008, I was invited to apply for a seat on the Interagency Council to End Homelessness, Sacramento <http://www.communitycouncil.org/homelessplan/> part of the national effort <http://www.ich.gov/>. I accepted the invitation, applied and was appointed, attending my first committee meeting—criminal justice—and general meeting in August.

Prior to the meetings I reviewed the material on the Council’s work posted at their website, in particular the evaluation of the three programs looked at, one of which was the program in New York which uses the scattered-site approach I prefer, as it does not concentrate large groups of chronic homeless in one site, often leading to neighborhood degradation. The other two projects were in Seattle and San Diego, both of whom use the concentrated approach.

One fact which leapt out from the evaluation is that the scattered-site approach used by New York—and recommended by ARPPS— is significantly more successful in keeping the chronic homeless in housing for a continuous 12 month period; coming in at 62%, while the Seattle program came in at 40% and San Diego at 28%.

Sacramento has chosen to go with an approach more similar to Seattle than New York, and my concern is with that choice, as addressed in my Commentary.

I was impressed with the obvious talent, passion and knowledge of the agency folks involved in the Council, though had hoped to see more representation from the business community—only two business associations are represented—and housing associations; two groups traditionally suffering the most when homeless services are too concentrated in any area adjacent to them. One idea to encourage their involvement would be to switch the meetings from the current schedule of mid-afternoon meetings (2:30 to 4:30) to a lunchtime schedule (11:30 to 1:30). Government agencies always benefit from more public input when struggling to reach decisions about important policies impacting the public.

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## Book Review

***The City Beautiful Movement.*** William H. Wilson (1989) Baltimore & London: John Hopkins University Press.

The goals of the City Beautiful movement grew out of the often compressed and harsh urban 19<sup>th</sup> century experiences of the large American cities; the reshaping of the religious visions of Fredrick Law Olmstead—the father of American landscape architecture—and the desire of its adherents to control the behavior of city dwellers in the direction they felt would be best for the 20<sup>th</sup> century city and its future. As Wilson writes:

The heyday of the City Beautiful movement, from about 1900 to 1910, saw middle and upper-middle-class Americans attempt to refashion their cities into beautiful, functional entities. Their effort involved a cultural agenda, a middle-class environmentalism, and aesthetics expressed as beauty, order, system, and harmony. The ideal found physical realization in urban design. Public and semi-public buildings, civic centers, park and boulevard systems, or extensions and embellishments of them, were the tokens of the improved environment. So were ordinary street improvements, including good paving, attractive furniture such as lampposts, and carefully selected and maintained trees. The goal beyond the tangibles was to influence the heart, mind, and purse of the citizen. Physical change and institutional reformation would persuade urban dwellers to become more imbued with civic patriotism and better disposed towards community needs. Beautiful surroundings would enhance productivity and urban economics.

In the broadest sense, then, the City Beautiful movement was a political movement, for it demanded a reorientation of public thought and action toward urban beauty. The environmental reorganization necessary to the City Beautiful and its immediate forebears required an altered political structure, including state enabling legislation, new public institutions such as park boards, and grants of power to private entities to build railroad stations and other semipublic buildings. The reorganized urban politics was remarkably flexible, encompassing both new or vitalized administrative agencies and expanded popular participation. Improvements of the City Beautiful type often required voter approval through bond issues, election campaigns, or other devices of participatory politics. The movement involved, too, a politics of accommodation between the expert planning professional and the enlightened citizens on the board or commission that set the basic planning goals and oversaw

their construction. The political dimension of the City Beautiful movement went beyond structure and process to an element underlying much of the surface change: citizen agitation and activism on behalf of beautification. (p. 1)

Olmstead, whose religious groundings led to his belief that the well developed park landscape, such as that of his major work—Central Park in New York—had, as its primary purpose, to provide the human soul with sanctuary, spiritual refreshment, and psychological regeneration from the negative effects of an often turbulent urban life, but that aspect of Olmsted was changed by the City Beautiful movement, as Wilson notes:

City Beautiful environmentalism was not, however, a linear extension of Olmstead's. The impact of Darwinism separated it from the analysis of Olmstead, a man whose fundamental ideas were formed in the first half of the nineteenth century. Endorsers of the City Beautiful were late-nineteenth-or-twentieth-century people. They believed less in the Olmstedian view of beauty's restorative power and more in the shaping influence of beauty. Darwinism had compromised the old belief in man as a natural creature made in the image of God, who shared some of God's attributes and who required a beautified, naturalistic reprieve from his imprisonment in the artificial city. (p. 80)

What struck me most about the movement—specifically its initial Olmstedian perspective—was the strategy of thinking of the development within the entire city through the lens of beauty, and their love of parks, as this excerpt notes: “City Beautiful planners typically treated naturalistic parks and parkways as precious assets, not as relics to be tolerated or disfigured by the imposition of their own designs.” (p. 87)

And though the movement was often accused of not appreciating the beauty of the natural world, it was untrue. “...The charge that City Beautiful plans scorned or devalued natural beauty fits nicely with models of conflict or dichotomy in city planning, but the charge is simply untrue.” (p. 87)

To Olmstead the landscaped park was central to his work:

While he was developing the park and boulevard system, the design mainstay of the City Beautiful, Olmstead was also formulating part of the movement's ideology. He argued that parks (and by later extension, all aesthetic improvements) raised surrounding land values, contributing to private enterprise and returning their costs through increased municipal real estate taxation. More fundamental to him, however, were the restorative, recreative influences of natural landscape on city-bound people. The park as a magnet for all urbanites and a benign instrument of class reconciliation and democratization. Olmstead's conception of the landscape park antedated the organicism and environmentalism of the City Beautiful era, but his conclusions were quite congenial to City Beautiful enthusiasts. They would replace his rationales with their own, yet their justifications would undergird the very same Olmstedian arguments. (p. 10)

And they were wonderful arguments indeed.

## Society Information

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*The American River Parkway Preservation Society is a 501 (C)(3) nonprofit organization. Donations are tax deductible to the fullest extent of the law. As a member, you will receive selected publications and invitations to the Society's private events.*

EIN # 20-0238035

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Newsletter Editor: David H. Lukenbill, CFO/Senior Policy Director  
American River Parkway Preservation Society  
2267 University Avenue \* Sacramento, CA 95825  
P. (916) 486-3856 \* E-Mail: [DLukenbill@msn.com](mailto:DLukenbill@msn.com)  
Website: [www.arpps.org](http://www.arpps.org) \* Blog: [www.parkwayblog.blogspot.com](http://www.parkwayblog.blogspot.com)

### Our Mission

Preserve, Protect, & Strengthen the American River Parkway, Our Community's Natural Heart.

### Our Vision

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

### Our Guiding Principles

- (1) Preserving the Parkway is not an option, it's a necessity.
- (2) What's good for the salmon is good for the river.
- (3) Regarding illegal camping by the homeless in the North Sacramento area of the Parkway, social and environmental justice call upon us to help the poor and distressed person but not at the expense of the adjacent community to visit the Parkway safely.
- (4) If it can be seen from the Parkway, it shouldn't be built along the Parkway.
- (5) Regarding new Parkway usages, inclusion should be the operating principle rather than exclusion.

*The Society depends solely on its membership to accomplish what needs to be done to preserve the Parkway in perpetuity, and we deeply appreciate any additional financial support you can provide, or by encouraging others to become members.*

*Thank You!*

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***Thanks Stan!***

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# American River Parkway Preservation Society

## Newsletter

Issue 21 - Winter 2008

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### ARPPS Annual Organizational Report

The 2008 report is posted at [http://www.arpps.org/ARPPS\\_Annual\\_Report\\_2008.pdf](http://www.arpps.org/ARPPS_Annual_Report_2008.pdf) and here is the conclusion, pp. 37-38.

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### Conclusion

It has been an interesting year, largely positive, but with a couple of steps back in terms of the policy issues we advocate.

**Public safety** on the Parkway was beginning to be addressed after a few years (2003-2006) of fairly good press on the illegal camping situation in the lower third of the Parkway, it appeared that in 2007 the tide might be turning, but over the past year or so it has reverted; and even with all these setbacks:

- the trestle fire apparently set by a homeless camper <http://parkwayblog.blogspot.com/2007/08/innocent-till-proven-guilty.html> ,
- the murders in the Parkway <http://parkwayblog.blogspot.com/2008/05/illegal-camps-in-parkway-claim-another.html>
- and another homeless camp <http://parkwayblog.blogspot.com/2008/09/homeless-camp-murders-update.html>

- the rape in River Park apparently by a homeless person <http://parkwayblog.blogspot.com/2008/09/parkway-vicinity-rape-reward-offered.html>,
- the panhandler who shot the disabled person <http://parkwayblog.blogspot.com/2008/09/panhandler-shoots-disabled-person-25.html>
- the continued fires in the Parkway many feel are caused largely by homeless campers <http://parkwayblog.blogspot.com/2008/09/homeless-parkway-fires.html>
- All complicated by law suits claiming the homeless have the right to camp in public <http://parkwayblog.blogspot.com/2007/08/homeless-law-suit.html>

We still feel it is an issue that will eventually be addressed satisfactorily, and indeed one candidate for mayor has raised public safety on the Parkway as an issue he would tackle <http://parkwayblog.blogspot.com/2008/10/illegal-camping-change-coming.html> .

**ARPPS accepted** an appointment to the **Interagency Council to End Homelessness** <http://www.communitycouncil.org/homelessplan/interagency.html> to help address illegal Parkway camping by the chronic homeless.

**Auburn Dam** appears in trouble <http://parkwayblog.blogspot.com/2008/05/auburn-dams-death.html> but has survived many threats and remains the best option to provide the needed water at the proper flow and temperature optimal to the salmon's health.

**All in all**, a very interesting year! (ARPPS 2008 Organizational Report, pp. 37-38)

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## **Council to End Homelessness: Report #2**

As a result of the ARPPS Commentary—*Scatter homeless housing, don't concentrate sites*,—published in the Sacramento Bee April 10, 2008, I was invited to apply for a seat on the Interagency Council to End Homelessness (ICEH), Sacramento. I accepted the invitation, applied and was appointed, attending my first committee meeting—criminal justice—and general meeting in August.

My appointment was to the final six months of a two-year term that ended in December 2008.

There have been many local efforts to address homelessness and as our organization has been writing about it in relation to the camping in the Parkway, we have received our share of invitations to become involved with them.

Most of them have come attached with the intention to address the issue in a balanced manner, respecting the needs of the entire community; but upon examination it usually becomes clear that the focus is primarily upon the homeless community, their service providers, and supporting government agencies and that is not a problem if disclosed, as I enjoy civil oppositional debate as well as most policy wonks.

Unfortunately most of the folks involved in the homeless issue locally see themselves as already possessing the fair and balanced, normal and objective, reasonable and responsible perspective on the homeless issue; so any attempt to begin with an examination of the basic premises of their positions—that any action to help the homeless community must be weighed against the impact it has on the larger community and service has to be just enough to give people a hand-up, but not enough to encourage the behavior which led to their current misfortune —generally runs into a brick wall.

Too often, and I suspect in the case of this council, the work does not consist of discovering and doing what works to solve the problem being addressed, but in continuing the common narrative that has brought them all together and that keeps them all together, helping the homeless, performing the tasks of their nonprofit or government employment, working to a comfortable retirement, and returning to their communities far from the impact their policies are having on the urban areas of homeless congregation.

Chronic homelessness cannot be considered apart from issues surrounding public safety, business and residential impacts, public access to the Parkway and other public space, local economics, and local interests.

The ICEH is composed of good folks who mean well, but they are too strongly attached to their silos of individual organizational perspective and commonly accepted narrative to be able to act comprehensively.

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## **Essay: K Street, Endless Debate & Drama**

One piece of reality that seems to keep getting lost in the long-running drama filled debate around K Street, is that Sacramento is a government town and a substantial portion of the jobs downtown are connected to the government in some way, either through serving its employees or as vendors for its services.

What this means, in a general sense, is that after government closes up shop for the day, almost everyone leaves. Most of them go home to the suburbs, and that is where most shopping and other spending done after work hours is concentrated, close to where people live, handy to reach in their cars and where they can park relatively close to their shopping, dining, or recreational destinations, and not pay for parking. They also do not want to be screamed or leered at, solicited for money, intimidated or otherwise discombobulated by the often unruly and inappropriate behavior of too many of our citizens on too many of our downtown streets these past several years.

A lot has changed in how people are choosing to live (some new cities in the area seem aware of it) and though it was noticed several years ago by some urban observers, too few folks who make planning policy decisions seem to be taking account of it.

Bogart (2006) has written on this change.

Even by 1960 observers such as Jane Jacobs and Jean Gottman had discerned a new structure for metropolitan areas, although popular interpreters of their work have neglected this insight. This new structure was called the *polycentric city*, in recognition of the multiple centers of economic activity that now comprised the metropolitan area. While some people have recognized this change for more than forty years, it still has surprisingly little impact on the design of public policy. With notable exceptions, such as Phoenix's *urban villages* [perhaps one of the reasons our new mayor called it his number one city to look for inspirational urban ideas] planning concept, most metropolitan areas remain wedded to a picture of the world in which the downtown of the central city is the dominant employment center. Local governments and private individuals devote great resources to reverse the exodus of businesses from the downtown. Some of this activity is appropriate, but much of it has an impact resembling that of King Canute's orders to the tide." (*Don't Call it Sprawl, Metropolitan Structure in the Twenty-First Century*, William T. Bogart, p. 9, italicizing in original)

So, how does the status of K Street connect to the Parkway. Sacramento has the potential to be a tourist destination city, with its gateway status to the gold fields rendered visible through Old Town, the wonderful recreation offered by the two rivers, other significant cultural and historical assets, and the emergence someday of a downtown that—while not a 24 hour city—is certainly a comfortable and enjoyable place to rent a room in a hotel and venture out and about.

This will probably only happen once public leadership appreciates what it is we do have here and builds on that rather than trying—as they have for several decades—to create something that resists being created.

One hopes that the tremendous shift in the status quo among public leadership—locally and nationally—results in a corresponding shift in public policy where it is needed, and I would assume most would agree that how to deal with K Street is certainly one place to consider making such a shift.

Maybe Phoenix is a better model for the city of Sacramento than Portland, the prevailing model now for several years—with somewhat ambiguous results—but the future beckons.

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## **Book Review**

*War on the Dream: How Anti-Sprawl Policy Threatens the Quality of Life*  
Wendell Cox (2006)

My apologies for repeating the *City Beautiful* book review in the last newsletter; but this is a new one, though on a familiar theme, suburban living.

I grew up in a suburb—the house resulting from my step-father’s military service and the housing loan that service provided when he returned from the war and purchased the ranch three-bedroom on a large corner lot in a new suburb that was my home for years.

I walked to school all the way through high-school, worked at the local suburban grocery store, hiked and hunted in the hills beyond the tract, played outdoors with the neighborhood kids until long after dark during the summer, and carried the memories of those golden years long into my adulthood; seeing them again in our wonderful life in the suburbs of Sacramento near to the American River Parkway.

It is a way of life I would hope for everyone, and many call it the American Dream, which is what this book looks at.

Wendell Cox—an international demographic, urban policy, and transport consultant, visiting professor at the *Conservatoire National des Arts et Metiers* in Paris, who served terms on the Los Angeles County Transportation commission, and the Amtrak Reform Council, now living in St. Louis—writes movingly of the threat to this dream from the often misguided ideas of urban planners.

Around the world, governments are implementing policies to combat urban sprawl...Yet, there has been little attention to the impacts of such policies. It is simply assumed that sprawl is such a heinous ill that nothing else matters. However, like policies in any field, anti-sprawl strategies must be considered both in terms of their objectives and the broader context of their consequences. This book is about those broader impacts, the most important of which are likely to lead to a lower standard of living for most households.

A quick definition is required. *Urban sprawl* is the geographic expansion of urban areas. It is how urban areas have historically grown. Urban sprawl is nothing more than suburbanization—the spreading out of urban areas geographically as they become larger and more affluent. Urban sprawl, or suburbanization, has been the manner of urban growth virtually since the beginning of civilization. Transport has been a critical factor. Early urban areas suburbanized as far as people could walk. During the 19<sup>th</sup> and early 20<sup>th</sup> centuries, urban areas suburbanized as far as mass-transit systems would allow. More recently, some urban areas have suburbanized as far as automobiles will allow. Automobile-based suburbanization is the target of the anti-suburban (anti-sprawl) movement.

The principal thesis of the book is that anti-suburban policies threaten economic growth, by reducing home ownership, mobility, and retail innovation. The likely decline in the quality of life would be felt by all, but would be more severe for lower-income and lower-middle-income households. Fewer of these households would achieve “The Dream”—the American Dream, European Dream, Canadian Dream, Great Australian Dream, New Zealand Dream or indeed the Universal Dream—of home ownership. The anti-suburban movement can be characterized as a “War on the Dream,” by virtue of the inevitable consequences of its policies. (pp. xvii-xviii)

## Society Information

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*The American River Parkway Preservation Society is a 501 (C)(3) nonprofit organization. Donations are tax deductible to the fullest extent of the law. As a member, you will receive a monthly e-letter, quarterly newsletter, and periodic planning position papers.*

**Federal ID # 20-0238035**

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Newsletter Editor: David H. Lukenbill, CFO/Senior Policy Director  
American River Parkway Preservation Society  
2267 University Avenue \* Sacramento, CA 95825  
P. (916) 486-3856 \* E-Mail: [DLukenbill@msn.com](mailto:DLukenbill@msn.com)  
Website: [www.arpps.org](http://www.arpps.org) \* Blog: [www.parkwayblog.blogspot.com](http://www.parkwayblog.blogspot.com)

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***Thanks Stan!***

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# American River Parkway Preservation Society

## Newsletter

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### Introduction

This issue is devoted entirely to what we consider to be the most important public policy strategy that can be adopted to protect the most important natural resource in our region; creating a Joint Power Authority (JPA) for the Parkway, and the JPA could create a nonprofit conservancy for daily management and fund raising.

The recent turmoil caused by the tent city in Sacramento and the international media frenzy that arose as a consequence, makes a good case for the importance of professional voices available within local Parkway administration to provide some countering balance.

That is where we begin this issue.

### Essay

#### *The Tent City & Parkway Advocacy*

The entire incident of the tent city that has been allowed to form on open private land adjacent to the American River Parkway—which in terms of preserving the Parkway’s natural resources is ‘in’ the Parkway—the international publicity arising from it, the reaction and non-reaction of homeless advocates, public leadership, and Parkway advocates, has provided important lessons for us all.

We saw, in the sudden outpouring of help that made its way to the tent city, the great compassion Sacramento residents feel for those who are without the basics any decent life requires—food and shelter—and that says something very good about our community.

What we didn't see is much of a call to protect the Parkway from the obvious stress being placed on it by unrestricted camping, even though technically on private land, but so close to it that the environmental damage impact of a large campground without any facilities normally available, can only be imagined, but one can assume it will be significant.

From our perspective, the event is a pointed reminder—with the emergence of the tent city as a public policy tool, and the Parkway as the de facto location (as it has been for many years in the North Sacramento area of the Parkway) for camping by the homeless—that we need a governing entity whose sole dedication and public advocacy is focused on protecting the Parkway.

Looking at the development of this media/public policy event shows how misinformed all of us were by the tsunami effect of its sudden bursting into prominence through exposure on the major daytime television program, the *Oprah* show.

That initial exposure led to media reports from around the world—many of the reporters traveling to Sacramento for first-hand stories—which then continued to feed the media coverage with information, some of which was inaccurate.

The initial story on the *Oprah* show was primarily presented as being symbolic of the housing crisis, with the focus being that the tent city was a direct result of people being evicted from homes and having nowhere to go but Sacramento's tent city and the other tent cities around the nation.

As it turned out, local homelessness experts later noted that fully 90% of the residents of Sacramento's tent city were the chronic homeless, those folks who have been homeless for years and are resistant to any offers of help.

It was also initially reported, and picked up by the media, that the population of the tent city was over 1,200, which later turned out to be the total of the homeless population currently in all local shelters, including the tent city. (Sacramento Bee excerpts on p. 3)

It is our contention that had a governing entity been in existence whose sole priority was the American River Parkway, the results may have been quite different.

We have called for a Joint Power Authority (JPA) to be created to govern the Parkway and, had a JPA been in place, the permanent management staff would have surely been on top of this situation from the beginning, considering the direct and destructive environmental impact it was—and is—having on the Parkway.

It is crucial that we give the Parkway a voice that has more public resonance than that of the relatively small and inadequately staffed resources that the Parkway advocate groups are able to bring to bear, when events of this magnitude arise that have the potential to cause great harm to the Parkway.

## **(From the Sacramento Bee 3/14/09)**

“Sacramento's humble "tent city" has gone international.

“Across the country and around the world, newspaper readers and television viewers are being introduced to the sprawling campground where 100 to 200 homeless men and women sleep each night...

“The huge wave of media attention that followed a recent Oprah Winfrey program featuring the tent city has spurred donations, ideas and volunteers. But it also has complicated things for officials who suddenly have found themselves in the spotlight for all the wrong reasons...

“But even advocates acknowledge that some of the reporting has been misleading or downright inaccurate. Various media outlets have reported that 1,200 people live at the camp, four to five times higher than the actual population of the tent city on any given night, they said. The larger number represents the total number of homeless people living in shelters, camps and other places in the Sacramento area.

“Some news organizations are erroneously portraying the tent city "as a refugee camp" for formerly middle-class people who have been hit by the recession, said Tim Brown of the Sacramento Ending Chronic Homeless Initiative.

"While it's very true that we are seeing increasing numbers of middle-class families hitting the streets, it's still a very small percentage," Brown said. "At tent city, 90 percent of the people are chronically homeless." (**Some feel burned as media spotlight falls on capital's homeless camp**, Cynthia Hubert, *Sacramento Bee*, March 14, 2009, p. 1A)

(Retrieved March 14, 2009 from <http://www.sacbee.com/topstories/story/1698796.html>)

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## **PRESS RELEASE**

**For Immediate Release**

**January 20, 2009**

**Sacramento, California**

**AMERICAN RIVER PARKWAY PRESERVATION SOCIETY (ARPPS)**

### **Call for a Joint Powers Authority for the Parkway**

The American River Parkway is the most important recreational area in our region, but it has been struggling for several years with some serious problems that have not been dealt with effectively, which we think can be best addressed by forming a Joint Powers Authority (JPA) to govern it.

Because of the Parkway's unique nature as the signature park area in our region, spread out over several separately governed areas, it may be best served through stakeholder Parkway communities within the joint governing entity of a JPA

Another signature park area in our state governed by a JPA —which can serve as an excellent model—is the San Dieguito River Park, [www.sdrp.org](http://www.sdrp.org).

JPA governance will give our Parkway a higher potential for dedicated management and philanthropic fund raising capability instead of having to raise taxes—particularly if the JPA supports eventual formation of a nonprofit conservancy dedicated to the management and ongoing funding of the Parkway—necessary to preserve and enhance its premier local and national status.

We will be investing the next five years in two strategic directions; one concerning the JPA, the other ongoing.

We will focus on encouraging local government to create a JPA—the one idea from our five years of research into practical approaches—that can most significantly impact the critical issues negatively impacting the Parkway.

Our ongoing work will focus on continuing to help build a community knowledge base around the results of our five research reports.

More information about our strategy, including an example of an American River Parkway Joint Powers Agreement, is available on our website at [www.arpps.org/strategy](http://www.arpps.org/strategy)

**Organizational Leadership**  
**American River Parkway Preservation Society**  
**Sacramento, California**  
**January 20, 2009**

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## **Interview**

This interview with ARPPS about the JPA was published in *Inside Arden* issue of March 2009.

## **Preserving the Parkway**

Association wants a Joint Power Authority formed to confront challenges

By **Katie Minke**

Most Arden Arcade residents would argue that the American River Parkway is a regional jewel, right in our own backyard. Because it is one of the area's most important natural resources, we need to take care of it.

That is the philosophy of David Lukenbill, senior policy director for the American River Parkway Preservation Society, whose organization feels the creation of a Joint Powers Authority would protect the parkway and ensure that it's around for generations to come.

A JPA would be composed of members from each community that the parkway winds through, Lukenbill says, "This type of governance will give our parkway the dedicated management and fundraising capability that is necessary to retain and enhance its premier local and national status."

The JPA could consist of two members apiece from the Sacramento County Board of Supervisors and the Sacramento City Council, and one each from the Folsom and Rancho Cordova city councils. It also could have a member from the Community Advisory Committee, which itself would be composed of local stakeholder organizations, advocacy organizations, chambers of commerce, neighborhood associations and property owners, Lukenbill says.

For those unfamiliar with how a JPA works, it is a well-established form of governance that is used a lot in California. Basically, it's an agreement between local governmental entities to provide a service to the public that can be better delivered jointly. It is especially usefully when a local resource, such as the parkway, spreads across several governmental boundaries.

According to Lukenbill there are five critical issues surrounding the parkway that should be looked at from a community perspective:

Lack of funding to provide vital maintenance, repairs, law enforcement and landscaping management along the parkway.

Issues related to flooding, illegal sewage dumping and maintaining the salmon runs and aquatic life.

The impact that fires, pollution and illegal camping have on the parkway.

Pressure to allow development that would intrude on open space and use of the parkway.

Ensuring responsible usage of the parkway by the community.

"Each of these issues would be better addressed through a dedicated governing source able to respond directly to the issues as they relate to the parkway, and ultimately to the community," says Lukenbill, who adds that the parkway is falling behind by approximately \$1.1 million annually in maintenance revenue.

He says that in addition to helping stabilize funding for the parkway, a JPA could also consider creating a nonprofit conservancy to provide management and supplemental fundraising.

According to Lukenbill, the JPA idea is just in the planning stages, but he is optimistic. For more information, visit [www.arpps.org](http://www.arpps.org). (Inside Arden News Magazine: March 2009, Arden Arcade, pp. 14-15)

## Society Information

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*The American River Parkway Preservation Society is a 501 (C)(3) nonprofit organization. Donations are tax deductible to the fullest extent of the law. As a member, you will receive a monthly e-letter, quarterly newsletter, and periodic planning position papers.*

**Federal ID # 20-0238035**

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Newsletter Editor: David H. Lukenbill, CFO/Senior Policy Director  
American River Parkway Preservation Society  
2267 University Avenue \* Sacramento, CA 95825  
P. (916) 486-3856 \* E-Mail: [DLukenbill@msn.com](mailto:DLukenbill@msn.com)  
Website: <http://www.arpps.org/> \* Blog: <http://parkwayblog.blogspot.com/>

### Our Mission

Preserve, Protect, & Strengthen the American River Parkway, Our Community's Natural Heart.

### Our Vision

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

### Our Guiding Principles

- (1) Preserving the Parkway is not an option, it's a necessity.
- (2) What's good for the salmon is good for the river.
- (3) Regarding illegal camping by the homeless in the North Sacramento area of the Parkway, social and environmental justice call upon us to help the poor and distressed person but not at the expense of the adjacent community to visit the Parkway safely.
- (4) If it can be seen from the Parkway, it shouldn't be built along the Parkway.
- (5) Regarding new Parkway usages, inclusion should be the operating principle rather than exclusion.

*The Society depends solely on its membership to accomplish what needs to be done to preserve the Parkway in perpetuity, and we deeply appreciate any additional financial support you can provide, or by encouraging others to become members.*

*Thank You!*

**Copy service for our newsletter is generously donated by University Copy & Print on the web at <http://www.universitycopyprint.com/>, in the University Village Courtyard, located at 446 Howe Avenue and owned by ARPPS Charter Member, Stan Goman, a Sacramento native and 37-year veteran of Tower Records when he retired as COO. *Thanks Stan!***

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# American River Parkway Preservation Society Newsletter

Issue 23 – Summer 2009

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## Announcements

### Parkway Ranger's Monthly Report Posting

These important monthly reports of activity including: Enforcement; Crimes Reported; Parkway Violations; and Other Incidents; are now being posted on the Parkway Rangers website at <http://www.msa2.saccounty.net/parks/Pages/AboutRangers.aspx>.

### Essay: JPA & Funding the Parkway

Our call for a Joint Powers Authority (JPA) to assume governance of the American River Parkway as the response to the difficulty the current governance structure has in providing management and sufficient funding, has become more relevant as the financial situation with Sacramento County degrades further.

The key benefit of what a JPA could do to increase funding stability for the Parkway is to create a 501 c (3) nonprofit corporation—an American River Parkway Conservancy—to develop funding support through philanthropic means rather than the very uncertain and unpopular method of raising taxes.

Creating a nonprofit and raising money philanthropically is the strategy taken by other signature parks, such as Central Park in New York, where the Central Park Conservancy manages the park and raises funds—raising 85% of needed funding, according to their website, [http://www.centralparknyc.org/site/PageNavigator/aboutcon\\_cpc](http://www.centralparknyc.org/site/PageNavigator/aboutcon_cpc).

While we obviously cannot compare Sacramento to New York city wise, we can compare the meaning Central Park has to New York with the meaning the Parkway has to Sacramento and from that perspective learn valuable innovations.

In addition to learning from others, it is also crucial to ensure that management of a future Parkway Conservancy is a nonprofit professional adept at raising funds in all of the ways necessary to sustain the Conservancy at the level necessary to be of significant financial help to the Parkway.

There are many methods of fundraising:

- Annual giving programs such as direct mail, events, internet-based new media/direct response, telemarketing, and volunteer-led solicitations.
- Major giving programs such as corporate support, cause-related marketing, grants from foundations and government, major gifts from individuals, planned giving, and capital campaigns.

The well managed nonprofit that needs substantial amounts of money—like a Parkway conservancy certainly would—will need to conduct all of these efforts throughout the year, year in and year out, while always keeping the ongoing efforts creative and vibrant to ensure continued loyalty of funders.

While virtually all of these efforts should be handled in-house, the one that requires the most skill and artistry is the one that raises the most significant amounts of money, the capital campaign.

Our guest essay, from a capital campaign professional, takes a look at the many organizational capacity building benefits of capital campaigns beyond the funds raised.

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## Guest Essay

**By William Schopfer**—*Chair of the ARPPS Endowment Advisory Group—is President of Fund Development Associates. His extensive experience in fundraising began as a Capital campaign Director for the national financial consulting firm of Haney Associates and in his career has raised millions for organizations locally and nationally. He is a certified Fund Raising Executive (CFRE) and was named outstanding Fund Raising Executive of the year by California's Capital Chapter of the Association of Fundraising Professionals (AFP). He served on the AFP National Board of Directors, served two terms on its National Certification Board and is Past President of California's Capital Chapter.*

### **Build Capacity with Your Capital Campaign**

*A capital campaign can raise more than just money. With foresight and good planning, the campaign can improve the capacity of the whole organization even after the campaign is over.*

Whether you are considering a capital campaign or are already in one, you can take advantage of momentum, excitement and growth to advance the quality of the governance,

effectiveness, program development and fundraising capability of your organization. Making a plan at the beginning of the process will help you to maximize the outcomes from your fundraising efforts.

Here are five areas of activity that you should consider wrapping into your campaign planning. Being proactive in this will give your organization the ability to weather severe storms and succeed beyond imagination under sunny skies.

### **Develop the Board and its Committees**

Many organizations, particularly grassroots ones, are operating under "founder's boards."

These are boards typically have a very high degree of commitment, some experience in governance practice, and a "hand-to-mouth" view of fundraising. It means generally that they operate in *status quo* mode, doing the same things this year that worked in previous years. Maintaining the *status quo* allows the organization to continue its mission, but offers little or no opportunity for change, progress, and breaking out to a new plateau of service.

A capital campaign provides an exciting, compelling impetus to attract new people to the board. In many campaigns, community members are invited to participate. When considered strategically, these additions should be men and women with helpful skills, who may have giving capacity, and/or have significant connections within the community. In these ways, additions to the campaign become prime prospects to be added to the board.

These prospects are often described as people who can bring to the organization at least two, if not three, of the following qualities: wealth, wisdom, work, and the "wow" or influence factor.

### **Grow the Donor Base**

Because successful campaigns focus on affluent people that are often influential and can subsequently make an impact for your organization, you have an opportunity to network to them and through them. You must ask, "Who do you know who should know about us?"

Your Feasibility Study will have opened doors to community leaders who have not previously been involved with your organization. This is a wonderful time to pose a question that opens new networks to you. I have served an organization that everyone vowed "was not well-connected to the community." Through the Feasibility and Planning Study, we were able to uncover people we did not know and discover that informal networks already existed.

Your donor base also can grow when you contact people who have been hanging on the periphery. These are people who may have had tangential exposure to your organization. Because of the momentum, publicity, and excitement of your campaign, you are in a much better position to capture them—to demonstrate to them the value and importance of giving to the campaign. You just need to reach out.

## **Raise the Level of Affluence**

It only takes one. It only takes one key leadership gift to open the door to more people of affluence. That's the starting point.

In your campaign, you will be asking for gifts that stretch the prospect to consider involvement at a much higher level than they had previously. You not only do this at the highest levels, but you also meet and challenge others at all levels of ability to make a financial commitment. When you compare the average gift size of donors to the campaign with donors to your routine program or annual fund, you quickly realize that the campaign has raised your level of affluence.

It is then important to follow through on the campaign by challenging your newly acquired major donors to continue their giving in support of annual programming. It's valuable to get the higher gift for the campaign, but how much more valuable to continue a high rate of giving for many years—the lifetime value of the donor is incredible!

## **Enhance Strategic and Operational Planning**

The process that you employed to come to the decision to conduct a capital campaign must continue in the future. In fact, many organizations are realizing that they will never truly step down from the campaign mode—it is efficient, the need is great, and the community deserves the resulting effect.

Improving the level of affluence on the board and its committees often improves the level of business acumen. And that means people who can help to drive your planning. Planning and execution must be a constant factor for a robust organization. Economies and enhancements go hand in hand.

The campaign is a key development function. It brings knowledge and experience into the everyday activities of your organization. When you plan for it and use it, the result can be an organization that soars like mare's tails in the sky.

## **Improve your Fundraising Practice**

Maybe this topic should not even be on the list. Too obvious? Probably not.

Here's what you learn in a campaign: focus on the largest gifts, do the solicitation in person, promote a pledge payment plan, ask for proportional gifts, and more. Gosh, maybe that would work for your annual fund process! In fact, the concepts learned in a campaign can be applied to every form of fundraising. Campaign directors will all say, "Follow the plan." It's not a rote mantra, it's the truth developed over decades.

In the process of the campaign, you will have enhanced your development function, advanced your knowledge and capabilities with database records and pledge redemption, understood research and planning, and raised the sights of board members. With changes in the board, an expanded prospect pool, larger average gifts, and more forward-thinking planning, your organization can be poised to capture more than a fair market share. A little

“blue sky” thinking at the beginning of a campaign can result in many sunny days afterward. Good luck!

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## **ARPPS Letter Published**

**Sacramento Bee**  
**May 1, 2009**

<http://www.sacbee.com/326/story/1825080-p2.html>

### **Look to the rivers**

Re "Right mix elusive for K Street" (Our Region, April 26): In the endless discussions of what to do about K Street, it is often remarked that part of the importance of fixing it up is that it is the center of Sacramento.

I would propose that the real center of Sacramento are the two rivers that frame the city. As those rivers are continually embraced by the city, it will ultimately create more momentum to solve the great K Street conundrum than any specific plans directed toward K Street itself.

Beautifying and developing the riverfronts of the Sacramento and the American will create an adjacent recreational destination for downtown visitors that currently does not exist, primarily due to public safety issues. Examining other river cities reveals the tremendous magnet developed riverfronts create for a city's downtown.

- David H. Lukenbill, Sacramento, American River Parkway Preservation Society

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“If Sacramento County, and the cities of Folsom, Rancho Cordova and Sacramento form a Joint Powers Authority to govern the Parkway—as we suggest in our strategy, Section V ( <http://www.arpps.org/strategy.html> )—and then create a nonprofit conservancy to provide daily management and fund raising; over time, much of the funding instability that has been plaguing the Parkway would dissipate.” (Parkway Blog May 8, 2009 <http://parkwayblog.blogspot.com/2009/05/parkway-fundraising.html> )

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American River Parkway Preservation Society  
2267 University Avenue \* Sacramento, CA 95825  
P. (916) 486-3856 \* E-Mail: [DLukenbill@msn.com](mailto:DLukenbill@msn.com)  
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***Thanks Stan!***

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