

SUGAR CREEK RESORT  
A PUBLIC-PRIVATE PARTNERSHIP PUZZLE

by

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A DISSERTATION

Submitted in partial fulfillment of the requirements  
for the Doctoral degree in the School of Health,  
Physical Education and Recreation  
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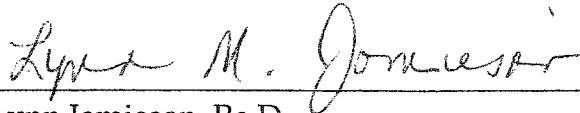
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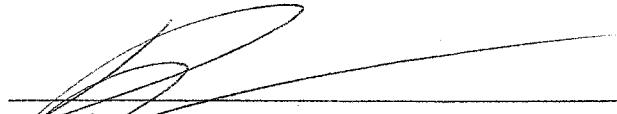
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An Abstract of the Dissertation of  
Gary B. Young for the degree of Doctor of Philosophy  
in the Department of Recreation and Park Administration

SUGAR CREEK RESORT: A PUBLIC-PRIVATE PARTNERSHIP PUZZLE

This qualitative single-case study investigated the processes surrounding a potential public-private recreational resort development. The researcher triangulated data from within and among interviews, observations and documents related to the Sugar Creek partnership. Pseudonyms were used to provide subject anonymity and confidentiality. Qualitative data analysis procedures included data coding, categorization and interpretation. To provide a framework, extant collaborative and partnership literature was analyzed and presented using Young's Conceptual Model, designed by the researcher. Data collection began in March 2001 and was terminated in October 2003. The Sugar Creek partnership had not completed all phases of collaboration. Conclusions included: (1) An evaluation is indicated concerning the *genuine* earnest of the Forest Service's Proposal by estimating the amount of Forest Service assistance provided; such as financial aid, manpower assistance, and/or technical expertise. (2) Some combination of government and private funding for the required environmental and feasibility studies, two *critical* impediments, must be obtained. (3) Collaborative guidelines need to be disseminated to the public and

all stakeholders to establish a universal framework of understanding concerning such items as public land use, environmental considerations, and potential financial impact on the local economy. (4) If public demand and scientific research indicate, empower an energetic and respected partnership leader. (5) This project should be marketed at the local, regional and national levels. Study results indicated that not only are key partnership characteristics important, but so are their prioritization, interaction and timing of implementation into the collaborative process. The significance of this study was to provide land management agencies, stakeholders and the public with information pertinent to understanding the dynamics surrounding a specific public-private recreational partnership.

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DEDICATION

To my wife, Jane.

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## CHAPTER 1

## INTRODUCTION

**Compromise is the art of dividing a cake in such a way that everybody believes they got the biggest piece.**

E.C. McKenzie

This study examined challenges that confronted a specific public-private recreational partnership. This public-private partnership was associated with a proposed private resort development on USDA Forest Service land. Issues central to this investigation included potential recreational amenities, politics and policy considerations, stakeholder perceptions and understandings, prerequisites for partnership advancement, collaborative processes, challenges and obstacles to partnership progress, financial considerations, and potential consequences of partnership actions. This was a study concerning the collaborative struggle between and among public and private stakeholders. Findings from studies such as this can augment information surrounding private involvement and the future of public outdoor recreation.

***Imagine a pristine lake tucked among the rustic hills in the heart of the Cumberland Mountains. There is abundant scenic beauty, coupled with excellent bass and muskellunge fishing. Here, nature seems relatively unaffected by the presence or the pressures of modern society. At the present time, lake area interactions involve mainly flora, fauna, and a few outdoor recreationists.***

***Now, imagine a lake with a \$30,000,000 resort along its shoreline. This resort includes a 340-unit lodge with a panoramic view of the lake and the surrounding mountains. The resort includes 80 cabins nestled throughout the surrounding tree-covered mountainsides. An 18-hole championship golf course, with groomed fairways, is visible snaking its way through four miles of wooded hillside. A paved parking lot with 380 spaces and a marina with 125 boat slips further accompany this lakeside resort development.***

You might wonder what these two lakes could possibly have in common.

As different as these descriptions may seem, they may very well be describing the same location! How and why can a transformation, as described above, take place? Such a change requires a myriad of interrelated events to occur.

Public-private partnership factors along with time, collaboration, and capital investment may be all that separate these two descriptions. If public-private partnership and collaborative efforts successfully evolve in this location, then both descriptions will actually represent the same site at different points in time. The potential for realizing just such a scenario first came to my attention through examination of a local newspaper article in 1998. Published approximately thirty miles from the lake, this article briefly outlined the Sugar Creek Resort Development proposed on Turkey Run Lake within USDA Forest Service public land. Subsequent informal conversations with local residents indicated this proposed resort was of interest to many.

#### Statement of the Problem

This study examined challenges that confront a public-private recreational partnership. The investigation focused on the nature of a public-private

partnership among the USDA Forest Service, commercial developers, and other stakeholders. This public-private partnership is associated with a proposed resort development on USDA Forest Service land.

Issues central to the dynamics of public-private partnerships and to this study include political and policy considerations, stakeholder beliefs, prerequisites for partnership advancement, challenges to partnership progress, financial considerations, and potential consequences of partnership actions. This study seeks a better understanding of factors that influence the course and efficacy of a public-private recreational partnership.

### Background

American citizens are the true guardians of our vast public lands. As guardians of these lands, how well do we understand the complexities, nuances, and factors that influence their use and management? Who really decides how public lands should be used? What are the processes of partnership and collaboration that bring about recreational change on public lands? An understanding of the “how and why” of outdoor recreational partnerships should be a consideration of all Americans. This investigation employs a qualitative case study methodology as a framework for examination and discussion of partnership processes.

Partnerships on public lands, though not a new concept, represent a deviation from historically mainstream concepts of public land management. The ever-increasing number of partnership decisions that land managers must

address today, further complicates public land management. Such decision-making may require a redefinition and a deeper understanding of all stakeholders' positions and influences, along with the knowledge of possible consequences associated with partnership opportunities. This study explored the partnerships and collaboration that surround the development of the Sugar Creek Resort on USDA Forest Service public land.

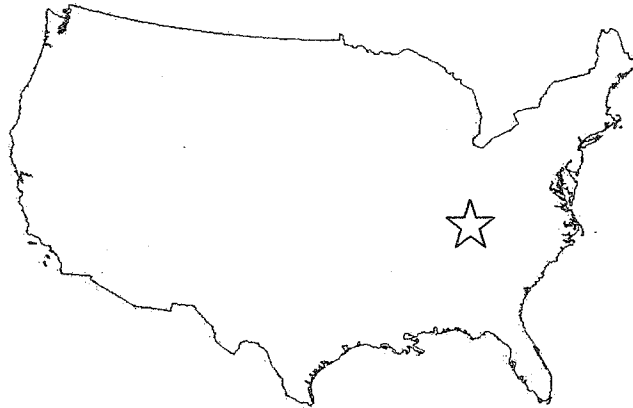


Figure 1. Location of Turkey Run Lake within the continental United States.

Turkey Run Lake is located on the Buffalo River in a south-central US state. The 700,000-acre Alvin York National Forest surrounds the lake. The nearest town is Franklin, population 5,900, approximately 12 miles from the lake. Turkey Run Lake was officially opened for recreational use in 1974. The U.S. Forest Service (USDA Forest Service) administers Turkey Run Lake and the surrounding land, exclusive of the dam site. In 1969 the U.S. Army Corps of Engineers (USACE) completed construction of Turkey Run Dam. The dam site continues to be administered by the USACE for the purposes of alleviating

downstream flood damage, augmenting low flow during dry periods, and providing recreational opportunities for water and forest-related activities.

Turkey Run Lake is a premier fishing lake, yielding a state record muskellunge in 1998.

The Turkey Run area includes the lake and 119,000 acres of surrounding national forest land. Just within the confines of the Appalachian Mountain range the climate at Turkey Run is temperate, with warm humid summers and cool winters. Spring and fall seasons are mild with low humidity. These factors make possible a long recreation season for both land and water-based outdoor recreation.

Present USDA Forest Service development for the recreating public on and around Turkey Run Lake includes 13 boat landing ramps, two campgrounds totaling 400 units, a visitor information center, and two marinas providing a total of 500 boat slips and moorings. There is a range of opinions associated with this partnership project. According to the District Forest Ranger, there has been a great deal of public and local interest associated with the project's economic possibilities. However, there are also concerns with possible environmental impacts the project could create. For that reason the President of the local Heartwood Environmental Group does not want to see the resort become a reality.



## Partnership Issues

Partnerships on public lands, to a greater or lesser degree, expands the role of the USDA Forest Service from strictly a manager of public lands to a role that includes the function of a regulator of leases, contracts, stipulations, and specifications. Public-private partnerships may provide advantages. To private sector interests, government partnership may bring stability, credibility, and improved opportunities for funding. However, these advantages may come at the cost of increased operational bureaucracy and regulatory restrictions when dealing with the government? Private sector partnership involvement may augment public dollars and provide increased operational flexibility to bureaucratically restricted governmental park and recreation agencies.

To maximize benefits and minimize problems associated with public-private partnerships, agencies must implement a set of policies based on appropriate knowledge (Selin & Chavez, 1994). Such knowledge includes factors that enable a public-private partnership to work effectively. What factors allow a partnership to languish or simply fade away? What factors serve as a catalyst to transform an ineffective partnership into a dynamic relationship? These questions are important to any agency involved in public-private partnerships. This study explores those challenges through analysis of a public-private recreational partnership that was initiated over three decades ago.

### Purpose of the Study

The purpose of this study was to gain a better understanding of the processes that enhance or constrain the efficacy of the collaborative culture and partnership dynamics associated with a proposed USDA Forest Service public-private recreational partnership project. This study described a specific public-private partnership culture that had not been the focus of previous study, and discovered key issues surrounding beauracritic influences, stakeholder opinions, financial considerations, politics, and entrepreneurial spirit. This investigation provides land management agencies, stakeholders, and the public with information pertinent to understanding the issues and dynamics that may influence a public-private recreational partnership.

### Need for the Study

Limited research has been conducted in the areas of collaboration and partnerships associated with public-private outdoor recreation site development. Furthermore, Selin and Chavez (1994) suggested that despite the popularity of recreational partnerships, little empirical research has been done to explain the processes that occur when partnership interactions take place. This fact, coupled with the expanding role of the private sector in providing outdoor recreation opportunities and services on public lands warrants a more thorough understanding of the factors that influence public-private outdoor recreation partnerships.

In an earlier work, Selin and Chavez (1993) found that partnership development in the USDA Forest Service had been primarily driven by local grass-root responses to pressing management problems; more a reaction to a local issue, rather than a response to agency policy. In addition, they found that only recently had the USDA Forest Service sought to foster recreational partnerships throughout the entire agency by using a more proactive, coordinated and comprehensive strategy.

What factors are associated with effective partnerships? Two similar studies, one authored by Selin, Schuett, and Carr (1997 USDA Forest Service) and the other by Carr, Selin and Schuett (1998) investigated personnel attitudes concerning collaboration and partnerships. Their recommendations included that a further analysis of partnerships, stakeholders, and associated barriers were indicated to better understand collaboration and partnerships. This current study has been undertaken to augment collaborative understanding by investigating partnership areas that included beauracatic influences, stakeholder opinions, financial considerations, politics, and marketing.

#### Partnership Aspects

Public-private partnerships run the breadth and depth of affiliation when considering their types, locations, and investments required. Many public-private partnerships involve large commitments of both time and money. The more knowledge that can be accrued concerning the culture that surrounds these partnerships, the more likely their long-term success. Aspects of a

recreational public-private partnership culture examined in this study included possible recreational amenities, politics and policy considerations, stakeholder beliefs, prerequisites for partnership advancement, challenges to partnership progress, financial considerations, and potential consequences of partnership actions.

Growing interest and enthusiasm for outdoor recreation on public lands, coupled with a need for further scientific research regarding public-private recreational partnerships provide the rationale that underpins this investigation. In this study, issue relevant meanings emerged that will allow public land management personnel and other stakeholders to better understand and evaluate public-private recreational partnerships.

#### Site Selection

The Sugar Creek Resort Development Site and its associated partnership are of particular interest because its potential was identified three decades ago and there has been inconsistent progress since that time. The site represents a public-private recreational partnership that requires considerable long-term financial commitment, along with a considerable heightening of management responsibilities. This potential partnership represents a multifaceted resort development associated with numerous cogent characteristics, issues and sequela. Investigation of this particular partnership was warranted considering its inconsistent history and the fact it has the potential to bring about dramatic change to an area aesthetically, environmentally, financially, and culturally.

## Delimitations

1. This study was delimited to a single case study design of the Sugar Creek recreational site development within the Alvin York National Forest.
2. Data collection was restricted to documents, interviews, and observations associated with the Sugar Creek partnership. Document analysis included USDA Forest Service publications, prospectuses, surveys, research articles; community tourism needs assessment, newspaper articles, on-line information, academic and technical journals, partnership project proposals and legislative records. Interviews were conducted with USDA Forest Service personnel, area political officials, local tourism representatives, regional economic development officials, potential site developers, civic leaders and forest protection advocates. Observations were made at USDA Forest Service District Headquarters, the Sugar Creek Site, and the local community.
3. This inquiry is operationalized using definitions of key terminology and concepts, including, but not limited to: public lands, partnerships, collaboration, special-use permits, stakeholders, and USDA Forest Service policy.
4. This investigation reflected interview data collected and observations made from March 2001 to August 2003. Document analysis involved evidence from 1969 to 2003.

## Limitations

1. In single case study methodology the findings are specific in context and therefore limited to a particular case. Thus, from a single case study, it is inappropriate to assume that specific findings could be generalized to other cases. According to Stake (1995) a qualitative case study is highly subjective and personal research. He continued stating researchers are encouraged to include their own personal perspectives in the interpretation. The way the case and the researcher interact is presumed unique and not necessarily reproducible for other cases and researchers. Therefore the quality and utility of the research is not based on its reproducibility but on whether or not the meanings generated are valued by the researcher or reader (Stake, 1995), and not insignificantly, by the stakeholders.

2. The single case study methodology, along with the small number of study participants, requires guarded extrapolation of data to other populations. This study provides insights concerning public-private partnership dynamics worthy of further examination in other environments. However, it does not seek to provide specific findings that could be extrapolated, generalized or transferred to other situations.

3. This qualitative case study was designed to logically connect the empirical data to the study's research questions and ultimately its conclusions. The researcher, guided his committee, developed and implemented study questions, collected relevant data and analyzed results.

## Assumptions

The basic assumption made throughout this case study is that there are processes and factors that may enhance or constrain the efficacy of public-private partnership formation and operation. This assumption has been supported by various research literature including Selin and Chavez (1993 &1994); Darrow, Vaske, and Donnelly (1993); Carr, Selin and Schuett (1997 &1998); and Bennett (1998).

## Research Questions

1. How did the Sugar Creek Site public-private partnership originate?
2. What are the underlying themes, processes, and contexts that affect this collaborative partnership?
3. Who are the key stakeholders and how do they participate in the Sugar Creek public-private partnership?
4. What are the major events or benchmarks in this public-private partnership's development?
5. What are the anticipated stakeholder outcomes from this public-private partnership?
6. What unexpected outcomes might be associated with this public-private partnership?
7. What factors have a positive influence on the Sugar Creek public-private partnership?

8. What factors present challenges to the stakeholders of Sugar Creek public-private partnership?

9. What factors are critical for this public-private partnership to attain mutually agreed upon goals?

#### Definition of Terms

The following definitions are presented to provide a common a priori understanding of key concepts surrounding a public-private partnership.

##### Collaboration:

The pooling of information, money, labor, etc. by two or more stakeholders to solve a set of problems that neither desires to solve alone (Gray, 1985).

##### Developed recreation:

Recreation that is dependent upon facilities being provided to enhance recreational opportunities and concentrate recreational use areas.

Examples include campgrounds, ski areas and resorts (Lavery, 1999).

##### Dispersed recreation:

Those outdoor forest recreational activities that normally take place outside of sites or areas that are developed or managed to concentrate recreational use (Lavery, 1999).



Ecosystem:

A dynamic complex of plant, animal and microorganism communities, along with their non-living environment, that interacts as a functional unit (Convention on Biological Diversity, 2001).

Environmental impact statement:

A formal public USDA Forest Service document prepared to analyze the impacts on the environment of a proposed project or action. Comments by the public and by other agencies are typically accepted within 90 days after the release of the draft environmental impact statement (USDA Forest Service, 1999c).

Four-season resort:

A recreation facility on USDA Forest Service lands that is permitted to operate during more than one season of the year. Resorts with either a winter or summer emphasis may be authorized to allow facilities to remain open to allow additional recreational use during alternative seasons (USDA Forest Service, 1999c).

Infrastructure:

The facilities, utilities, and transportation systems needed to meet public and administrative needs (USDA Forest Service, 1999c).

Partnership:

A voluntary pooling of resources (labor, money, information, etc.) between two or more partners to accomplish cooperative goals (Gray, 1985).

Privatization:

A process by which public services and functions are transferred from the government to private sector providers. It is suggested that privatization allows for a shifting of certain government permitting private businesses to offer the same or better service at a lower cost than had the government (Utt, 1996).

Public-private partnership:

A partnership established for infrastructure investment; representing an increasingly common form of privatization used by federal, state and local governments. In such cases, private investors and businesses, in cooperation with the government, build or operate major infrastructure projects such as wastewater treatment plants, airports, highways, prisons, and resorts. In the past, these facilities typically were constructed with government funds only and operated by a government workforce. Recent pressures on government to hold down taxes and governmental spending, while maintaining or increasing services has encouraged many communities and agencies to seek creative solutions in partnership with the private sector (Utt, 1996).

Scoping process:

An early and open USDA Forest Service process for determining the scope of issues to be addressed and for identifying the significant factors related to a proposed action. Scoping requires examining a proposed action and its possible effects. During the scoping period, the public is encouraged to participate and submit comments on proposed projects (USDA Forest Service, 1999c).

Special-use permit:

An authorization that provides permission, without conveying ownership, to occupy and use USDA Forest Service lands or facilities for specific purposes. The special-use permit is both revocable and terminable (USDA Forest Service, 1999c).

Stakeholder:

Any individual, group or formal organization having a perceived interest or impact on a particular resource (Selin & Chavez, 1995).

Sustainability:

A concept that reflects the capacity of a dynamic ecosystem to maintain its composition, function, and structure overtime, thus maintaining the productivity of the land and a diversity of plants and animals (USDA Forest Service, 1999c).

United States Forest Service (USDA Forest Service) lands:

Federal lands designated by executive order or statute as national forests, national grasslands, or other lands under the administration of the USDA Forest Service (USDA Forest Service, 1999c).

Wilderness area:

An area of undeveloped federal land that Congress has designated as wilderness and that retains its primeval character and influence. The area has no permanent improvements or human habitation, and is protected and managed to preserve its natural conditions (Wilderness Act, 1964).

## CHAPTER 2

### LITERATURE REVIEW

**The most beautiful thing we can experience is the mysterious.  
It is the source of all true art and science.**

Albert Einstein

The purpose of the study was to develop a better understanding of the processes that enhance or constrain the efficacy of the collaborative culture and partnership dynamics associated with a proposed USDA Forest Service public-private recreational partnership project. To facilitate this investigation, a review of the literature was conducted to apprehend related research and associated studies.

This literature review examined partnerships from two different perspectives. The initial perspective concerned partnership fundamentals that focus on basic groundwork partnership elements. Examination of these fundamentals included the following literature review categories: collaboration, partnership development, partnership characteristics, and partnership effectiveness. The second perspective, partnership types, examined partnership groups that had common organizational structures and qualities. Partnership types literature review categories included resource and recreation management partnerships, as well as tourism partnerships.

Review categories are not definitive or mutually exclusive; individual studies may involve concepts that overlap and intertwine with one another.

Literature review perspectives and categories were used to provide continuity among the studies examined and allow for incremental presentation of information (see Figure 2).

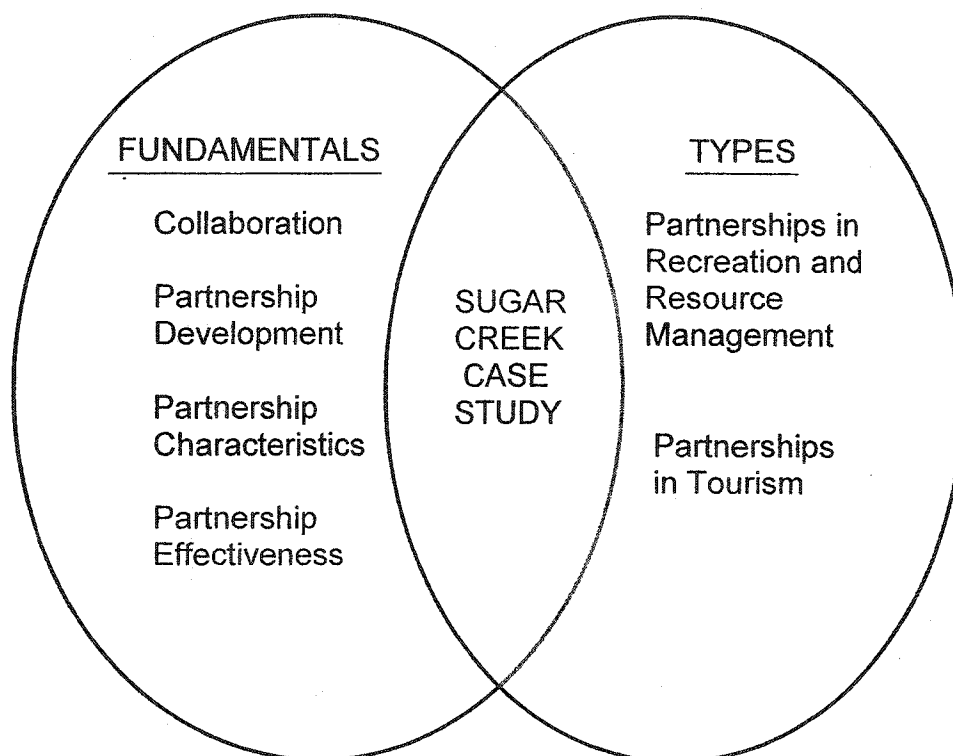


Figure 2. A Literature Review Concept representing how extant research has been organized from two perspectives, fundamentals and types. Fundamentals perspective examined basic partnership elements using four literature review group categories. The types perspective examined two partnership group categories.

These conceptual categories provide information that has a foundational and direct bearing on partnerships. Every category presented contained factors pertinent to the dynamics of the Sugar Creek public-private partnership. This literature review provided foundational support and clarification surrounding the claims, issues, terms, and recommended follow-up studies associated with public-private partnership research.

### Partnership Fundamentals

#### *Collaboration*

Within any public-private partnership, Sugar Creek for example, collaboration involves joint decision-making among several parties having an interest or stake in the partnership's outcome. A successful partnership is built upon a foundation of successful collaboration. Collaboration can be defined as the process of joint decision-making among the key stakeholders of a partnership that shapes future actions and outcomes relative to that partnership (Gray, 1989). Collaboration research provides the groundwork for a better understanding of the influences that surround partnerships. The following review is presented for that purpose.

Selin (1993) stated that economic and political trends provide powerful incentives for tourism collaboration. These trends allow tourism collaborators to recognize their interdependencies and to engage in joint decision-making. His study involved a literature review of collaborative tourism alliances. He discussed both collaboration theory and methods and how pertinent concepts

may be borrowed from management science and applied to tourism. His analysis identified eight constraints to collaboration.

One constraint identified by Selin, was particularly pertinent to this study because, like the Sugar Creek Partnership, it involved geographic and organizational fragmentation. This constraint can occur when stakeholders, investors, or governmental bureaucrats are organizationally or geographically isolated. A subsequent breakdown in collaborative communication is more likely to occur under these conditions. Selin suggested that interpretive case studies and longitudinal research are needed to capture the overall complexity of collaborative processes.

Later, Selin presented an abbreviated version of Gray's (1985) Collaboration Model that defined the stages of collaboration as: problem setting, direction setting, and structuring. Problem setting is concerned with identification of stakeholders and mutual acknowledgement of the issue that joins them. During direction setting, stakeholders articulate the values that guide their individual pursuits and begin to identify and appreciate a sense of common purpose. Structuring is where a long-term framework for collective appreciation and problem solving is created. Originally Gray had conducted an analysis to identify conditions conducive to collaboration by focusing on a set of interdependencies that link various stakeholders, rather than on the actions of any single organization. The author synthesized her research findings from organizational theory, policy analysis, and organization development.



Gray's analysis employed a domain focus. Domains can be thought of as the set of actors, individuals, groups or organizations that become joined by a common problem or interest. There are interdependencies among these stakeholders who are affected by an issue and claimed a right to influence its outcome. The author stated that interorganizational beliefs develop through three sequential phases: (a) problem setting, (b) direction setting, and (c) structuring. A number of facilitative conditions were associated with each of the three sequential phases (see Table 1).

Table 1

## Facilitative Conditions at Each Phase of Collaboration (Gray, 1985)

| Problem-setting                                      | Direction-setting                      | Structuring                            |
|--|--|--|
| Recognition of interdependence                       | Coincidence of values                  | High degree of ongoing interdependence |
| Identification of a requisite number of stakeholders | Dispersion of power among stakeholders | External mandates                      |
| Perceptions of legitimacy among stakeholders         |  | Redistribution of power                |
| Legitimate/skilled convener                          |  | Influencing the contextual environment |
| Positive beliefs about outcomes                      |  |  |
| Shared access to power                               |  |  |

The author further suggested that successful collaboration depended upon simultaneous interaction of several of these conditions during appropriate phases in the process for collaborative success to occur. She also recommended that comparative analyses were needed to understand the necessity and relative contribution of all conditions to successful collaboration in different settings.

To determine factors that influence successful collaboration efforts among organizations in human services, government, and non-profit fields Mattessich and Monsey (1992) performed a meta-analysis of 18 case studies. The authors identified 19 influential factors that were distributed among six general categories as outlined in Table 2.

The authors provided an in-depth description of each factor they deemed necessary for successful collaboration. In addition, an example from one or more case studies was used to illustrate each factor's relevance. Examples of how open communication increased the success of collaborative groups were illustrated using a 1988 study of The Denver Partnership. The Denver Partnership through open communication successfully developed a mile-long transit system and pedestrian retail mall.

The authors' analysis and discussion concerning each of the 19 factors influencing successful collaboration may prove important for those wishing to enhance a collaborative effort. It was suggested by the authors, that all collaborative stakeholders should study these 19 factors and determine which are

Table 2

Factors Influencing the Success of Collaboration  
(Mattessich, P. W. and Monsey, B. R., 1992)

|  |
|--|
| <b>Factors Related to the Environment</b>                |
| History of collaboration or cooperation in the community |
| Collaborative group seen as a leader in the community    |
| Political/social climate favorable                       |
| <b>Factors Related to Membership Characteristics</b>     |
| Mutual respect, understanding and trust                  |
| Appropriate cross-section of members                     |
| Members see collaboration as in their self-interest      |
| Ability to compromise                                    |
| <b>Factors Related to Process/Structure</b>              |
| Members share a stake in both process and outcome        |
| Multiple layers of decision-making                       |
| Flexibility  |
| Development of clear roles and policy guidelines         |
| Adaptability   |
| <b>Factors Related to Communication</b>                  |
| Open and frequent communication                          |
| Established informal and formal communication links      |
| <b>Factors Related to Purpose</b>                        |
| Concrete, attainable goals and objectives                |
| Shared vision  |
| Unique purpose   |
| <b>Factors Related to Resources</b>                      |
| Sufficient funds   |
| Skilled convener   |

applicable to their project. Then, as a group, stakeholders should evaluate which of the applicable factors can be enhanced.

Though pragmatic and potentially helpful Mattessich and Monsey's study leaves some important questions unanswered, such as: (a) which factors are controllable, (b) whether some factors are more important than others, and (c) whether all factors are required for a project to succeed. Perhaps more salient, their study has provided this researcher a lens through which to view and discuss issues specific to the Sugar Creek Partnership.

Selin and Chavez (1995a) presented a more focused analysis of collaborative factors. The authors reviewed previous research and developed a collaborative model for environmental and resource planning and management. The unique focus of this study attempted to identify and understand the forces that both inhibit and facilitate collaboration. Using collaboration theory from the organizational behavior field and synthesizing related research, the authors presented a process model of collaboration as it occurs within natural resource management systems.

The authors proposed that collaboration emerged out of an environmental or antecedent context and proceeded sequentially through problem setting, direction setting, and structuring phases. Their model also proposed numerous characteristics specific to each phase; while stressing the dynamic and cyclical nature of collaboration.

The authors suggested that factors constraining collaboration revolve around organizational culture and power differentials. These differences may be deeply rooted in basic ideological mind-sets and agency cultures. According to the authors, these factors can hinder collaboration. Selin and Chavez elaborate that local interest groups may perceive an agency as a dominant, more powerful organization with a self-serving centralized planning process; perception of cultural and power differences can often intimidate and alienate stakeholders. These perceptions may impede or obstruct collaborative efforts. To further understand collaboration, within dynamic social and political environments the authors suggested that interpretive case studies and longitudinal research designs are necessary to fully capture the essence of collaborative processes. The perception by many of dealing with a large federal bureaucracy was fundamental to investigating the Sugar Creek Partnership.

The study of a specific agency, United States Forest Service, by Selin, Schuett, and Carr (1997) addressed the issue of how USDA Forest Service employees implemented collaborative methods. This study has particular relevance to Sugar Creek, since the USDA Forest Service is the primary institutional stakeholder in that collaboration. Respondents to a five page questionnaire included 113 USDA Forest Service employees who represented all 10 USDA Forest Service regions and 153 national forests. Respondents were questioned concerning collaboration in various contexts: (a) participation,

(b) application, (c) support, (d) benefits, (e) barriers, (f) suggestions, and (g) future roles for collaboration.

The study's findings indicated that collaborative planning appeared to have been well integrated into the day-to-day management and decision-making of the USDA Forest Service. The primary use of collaborative planning, according to the USDA Forest Service respondents was to resolve conflicts and develop a shared vision of future natural resource conditions.

Respondents' input suggested that collaborative planning was not supported at all levels of the USDA Forest Service. It was their perception that support for collaboration decreased as one goes up the USDA Forest Service chain-of-command. This is both a profound and critical perception considering Nagel's (1997) statement that partnering was more likely if: (a) key decisions are made at the beginning of the project and set in concrete, (b) clear lines of responsibility are indicated, (c) achievable goals are set down, (d) incentives for partners are established, and (e) progress is monitored. Importantly, Nagel postulated these steps could only be accomplished through support at the highest, most powerful, and influential levels of corporate and public organizations.

We can learn from this study that attaining collaborative goals requires involvement and support from both up and down the chain-of-command. Other institutional barriers identified in the study included: lack of collaborative training, lack of rewards for collaborative innovation, lack of agency risk

tolerance associated with collaboration, and agency constraints on collaborative interactions with citizens and stakeholders. This study, along with the Sugar Creek investigation, invokes the question of truly how capable and earnest is the USDA Forest Service concerning collaboration? While the authors acknowledged that the limited sample size of their study compromised generalizability to larger populations or other agencies, this investigation may help to understand how, and to what extent collaborative planning has been integrated into USDA Forest Service's protocol and management scenarios.

In 1998 Carr, Selin, and Schuett expanded on this research by including input from both USDA Forest Service external partners and USDA Forest Service employees. External partners included stakeholders outside of the USDA Forest Service organization. The purpose of this study was to identify strengths, weaknesses, and barriers to collaboration. Data included information gathered from the 113 USDA Forest Service employees, respondents in the authors' previous study. New input included information from 15 external nonprofit groups. All respondents in these external nonprofit groups had been involved previously in USDA Forest Service collaborative efforts. A questionnaire was administered via telephone and consisted of a range of question types from Likert-scaled items to open-ended questions. Results indicated both USDA Forest Service personnel and external partners supported collaborative methods and the need for its future growth.

In the Carr, Selin and Schuett study, both internal USDA Forest Service employees and external respondents agreed that the USDA Forest Service's organizational culture was the biggest barrier to effective collaborative efforts. The two groups differed in terms of evaluating one another's motivation for participation in collaboration. External partners indicated that the collaboration process was too bureaucratic and drawn out. They saw collaborative processes as taking too long to go up and down the USDA Forest Service chain-of-command. External partners perceived the collaborative process with the USDA Forest Service as too involved and excessively expensive. The authors developed numerous recommendations targeted at making the collaborative process more effective for federal land management agencies. Their recommendations included: (a) training in the collaborative processes, (b) clarifying the role of collaboration, (c) detailing how collaboration will proceed, (d) address organizational barriers, (e) maximize citizen input, and (f) reexamine traditions. Further research will be needed to evaluate their recommendations' efficacy.

Examining collaborative factors using qualitative analysis, Bramwell and Sharman (1999) presented a framework to assess whether collaborative actions are inclusionary, build consensus and reduce the power imbalance between stakeholders. Observations and interviews were used to examine the practical value of the researchers' framework. This study's analysis of collaborative arrangements involved local stakeholders and governmental authorities associated with the development of a visitor management plan for Britain's Peak



District National Park. According to the authors, stakeholders involved in collaboration may not agree on all aspects of a new policy direction. However, they must strive pragmatically to ensure that each stakeholder receives some benefit from the collaborative project. Often, collaboration progresses through an informal trading of benefits and cost. The authors were in agreement with findings from Selin and Chavez (1995a): that it is highly unlikely that a partnership will be successful unless there is a perception that the partnership outcomes will result in benefits to all partners. Results of the study showed that aspects of the collaboration were successful and brought partners together. For example, the working group that developed the visitor management plan did include representatives of many relevant stakeholder groups. Also, the working group meetings promoted open dialogue that helped to overcome suspicion among the stakeholders. Though stakeholders had various interests and attitudes, they worked together discussing the issues and possible courses of action. This dialogue gave the collaborative process and the visitor management plan legitimacy and credibility. Stakeholders were kept informed and had the opportunity to be involved.

According to the authors, less successful inclusionary items were also present. It was suggested that the working group could have made greater use of questionnaires and newsletters to make the public more aware of its activities. Respondents' input identified that unequal power relations remained among the stakeholders. The perception of power distribution was weighted towards the

authorities rather than the residents. A major weakness in the collaborative effort surrounding this visitor management plan was that it failed to give detailed consideration to the costs and benefits resulting from its implementation. Nor, did the plan address how implementation would affect different stakeholders. The findings from this case study serve as a baseline for evaluating inclusionary aspects and stakeholder power differences within the Sugar Creek partnership.

Successful collaboration is critical to the success of public-private partnerships. Identifying factors that influence collaboration and subsequently are instrumental in determining the outcome of partnerships was the objective of this review section. Historically and fundamentally important is Gray's (1985) analysis of collaboration. Gray's original collaborative model outlined the major stages of collaboration as: (a) problem setting, (b) direction setting, and (c) structuring. Numerous contemporary researchers, including Selin (1993), are grounded within Gray's collaboration model.

The influence of Gray's research is based upon 12 facilitative conditions that were associated with the three sequential collaborative phases. Mattessich and Monsey (1992), also categorize factors that influence successful collaboration. They suggested the following categories to explain successful collaboration: collaborative environment, membership characteristics, process and structure, communication, purpose, and resources. Their analysis expanded upon Gray's original interpretation by redefining both the number and the content of collaborative influence categories.

Collaboration as a concept concerning this study may be summarized by the following recount. Selin, Schuett and Carr in 1997 and 1998 investigated collaboration. Initially, they studied only USDA Forest Service employees to see how collaboration methods were implemented and supported by the USDA Forest Service. Their follow up study combined the previous data from USDA Forest Service employees with new input from USDA Forest Service external partners. The most significant finding from these studies, and most pertinent to Sugar Creek, was that the USDA Forest Service organizational culture was the biggest barrier to effective collaborative efforts. These studies' respondents perceived that support for collaboration decreased as you went up the USDA Forest Service chain-of-command.

Bramwell and Sharman (1999) presented a framework to assess whether collaborative actions are inclusionary, build consensus, and reduce the power imbalance between stakeholders. These authors employed a qualitative paradigm to assess collaboration. Their study found collaboration involved both inclusionary and non-inclusionary situations, a partial building of consensus, and a residual power imbalance. In their final analysis the authors concurred with Selin and Chavez (1995a); that it is highly unlikely that a partnership will be successful unless there is a perception that the partnership outcomes will result in benefits to each and every partner.

This literature review section examined extant collaborative research. Results from this assessment reflect collaboration's complex nature. The

importance of analysis is to discover what is known, what is postulated, and what is yet to be explored. This literature review section included categories, factors, and frameworks important to understanding collaboration and partnerships. There are many questions yet unanswered: (a) What collaborative factors are controllable? (b) What is the relative importance of factors to one another? (c) What specific factors are required for collaborative success? And, (d) how do factors differ agency-to-agency, stakeholder-to-stakeholder, and location-to-location? Though exploration and discovery concerning collaboration remains, this section was presented to provide common ground for a fundamental understanding of forces that both inhibit and facilitate it.

Whaley (1993) suggested that effective partnerships require collaboration and compromise. He stated the root of effective collaboration is not commitment to the partnership itself, but a self-serving need for collaboration to get the work done and then obtain the benefits. An understanding of collaboration and its complexities lends insight to the meaning of public-private partnerships. Effective collaboration is an important element in partnership development, the focus of the next literature review section.

### *Partnership Development*

An examination of Partnership Development is presented here to build upon the fundamentals discussed in the previous collaboration section. This section presents research designed to provide a better understand concerning the process of developing public-private partnerships.

Waddock based her 1986 research on data gathered from a case study of five partnerships that involved public-private entities within a state job-training program. The five research sites included one urban site, two suburban sites, and two rural sites. The stakeholders in each of the partnership sites were interviewed using a semi-structured, open-ended format. Respondents included business-interests, other stakeholders and state agency personnel.

The author concluded that the outcome of a public-private partnership is dependent, to a large extent, on the presence or absence of six linking mechanisms in their environment. These six linking mechanisms for public-private partnerships included: (a) an official mandate or legislation legitimizing partnership interaction, (b) networks that included existing relations among individuals, (c) brokering organizations that tend to keep unrelated organizations working together for a common vision, (d) a sense of shared commonality and common purpose, (e) a crisis or very difficult issue, concern, or problem to rally around and (f) visionary leadership. Waddock suggested that these linking mechanisms, singly or in combination, provide a rich set of organizational linkages that can facilitate the public-private partnership if they are present or may hinder its development if they are lacking. It was suggested that these linking mechanisms play a critical role in bringing together public and private organizations. She summarized that partnerships are successful when the right partners are brought together around the right key issue.

Furthermore according to Waddock, the purpose of a given partnership will to a large extent be determined by the dominance of the particular linking mechanism or mechanisms that initiated it in the first place. However, that purpose or goal may change over time. She continued by stating that purpose and public-private partnerships appear to derive from the dominance of specific linking mechanisms within the partnership and subsequently, these linking mechanisms and the partnerships themselves are constantly evolving and changing.

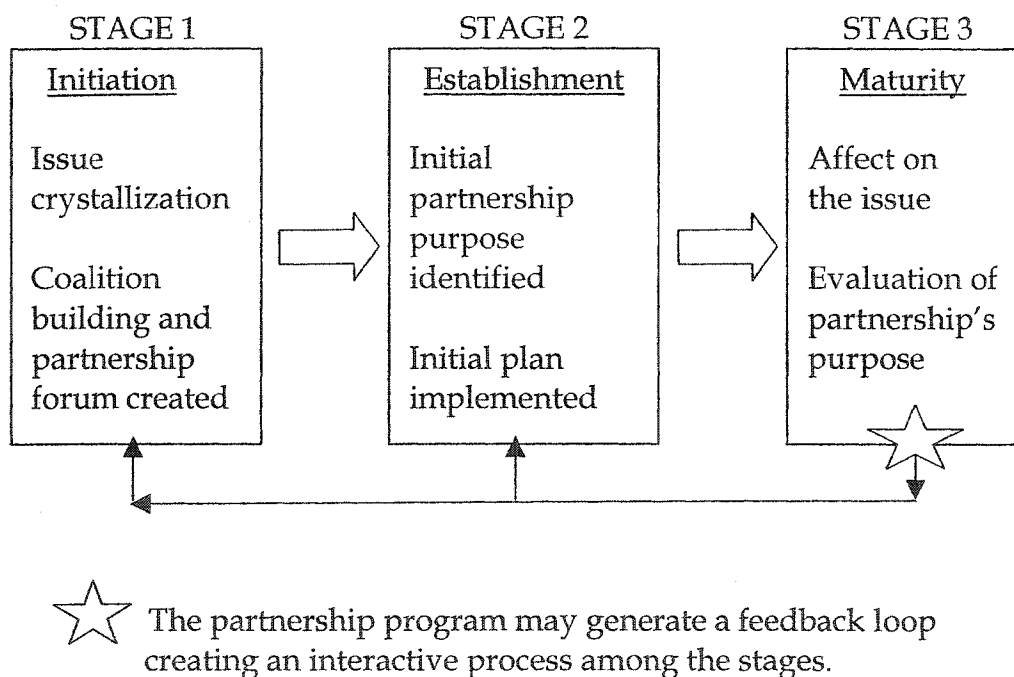


Figure 3. Integrated Flowchart of Partnership Development Stages and Characteristics, interpreted from Waddock (1986 & 1989).

Waddock viewed partnership development in three general stages. First, the *initiation stage* that involves the development of the partnership forum; second, the *establishment stage* that involves implementation of policy and procedures; and third, the *maturity stage* that comes about as the partnership adjusts to feedback and other conditions. If successful, more mature partnership programs generate a feedback loop that initiates an interactive communication process (Waddock, 1986). Since many public-private partnerships fail during the development process, it may be tempting to embrace the author's results and interpretations. However, it must be kept in mind her results revolved around only five cases that all incorporated the same theme.

In 1989 Waddock continued her analysis of public-private partnerships. She asserted that public-private partnerships ranged from those in which a single public sector and a single private-sector organization interact briefly around a common problem to those in which multiple organizations or agencies from each sector are represented in an ongoing enterprise. The author's findings were based on case studies of the five previously mentioned public-private partnerships and a review of other extant public-private partnership case studies.

Waddock suggested the evolution of public-private partnerships begins in a context of environmental forces that cause a partnership to be initiated and these environmental forces provide the catalyst for future stages of partnership development. Stages were delineated in the author's evolutionary model designed to better understand how successful partnerships are built. This model

included three stages: (a) issue crystallization, (b) coalition building, and (c) purpose formulation.

Issue crystallization described the shaping, refining and understanding a particular issue. Coalition-building involved incorporating the appropriate and relevant stakeholders. Purpose formulation involved developing a sense of group ownership surrounding the issue and establishing goals for the partnership. According to the author an essential element of a successful partnership was that each organization or agency must gain some benefit from the interaction and those benefits may need to be redefined to maintain partnership satisfaction. Although Waddock's model lacks extensive empirical testing, it does represent an early theoretical framework to better understand the public-private partnership phenomenon. Future research areas suggested by the author included the roles of the environment and leadership on the evolutionary processes associated with public-private partnerships.

A British study surrounding public-private partnerships in London by Wakeford and Valentine (2001) has relevance to public-private partnerships in the United States. The authors used three case studies to recommend ways of improving partnership elements to attain win-win situations, rather than the traditional adversarial approach normally exhibited between private and public sectors. Their first study investigated the London Underground subway system. In March of 1998, the British government announced it would be introducing public-private partnerships to the Underground Railway network to provide



stability and increase investment. The authors' second case study involved the Haringey Education Authority. Major features of this educational project included improving eight existing secondary schools. Wakeford and Valentine's third case study involved Greenwich Arts Student Village. This study featured a project that consisted of construction of 1185 student rooms and affected private contractors and three colleges in the area.

Summarizing their findings from the three studies, the authors suggested that public-private partnerships have value, both in terms of making a profit and giving managers of public sector services the flexibility to prioritize spending on other core services. The authors further stated that responsible project promoters would be well advised to shy away from justifying a public-private partnership on the grounds that private finance alone would enable the project to be undertaken that otherwise would not take place. The researchers expressed a caveat that partners need to understand that their projects may have both positive and negative impacts depending upon perspective. Wakeford and Valentine pointed out that a limited volume and quality of empirical evidence had been collected from partners responsible for the operation of large-scale public-private partnership projects. This, they suggested, makes it difficult to access overall effectiveness for this type of project. Although this study was done in London, the findings and opinions stated have relevance anywhere public-private partnerships are undertaken.

Brinkerhoff (2002), following a review of partnership literature refined her partnership concept. The author stated that literature specific to partnerships could be divided into three categories. First is the normative perspective, primarily promoted by non-government advocates. This perspective advocates a greater partnering role for business and civilian portions of the society. Second is the reactive perspective, a category Brinkerhoff suggested emerged in response to the normative perspective. This reactive perspective is illustrated in many international, government, and corporate sectors where partnerships are typically described in glowing terms and used to promote better public relations. The third category consisted of a set of related threads that have a more analytical focus. This category of literature views partnerships as instrumental and focuses on objectives, typically related to effectiveness, efficiency and responsiveness.

After her review, Brinkerhoff initially defined partnership as follows:

Partnership is a dynamic relationship among diverse actors, based on mutually agreed objectives, pursued through a shared understanding of the most rational division of labor based on the respective comparative advantages of each partner. Partnerships incorporate mutual influence, with a careful balance between synergy and respect for autonomy, which incorporates mutual respect, equal participation in decision-making, mutual accountability and transparency, Brinkerhoff (2002).

Later the author developed two definitional dimensions: mutuality and organization identity, to help further explain partnership development. Based on these two dimensions, she redefined partnership on a relative scale that makes it

distinguishable from other relationships, such as contracting out where authority is unilateral. To assess partnership development, the author suggested stakeholders assess their relative tolerance for mutuality, along with their willingness to invest in protecting the organizational identity of their potential partners. The dimensions of mutuality and organization identity are subjective; however, the author suggested that their identification and description by all partners could open communication and assist in the development of project goals. Partnerships are advised to mutually define their meaning of mutuality and organization identity specific to their organizations and within the context of a particular partnership. The author concluded that partnerships remain an evolving concept and practice. Brinkerhoff's partnership development framework and related suggestions can provide a common language of negotiation and advocacy within the partner relationship.

This literature review section was presented to heighten understanding of the dynamics that surround partnership development. In summary, Woddock (1986) suggested six linking mechanisms that bring public and private organizations together. These links included: (a) a legislative mandate, (b) existing networks and relations among individuals from unrelated organizations, (c) brokering organizations to bring partners together and keep unrelated organizations working in concert, (d) a common vision or purpose, (e) a crisis, issue, concern, or problem to focus attention, and (f) visionary leadership. In 1989 Woddock postulated an evolutionary model that delineated

partnership development into three stages: issue crystallization, coalition building, and purpose formulation. These stages provide evaluative benchmarks for determining the effectiveness of partnership development.

Wakeford and Valentine (2001) studied three London public-private partnership delivery services. The authors stated that the public-private partnerships were effective and profitable, as well as provided the public sector flexibility to prioritize spending on other core services. Though private involvement should bring efficiency and other gains; the authors commented that public-private partnership development is ill-advised if its sole justification is on the grounds that the private finance enables a project to be undertaken.

Brinkerhoff (2002) described partnership development using two differential dimensions: mutuality and organization identity. The author stressed that early within partnership development, partners should mutually define what mutuality and organization identity mean to both their specific organizations and within the context their specific partnership. Brinkerhoff asserted that this undertaking enhances partnership communication and assists in identifying mutual issues and indicators.

This review section provided information aimed at a better understanding of the aspects that surround partnership development. An understanding of partnership development augments knowledge with regard to the Sugar Creek project and public-private partnerships.

### *Partnership Characteristics*

The discussion section that follows examines literature that illuminates characteristics important to public-private partnerships. For example, Reijniers (1994) suggested that if fundamental differences in the value of partnership characteristics among individual partners were not identified and clarified early in the partnership's formation; this misunderstanding could ultimately result in organizational disappointment.

Reijniers examined 12 public-private partnership projects in the Netherlands. These projects included tunnel construction, parking garage construction, bridge construction, and railway projects. His investigation identified distinctively different characteristics for public versus private sectors. The characteristic interests of the public sector included legislation, regulation, political influence, democratic decision-making process, minimizing risks, and realizing a social or public goal. Whereas, the interests of the private sector surrounded achieving returns on investment, taking business risks, anticipating competitive developments, and realizing a corporate goal.

The author identified characteristics that were more likely to produce successful public-private partnerships versus those that were less likely to achieve that goal. Characteristics surrounding successful partnerships included:

- (a) key decision makers must form a part of the project team from its initial inception,
- (b) there must continuous monitoring of progress and goals,
- (c) partnership focus must be on measurable, goal directed results,
- (d) political

and economic risks are identified and shared at an early stage, (e) there are clear working methods and agreements, (f) the private sector is allowed to fulfill its entrepreneurial role, and (g) there must be mutual confidence.

These characteristics surrounding public and private sectors and successful public-private partnerships provide practical guidelines for the analysis of partnership viability. Whether considering initial partnership formation or a long-term prognosis, these characteristics could assist public and private stakeholders in identifying and communicating project responsibilities and benefits.

Bennett (1998) studied public-private partnerships from a global perspective. He examined 11 case studies ranging from tourism development in the United Kingdom to education in Nigerian villages. His analysis led him to define three kinds of public-private partnerships. First, direct participation of beneficiaries in design and monitoring of development projects is one kind of public-private partnership. A second kind of public-private partnership refers to the process and machinery for ongoing consultation and collaboration between public agencies and private sector representatives. A third type was described when government and private agencies share in the costs and risks, such as industrial joint ventures and concessions for the delivery of infrastructure services.

According to Bennett, partners in his study did not necessarily share the same goals and objectives. He found that governments were more often

concerned with characteristics of economic growth, output, employment, exports and tax revenue; whereas private firms were more often looking for profit, tax relief and cost sharing. The author commented that although government and private partners may prioritize concerns differently, both look for synergistic benefits. Bennett suggested the purpose of partnership interaction should be to promote the objectives of all participants.

Bennett also discussed potential benefits, issues and problems that he saw as characteristic of public-private partnerships. Potential benefits included: greater project efficiency, synergy concerning core competencies, cost sharing, and allowing a private voice to be heard. The potential issues and problems he identified included: project delay, proper representation, legal barriers, informing and educating the public, and mistrust. Though this study had a global theme, many of the benefits, issues and problems identified could be characteristics in a public-private partnership regardless of size or location. The characteristics presented by Bennett provide practical reference points for evaluating any public-private partnership.

In her 1999 study, Rosenau questioned whether public-private partnerships, in reality, combined the best characteristics from each partner? After a review of the public-private partnership literature, the author suggested that in practice, partnering is not so straightforward because of differing policy ethics and managerial ethics. These differing ethics imply obligations that are different for each partner. She states that predicting the success or failure of

implementing public-private partnerships, although desirable, is extremely difficult. Therefore, according to the author, monitoring partnerships for impact and performance becomes even more critical.

Another pertinent question posed by Rosenau (1999) concerned how public-private partnerships affect public participation and its input into the policy development process? Her study provided evidence that public-private partnering may reduce citizen input into the policy process. By encouraging public involvement to too great an extent, citizen input may become diluted and reduce its input into the actual policy process. Related studies, Lovrich (1999) and Kamieniecki, Shafie and Silvers (1999), suggested that public-private partnerships might actually reduce the opportunity for citizen or public input. Both studies' authors speculated this situation might be caused by either input dilution or influential and powerful private voices weakening and stifling other public input.

Rosenau (1999) expressed concern that many partnerships are structured to increase citizen participation, address their concerns and not dilute their input into the policy process. She warned that public participation surrounding public-private partnerships is a characteristic that must be planned for, closely monitored and evaluated for applicability.

She presented the following recommendations. When cost considerations are the main concern, when external factors are expected to be limited, when a short time frame is in place, then public-private partnerships may be



appropriate. However, when one or more of those conditions do not hold, when accountability is critical, when there are vulnerable populations involved, when cost shifting presents problems, or when societal choices may be more important than costs, then public-private partnership may not be the best approach to a particular project.

Rosenau summarized by stating that public-private partnerships have not resolved all problems with regard to stakeholder equity, access, participation, and democratic citizen input. What in fact, public-private partnerships may achieve are cost reductions at the price of equitable and democratic processes. This author viewed public-private partnerships pragmatically, not as a panacea, but an imperfect tool in need of further examination, refinement and reform.

In a study by Lindner (1999) characteristics of public-private partnerships were investigated through an analysis of the multiple meanings of the term itself. After an extensive literature review surrounding public-private partnerships, he identified six distinct uses of the term. The author began by debunking the frequently expressed view that partnership is a derivative of the privatization movement. He stated that the movement for privatization in the 1980s endorsed the existence of a clear boundary separating the public and private sectors by contesting the division of responsibility between them. The idea of partnership, however, represents a different set of conceptual premises altogether. The hallmark of partnerships is cooperation, not competition, and the real driving

mechanism is not necessarily numbers of customers or profit margins, but a joint venture that spreads financial risks between public and private sectors.

Lindner (1999) then turns to an analysis of the different meanings for public-private partnerships. His first interpretation viewed partnership as *management reform*. Wherein partnerships are promoted as an innovative tool that will change the way government functions, largely by tapping into the free enterprise market. To form this type partnership, managers of government programs formally enlist the collaboration of profit-seeking firms that already enjoy and understand the benefits of the free enterprise market.

Lindner's (1999) second definition viewed partnership management as a *problem conversion* in which private firms bring their know-how and capital to relieve a government burden or problem. He also defined public-private partnerships as a *regeneration process* where government managers may be drawn into entrepreneurial activities via partnerships that may strengthen their agencies and stimulate creative problem solving. Another definition views partnerships serving as a *risk shifting process*. This view perceives public-private partnership arrangements as a means of getting private interests to sign on with government projects. The government may then envision less risk because the private sector is promising a potential for profit. Lastly, the author stated partnerships might serve as a *power-sharing instrument*; providing a focus for cooperation and trust that may replace pre-existing adversarial relations. He qualified this definition by stating: any relationship between partners involves some mutual sharing of

benefits, responsibility, knowledge, and risk; and that partnerships need to create an expectation of give-and-take between partners.

The various definitional terms discussed by Lindner, illustrated important characteristics for understanding the principles surrounding public-private partnerships. He commented that his meanings were neither mutually exclusive nor did they represent definitive definitional categories. His suggestion was that they could best serve as reference points for analysis of public-private partnerships.

This discussion of partnership characteristics reviewed six studies that identified characteristics and distinguishable features that surround public-private partnerships. Knowledge of these characteristics can assist in providing insight and guidance for analyzing the nature and effectiveness of a public-private partnership. This section's authors provided many examples of partnership characteristics, such as decision maker's role, monitoring progress and goals, shared benefits and risk, and public input. These characteristics help to better define the differences between the private sector, public sector, public-private partnerships, and successful and unsuccessful partnerships. These characteristics are not necessarily isolated entities or perfectly delineated. However, any specific public-private partnership might view these characteristics as tools for project evaluation.

### *Partnership Effectiveness*

In simplistic terms, effectiveness of a public-private partnership may be judged by whether partnership goals have been attained. However, an inclusive evaluation of effectiveness reveals a much more complex situation. The discussion of *Partnership Effectiveness* that follows examined partnership and organizational stages and how changing conditions might affect and determine their effectiveness. Quinn and Cameron (1983) studied organizational life cycles and how particular criteria influenced an organization's effectiveness. The authors' examined nine historical organizational models and found that all models examined suggested a progression through similar life cycle stages. Each of the nine models contained an *entrepreneurial stage* (early innovation, niche formation, creativity), a *collectivity or commitment stage* (high cohesion), a *stability and control stage* (institutionalization), and lastly, an *expansion and adaptation stage* (decentralization). The authors surveyed extant literature and compiled a list of variables that had been used as organizational effectiveness indicators. A panel of experts from the organizational field was asked to organize the indicators and to identify the dimensions upon which they might be based.

In a concurrent study, Quinn and Rohrbaugh (1983) interpreted the experts' input from the original Quinn and Cameron (1983) data. Quinn and Rohrbaugh suggested that information individuals use to make evaluations about the effectiveness of organizations were based upon three underlying dimensions. First, individuals make evaluations based upon "individual

satisfaction" versus "organizational goal accomplishment". Secondly, individuals make evaluations concerning the organization's "flexibility" versus its "control". And lastly, individuals make evaluations about the effectiveness of an organization based upon more concern for the "ends" than a concern for the "means".

Quinn and Cameron (1983) tested organizational postulates by using a chronicled life cycle case study that surrounded a state community health organization. The organization, with 800 staff members and a nine million dollar annual budget, treated developmental disorders in a six-county area. Interviews, observations, and archival techniques were employed to investigate this organization. The authors hypothesized that during entrepreneurial and commitment stages of organization development the most important criteria of effectiveness would be flexibility and resource acquisition.

The health organization had been judged by both public and governmental records to be effective during those two initial stages. Subsequently however, a series of newspaper articles changed the organization's operating environment. The organization was faced with accusations of bureaucratic inefficiency and other inefficient practices. Organizational practices hadn't changed, however the criteria by which the organization was being judged had changed. According to the researchers the emergence of a new and powerful strategic contingency, the media, should have resulted in organizational adaptation. The authors suggested the organization should have adapted toward more rational and flexible goals.

Over the initial period of six years the organization had prospered. However, with increasing media attention and public ridicule, that situation began to change. Within a year after media attention began the director was replaced and the organization was restructured.

This case provided an example of why an organization or partnership must be cognizant of the effectiveness factors under which it is evaluated. These factors may change at any time, and are especially precarious when constituency power or stakeholder power are altered. According to Quinn and Cameron (1983) organizations must adopt the primary criteria of effectiveness expounded by the dominant constituency in order to survive and thrive.

Expanding upon Quinn and Cameron's criteria for effectiveness, Waddock and Bannister (1991) conducted a study to first identify from extant literature those elements expected to be associated with overall partnership effectiveness and then from those elements, using an empirical study, determine the actual correlates of social partnership effectiveness. Waddock and Bannister acknowledged that *social partnerships* are a subset of *overall partnerships* and that the terms *social partnerships* and *public-private partnerships* are synonymous.

The authors also stated they had designed this study of public-private partnership effectiveness using two perspectives: first, the traditional perspective that measured by assessing the inputs, processes and outputs of partnerships. These factors were viewed in light of the processes that first brought the partners together and had held them together over time. Their second perspective for

assessment focused on preconditions and processes that were essential to making collaboration actually work. This second perspective investigated processes that involved partner formation and maintenance in regard to a successful collaborative outcome.

Following their literature review to discover elements surrounding overall partnership effectiveness, questionnaires were sent to 248 public-private partnership participants. The questionnaire sought to compare these elements of overall partnership effectiveness to the experiences and interpretations of each public-private partnership respondent. Generalizability of this study's results to other partnership populations may be in question considering only 28%, 70 of the original 248 questionnaires sent, were returned. However, those questionnaires returned were equally represented, 35 from public organizations and 35 from private organizations. All respondents had previously participated in a public-private partnership.

Waddock and Bannister (1991) had operationalized the competing values model originally developed by Quinn and Rohrbaugh's (1983) by adapting 13 effectiveness criteria items to a Likert scale. The scale allowed respondents to rate each criterion within a range of 1 (*strongly disagree*) to 7 (*strongly agree*). Based on correlation analysis all of the variables in their competing values model, including those associated specifically with public-private partnerships, were highly correlated. The authors suggested that any of the variables they tested might be used as a surrogate for partnership effectiveness.

According to Waddock and Bannister (1991), Quinn and Rohrbaugh's competing values model emerged as a strong predictor of overall effectiveness. They suggested their correlations indicated that organizational partners should recognize the potential benefits of their alliance to all parties and be aware of their interdependence and purpose. Furthermore, Waddock and Bannister recommended a need for attention to a wide-range of factors that draw and keep collaborations together and effective. This study determined all 13 criteria tested were indicators of partnership effectiveness. This equivocal result proposes the need for further research to weigh and prioritize criteria that influence public-private partnership effectiveness and to determine particular combinations of criteria that are more likely to lead to public-private partnership effectiveness.

A study by Selin and Myers (1995) augmented Waddock and Bannisters' (1991) findings concerning criteria and predictors of partnership effectiveness. Selin and Myers asked an original research question: what individual, interpersonal, and organizational characteristics do partnership members identify as predictors of overall partnership effectiveness and partner satisfaction? The purpose of this study was to identify elements connected with partnership effectiveness and partnership satisfaction, as perceived by members of a broad-based regional partnership, the Coalition for Unified Recreation in the Eastern Sierra (CURES). Data collection included document analysis, personal interviews with CURES members, and a survey of the CURES membership.



Qualitative data analysis from personal interviews revealed factors thought to be important to both partnership effectiveness and partner satisfaction. The authors grouped these factors into three general categories: (a) individual characteristics relating to personal traits, motivations, and attitude, (b) interpersonal characteristics that included informal networks of personal communication, and (c) organizational characteristics that included issues such as organizational goals and structure.

Quantitative data analysis included a multiple regression test on survey results to determine which set of hypothesized correlates best explained the differences in overall partnership effectiveness and partner satisfaction. According to the authors, results from the qualitative and quantitative phases of their study generally corroborated one another. A number of correlates of partnership effectiveness and partnership satisfaction were identified including: administrative support, level of trust, sense of belonging, and strong leadership. Selin and Myers suggested the findings associated with effective partnerships required nurturing and should encourage, reward and provide time for employees to engage in partnership activities.

The authors proposed that partnership leaders should pay close attention to how others perceive the partnership and take appropriate steps to ensure that all communication lines remain open. Though study results appeared on the surface to be pragmatic there are underlying reasons for concern. Only 45 members participated, out of a total of 96 CURES members. Both representation

and generalization of this study are problematic. A participation rate this low casts doubt on whether this study properly represented all members of the CURES partnership? This low participation rate coupled with the inherent nature of single case study design makes generalization to other populations and organizations spurious. To continue to advance understanding surrounding partnership effectiveness further research is needed involving other partnership settings, other partnership arrangements, with larger sample sizes.

Huang (2001) studied an economic development, public-private partnership project. His research examined a public-private partnership involving the Atlantic Richfield Company (ARCO) and the city of Carson, California. In a 1999 partnership agreement, the city of Carson gave a \$5 million tax rebate to ARCO to secure construction of a \$350 million propylene plant. The plant was to bring at least 1300 jobs and \$30 million in tax revenue to the city within 15 years. Huang examined partnership effectiveness using three methods of analysis. First, by using qualitative social network analysis he examined and analyzed the influence of interpersonal relationships among private and public actors involved in the local economic public-private development. Social network analysis involves focused observation to uncover the patterns of peoples' interactions. Second, he determined the partnership's net benefits to the city, using the quantitative tool of cost-benefit analysis. And third, he combined his results to investigate the linkages between power in the partnership process and policy outcomes.

Huang claimed three contributions from his research. First, social network analysis indicated certain key decision-makers played important rolls in the approval of the economic development plan. He further suggested that many individuals possessed some power in the decision-making process, though businesspersons appeared to be more active in actual economic development activities than elected officials. Second, the author claimed that elected officials were not the economic development engines that many had expected them to be. Third, the study indicated that tax abatement did not have a significant financial effect or reduce costs to the private partner in the long run.

The descriptive parameters provided concerning this public-private partnership project are not unlike those of many local economic development projects. This California study possesses similarities and parallels with the existent Sugar Creek Project: both involve public and private sectors, both involve many millions of dollars, both plan to provide many jobs, and both provide the private investor with a tax advantage. Important observations provided by Huang include: (a) key decision-makers played a significant role in the approval of the project; (b) business people, rather than elected officials, appeared to be more active in economic development activities (providing much of the motivation and power required to affect economic development decision-making). Huang suggested further study involving different types and locations of public-private partnerships was indicated to define and prioritize decision-making power among politicians, private business and the public.

This discussion category examined studies that revealed factors surrounding the effectiveness of partnerships. The effectiveness of a partnership, though subject to interpretation and susceptible to change, periodically must be determined to assess its viability and worth at a particular point in time.

Discussion of this category included: (a) identification of partnership effectiveness criteria, (b) prioritization of effectiveness criteria, (c) partnership life cycles and effectiveness criteria, (d) the relationship of partnership effectiveness and partner satisfaction, and (e) how private business and public officials affect partnership effectiveness. This review category provided information that can assist in evaluating, interpreting and understanding partnership effectiveness.

#### *Fundamentals Summary*

Thus far this literature review has focused on research involving the basic elements surrounding partnerships. Using this perspective of partnership fundamentals (basic elements) as a conceptual guideline, the following categories have been examined: collaboration, partnership development, partnership characteristics, as well as partnership effectiveness. This fundamental perspective has been presented to establish a shared understanding surrounding the basic influences associated with public-private partnerships.

#### Partnership Types

The discussion that follows involved examination of related research using a perspective of partnership types. Building upon the fundamentals previously recreation management partnerships, as well as tourism partnerships.

These presented, this section investigated categories that included: resource and partnership categories are closely aligned with the Sugar Creek Project.

### *Recreation and Resource Management*

#### *Recreational partnerships.*

McAvoy, Schatz, and Lime (1991) conducted a case study to evaluate the effectiveness of a modified transactive planning process intended to improve communication and cooperation between public sector resource managers and private sector businesses. The transactive approach to planning was developed by Friedman (1973) and offered a process that focused upon interpersonal contact between decision makers and those affected by the plan; a process of mutual learning. This study's population was comprised of 26 full-time USDA Forest Service employees, along with 73 private sector business representatives. All employee and private business representatives were associated with outdoor recreation resource management within the Superior National Forest.

Four sequential goals were associated with this study's planning process, they included: (a) identifying mutual issues and concerns, (b) identifying cooperative actions, (c) prioritizing issues and actions, and (d) planning the implementation of the prioritized cooperative actions identified. Between April and December 1989 this study's methodology was operationalized through the following actions: (1) an open-ended, mail-back questionnaire concerning outdoor wilderness and visitor management, (2) participants were invited to two meetings that employed questionnaires and a focused discussion, (3) a public

in-depth survey questionnaire that offered an opportunity for mutual learning, and (4) task oriented working meetings to begin planning cooperative actions.

According to the authors, results of their study indicated the modified transactive planning process had accomplished the following: (a) it showed that public managers and private businesses share many of the same goals and concerns, (b) it promoted cooperation and improved communication, (c) the process can be integrated with other more traditional planning models. A limitation associated with this research was the low percentage of the study's population attending the two public meetings, 35 and 18 respectively, out of a total of 99 subjects. However, the identification of an effective planning mechanism that can be integrated into planning protocol is potentially valuable in both practice and theory for resource partnerships.

Selin and Chavez (1992) employed a multiple case study design to construct theory related to three USDA Forest Service recreation partnerships. The authors examination included the following areas: (a) the character of the partnership, (b) stages of development, (c) correlates of success, and (d) partnership constraints. A major goal of this research was to test an evolutionary model of partnership development. This model, originally proposed by Gray (1985) and subsequently modified by Selin and Chavez (1994a, 1995b), demonstrated how collaboration emerges from an environmental context and then proceeds through a problem setting stage, a direction setting stage, and a structuring stage. Development of this model was fully discussed within the

Collaboration category in the “fundamentals perspective” section of Chapter 2 (see Table 1).

The initial stage of this model was confirmed; common environmental forces such as incentive, leadership, common vision, and existing networks were found to be important in partnership formation. All cases studied proceeded into a problem setting stage that involved interdependency linkages and efforts to commonly define the problem. Next, the direction setting stage was accomplished through the establishment of goals and ground rules. After that, a structuring stage involved the assignment of roles and the creation of a regulatory framework to guide future partnership action. Finally, all three partnership cases examined came to an outcome stage, where programs were implemented and facilities constructed.

This study employed multiple data sources including interviews and documents analysis. Respondents identified a number of criteria associated with partnership success. One of the most commonly identified criteria was the need for a *shared vision* where all partners envision a common goal. Two common barriers to partnership success were recognized, *agency transfers* and *restrictive specifications*. These barriers refer to key personnel being transferred during a partnership project, and policies or regulations that restrict partnership progress. The authors proposed evolutionary model, along with their study’s practical results, offer a number of suggestions for pragmatic field implementation and monitoring of partnership projects. However, only three cases were used in this

study and those cases represented only successful partnerships. Continued and more diverse investigation is indicated. Future studies should include different types of partnerships at various locations that were deemed unsuccessful, as well as successful.

Selin and Chavez (1993) focused their partnership investigation upon the USDA Forest Service's National Recreation Strategy and its influence upon partnership formation and management. The National Recreation Strategy was an initiative that emphasized partnerships and volunteerism as a means of improving recreation opportunities on USDA Forest Service land. Questionnaires were mailed to 887 USDA Forest Service employees and 432 were returned. Respondents were asked to indicate how strongly they agreed or disagreed with 13 statements describing desired conditions for partnerships in the USDA Forest Service. For example one statement said: "partnerships are a high priority on my USDA Forest Service unit." In addition, several open-ended questions prompted respondents to suggest ideas for improving partnership components of the National Recreation Strategy.

Results from this survey provided evidence that the National Recreation Strategy with its focus on partnership formation had influenced recreation policy and management in the USDA Forest Service. The study also indicated that since the implementation of the Strategy, positive changes had been made surrounding the 13 partnership conditions examined. However, the major concern voiced by the USDA Forest Service respondents was that the impact of



the strategy had been geared more towards attitudinal change rather than substantive results. Many respondents expressed that greater financial assistance, human resources and logistical support need be provided to properly implement the Strategy's partnership objectives.

The researchers suggested that personnel workloads be monitored and adjusted to accommodate expanding partnership programs and roles. Also, incentives such as sharing expertise, equipment, training opportunities and public recognition be implemented to include outside partners, as well as USDA Forest Service personnel. The authors' suggested actions have the potential to assist in the creation of a shared vision among the USDA Forest Service and all stakeholders; their implementation and evaluation in future partnership endeavors are warranted.

Darrow, Vaske, Donnelly, and Dingman (1993) evaluated partnerships between a natural resource agencies and private businesses. They wished to identify characteristics and processes that underlie successful partnerships. Characteristics investigated included: (a) types of partners, (b) nature of administrative structures, (c) funding structures, (d) time span of operations, and (e) types of projects.

The authors examined evidence concerning the following partnership processes: (a) a vision or mission statement, (b) a goal statement, (c) written plans of operation, (d) long range plans, (e) economic statements, (f) stated alternatives to the partnership, (g) stated roles of the partners, (h) an impact statement, and

(i) public support. Their study compared these processes among 25 chronicled partnership case studies from the National Park Service to identify common elements. Two independent raters evaluated each case and each case was analyzed using the five characteristic parameters and nine process elements previously mentioned.

Results indicated that common characteristics surrounding these National Park Service partnerships involved the following factors: (a) the leadership role was generally assumed by a government agency, (b) a task force was the most often used administrative structure, (c) government appropriation was the most common source of funding, and (d) the most common purposes for establishing a National Park Service partnership was natural resource protection, cultural resource protection and recreation projects, respectively.

Analysis of the nine process elements indicated that successful partnerships included: a mission or vision statement, goal statements, written operational plans, long range plans including strategies for terminating the partnership, a delineation of the roles of contributing members, and a description of potential partnership impacts. Also, the researchers suggested that involving the public in the decision-making processes associated with these National Park Service public-private partnerships appeared to be a key element contributing to their success.

These findings are useful because they contain organizational processes that could provide a checklist or framework for guiding a public-private

partnership venture. However, the extent to which this study's findings can be generalized is limited. First, all the cases studied involved the same government agency, the National Park Service. Second, all cases studied involved successful partnerships, no unsuccessful partnerships were represented. Future studies need to address other agencies' partnerships, as well as the risks inherent in establishing and maintaining a public-private partnership. Prospective research might include the effects of positive or negative publicity, the components of compromise, funding sources, and why a partnership simply may not fulfill private or public agency objectives.

In view of the risks associated with public-private partnerships, Mowen and Everett (2000) recognized the need to establish screening mechanisms that could assist in selecting private partners for inclusion into public park agency partnerships. The purpose of their research was to identify and minimize partnership risks, while in turn maximize partnership benefits. The authors' investigation focused upon six questions gleaned from a variety of sources that included recreation agency partnership guidebooks, recreation partnership case studies, and existing recreation partnership research findings. Using specific case study examples, the following questions were analyzed and discussed by the authors:

1. Under what conditions will the public support a certain kind of partner and partnership? Mowen (1999) found in a study of the Fairfax County Park Authority that 85 percent of the visitors had a neutral or favorable attitude

toward corporate sponsorship in public parks. Many of those visitors stated that a partnership is a good idea if it adds resources to the park's organization, keeps prices down, and improves services. However, visitors also expressed that a public-private partnership was a bad idea if it lead to; overcrowding, produced greater difficulty in accessing services, or created a reduction in services. This study suggested that public opinion towards public-private recreational partnerships depended largely on the specific sponsorship conditions and the partnership's outcomes as perceived by the public.

2. Is there a match between the target market of the private corporation and the audience served by the park and recreation agency? According to Crompton (1999) and LaPage (1994), this match could be based on a private corporation's products, as well as the recreationists who are likely to use those products. Crompton discussed Chrysler Corporation's sponsorship of the Boston Symphony. Based on the demographics of Boston Symphony patrons; Chrysler believed those symphony patrons matched potential customers for their product. LaPage described Nabisco's sponsorship of the National Park Service as having been based on the lifestyle of outdoor recreationists. Nabisco believed the all-natural, nutritious, and healthy attributes of their products were appealing to an audience who enjoyed hiking, camping, and outdoor activities.

3. Is the corporation part of an industry or product category inconsistent with the values, image, or mission of the recreation and park agency? The USDA Forest Service has developed guidelines that explicitly state that missions,

values, and goals of private partners must be consistent with USDA Forest Service's interest in healthy ecosystems and vital communities (USDA Forest Service, 1997). According to Mowen and Everett in 1998, the city of Ottawa, the national capital of Canada, established a set of corporate sponsors based upon specific guidelines that included the values of fair labor practices, a multinational workforce, and environmental stewardship. Ultimately the question of whether a private corporation is appropriate for a partnership may boil down to the corporation's public image. Whether or not the public perceives a natural and comfortable connection between the public agency and the private corporation is of utmost importance.

4. When does a private corporation practice behaviors that are inconsistent with the values, image, or mission of the park and recreation agency? As an example, in 1997 the city of Ottawa initially considered a partnership with a major sporting goods firm; but upon closer examination it was decided this partnership was inappropriate based upon the labor practices of that corporation. The corporation's labor practices were determined to be inconsistent with Ottawa partnership guidelines and values. The authors suggested that in addition to labor practices, park and recreation agencies should also examine the environmental practices and policies of potential private partners.

5. Will the private corporation be flexible with the partnership agreement? According to Selin and Myers (1995), successful partnerships should include a

degree of flexibility. Public park and recreation agencies should seek out partnerships by employing flexible contracts; characterized by early and frequent renewal and re-evaluation, available predetermined cancellation dates, and an escape clause if the relationship becomes no longer mutually beneficial (Dymowski, 1999). Situations where flexibility may become critical include if there are lower than expected partnership returns or high public criticism surrounds the partnership. Either of these situations might warrant dissolving the partnership.

6. Will the partnership interfere with existing park and recreation agency practices or compromise pre-existing resources? In other words, will the partnership effect day-to-day business operations or affect public perception of the recreation agency? According to Dymowski (1999), one way of dealing with public misconception and corporate influence is to establish an independent board that oversees sponsorship and partnership screening and evaluation. This arrangement, he suggests, can sometimes help to reduce the potential for undue corporate influence and also keep the public informed regarding partnership dynamics.

In summary, Mowen and Everetts' six-question discussion, concerning public agencies screening and selecting appropriate private partners for public-private partnerships, produced the following recommendations:

1. Clarify the park and recreation agency's own values and develop appropriate agency partnership guidelines.

2. Have park and recreation managers choose private corporations for partners that have a natural link to the mission of their own park and recreation agency, as well to the different publics the agency serves.

3. Be *aware* that successful partnerships between public agencies and private corporations require considerable resource investment and a set of favorable conditions (such as environmental, political, or cultural).

4. Be *willing* to devote adequate personnel and physical resources to establish public-private relationships.

Mowen and Everett suggested partnership formation should involve partners who share a mutual concern for the same issues and share similar target markets. They further recommended that future public-private partnership research should evaluate information from all related documents, public agency personnel input, private corporation personnel input, and input from the general public.

*Watershed resource partnerships.*

There is a wide range of resource management partnerships. They vary from the public-private recreation partnerships previously discussed, to partnerships that involve management of a particular environmental asset, such as a watershed. Watersheds may be loosely interpreted as areas drained by a river or stream. Both watershed management and recreation management play an integral role in a lakeside resort project like Sugar Creek. The completed resort would not only be a regional recreational provider, but also be located on

the shores of a 9,000-acre lake that supplies water for two counties. In addition, relevant recommendations from watershed management partnership research may be applicable to recreation partnerships.

Leach and Pelkey (2001) defined watershed partnerships as diverse groups of stakeholders who periodically meet to resolve conflicts and manage watershed resources. Leach and Pelkey identified factors affecting conflict resolution in watershed partnerships, assessed public policy theories relevant to watershed partnership structure and function, and provided practical suggestions for designing successful watershed partnerships. The authors reviewed 37 watershed case studies that included quantitative comparisons of several partnerships, along with surveys of stakeholders.

The researchers found two alternative definitions for partnership success had been used in the literature. One definition judged success by the adoption and implementation of watershed plans, projects, or policies, and their eventual impacts on the environment and socioeconomic indicators. The other definition of judging partnership success included consensus building, conflict resolution, satisfying stakeholders, and strengthening the long-term organizational capacity of the partnership. The most frequently recurring themes found in their research included: (1) the necessity of adequate funding, (2) effective leadership and management, (3) interpersonal trust, and (4) committed participants.

Leach and Pelkey used factor analysis to identify four factors that taken together explained 95 percent of the variance. The two most important factors



that contributed to a successful partnership emphasized the importance of balancing the partnership's resources, activities, and the need to employ a flexible and informal partnership structure. The next two most common factors critical to a successful partnership included the need to engage in a limited scope of activity and to establish inclusive membership rules that encourage diverse participation. Additional factors recognized by the authors involved proper funding and participation by an effective leader.

Leach and Pelkey concluded stating that local circumstances are very important to partnerships and because of this fact it would be very difficult to construct a specific formula for determining the potential success of a particular partnership project. In summation, they suggested two key factors for partnership success: (a) the importance of adequate funding and effective leadership, (b) the significance of interpersonal assets such as having participants who are cooperative and committed to the process and who trust the other members of the partnership. Though the cases analyzed in their study were limited to watershed partnerships, the authors' suggestions can assist stakeholders in prioritizing aspects concerning their own partnership's structure and process.

*Recreation and resource management summary.*

This completes the literature review discussion involving partnerships in recreation and resource management. This section explored numerous authors, articles and their contributions to partnership research. McAvoy, Schatz and

Lime (1991) conducted a study to evaluate the effectiveness of a planning process intended to improve communication and cooperation between the public and private sectors. These authors suggested a four stage planning mechanism: (a) identifying mutual issues and concerns, (b) identifying cooperative actions, (c) prioritizing issues and actions, and (d) planning the implementation. The authors suggested their four stage planning mechanism might prove useful when integrated into partnership protocol.

Selin and Chavez (1992) tested an evolutionary model of collaboration. They interpreted the stages of collaboration as problem setting, direction setting, and structuring stages. These authors revealed that the most common criteria needed for partnership success was a shared vision. In 1993 the same authors focused their partnership investigation upon the National Recreation Strategy. Their conclusion was that the USDA Forest Service was geared more toward attitudinal change than to real substantive action towards partnership development.

Darrow, Vaske, Donnelly, and Dingman (1993) reviewed case studies surrounding the National Park Service. Their results stressed the importance of a common mission statement, a common goal statement, written operational plans, and strategies for terminating the partnership.

Screening mechanisms for new private partners was the focus of Mowen and Everett (2000). Their research results emphasized the effects of public perception, matching public and private market interests, and most important

was that a public agency should first determine its own values and develop appropriate guidelines for partnerships before considering potential partners.

Leach and Pelkey (2001) identified factors surrounding watershed partnerships. Their findings highlighted the importance of balancing partnership resources and activities and the need to employ a flexible and informal partnership structure. The authors' final consensus was that local circumstances surrounding partnerships are very important and because of that fact it would be difficult to construct a specific formula to determine the potential for any particular partnership to be successful.

These studies show the subjective nature of partnership formation and partnership success. These investigations also exhibit findings and present suggestions that warrant consideration by any partnership wishing to be successful.

#### *Partnerships and Tourism*

A pertinent and potentially dynamic area surrounding the Sugar Creek public-private partnership involves its development as a tourism destination. Tourism associated with this project has the potential to influence and change the economy and landscape throughout the region. With these factors in mind, this final discussion section presents research surrounding partnerships and tourism.

Selin and Beason (1991) studied the interorganizational relations between the USDA Forest Service, chambers of commerce, and tourism associations adjacent to the Ozark-St. Francis National Forest in Arkansas. The purposes of

the study were threefold: (a) determine what forms of deliberate relations presently occur between the USDA Forest Service and tourism advocacy organizations, (b) assess the extent to which relations were characterized as either cooperative or conflicting, and (c) examine what organizational and environmental factors might explain variations in cooperative relations. The subjects interviewed included five USDA Forest Service district managers, eight presidents of regional tourism associations, along with twenty presidents of area chambers of commerce. District rangers completed multiple interviews, one for each chamber of commerce and tourism association located within twenty-five road miles of their district boundary. Subjects were interviewed in person with the use of a structured interview format. All interviews were conducted within a two-week period.

Results provided empirical support that lack of awareness and differing ideologies acted as barriers to effective communication between natural resource management agencies and tourism advocacy organizations. Three predictors of cooperative relations emerged from this investigation: (a) those organizations that exhibited high levels of domain consensus (providing the same services or serving the same clients) engaged in more cooperative relations, (b) those organizations geographically close to one another exhibited more cooperative relations, and (c) those organizations demonstrating high levels of independence, with little interorganizational contact or understanding, contributed to a lack of cooperative relations. The authors' advised additional research was needed to

develop intervention strategies for facilitating cooperative relations. They further suggested that tourism managers adopt a more domain-based focus (an awareness of providing comparable services or serving similar clients) and that tourism organizations consider these common interests and interdependencies during decision-making.

Selin and Chavez (1994b, 1994c) developed a contextual understanding of the dynamic nature of tourism partnerships in their multiple case study. Characteristics of tourism partnership success from a qualitative research paradigm were examined. Partnerships analyzed included the USDA Forest Service and other federal, state, and local organizations and individuals. Three separate partnership locations were selected for this multiple case study. The first partnership involved the construction of a regional visitor center in Eagle, Colorado. The second partnership concerned a statewide effort to develop an integrated scenic byway system in Utah. The third partnership involved the interpretation of the region's logging history in St. Maries, Idaho. Multiple sources of data collection were employed. Data sources included the review of related records including letters, documents and articles; as well as twenty-three individuals interviewed at the three sites.

Participants in the three partnerships identified a number of characteristics that contributed to a successful partnership. The researchers categorized these successful characteristics as follows: (a) personal characteristics, (b) interpersonal

characteristics, (c) organizational characteristics, and (d) operational characteristics.

According to the authors, results from their study also identified a number of managerial actions that could be used to enhance the value of partnerships. Suggested actions included: (a) develop more flexible personnel and accounting systems, (b) ensure staff consistency over the life of the partnership, and (c) implement partnership incentive programs for agency staff and potential external partners.

The authors proposed that continued research was needed that not only should examine successful partnerships, but the reasons for failed partnerships as well. While this study provided useful suggestions for partnership success, it did not address warnings or indicators surrounding partnership nonsuccess. Generalizability and reliability of the outcomes of this study to other particular partnerships are suspect due to: (a) the small number of cases studied, (b) the diversity of case study projects investigated, and (c) the diversity and numbers of stakeholders involved.

Selin and Chavez extended their (1994) findings to a (1995b) study in which they developed an evolutionary model of tourism partnerships that emphasized the dynamic, yet fragile nature of its collective efforts. The evolutionary model they presented was based upon: (a) an empirical study of three tourism partnerships from their 1994 study, (b) a review of existing tourism partnership case studies, and (c) the integration of emerging theory from the

organizational behavior field. The three partnerships from their 1994 study included: (a) a community project in Eagle, Colorado to construct a visitor center, (b) a statewide effort by Utah to develop an integrated scenic byway system, and (c) a community partnership to interpret local logging history in St. Maries, Idaho. These partnerships were used in the authors' previous study. Data sources included semi-structured interviews and document analysis.

Twenty-three interviews of key partners were completed.

According to the authors, these tourism partnerships began in a context of environmental forces that caused a partnership to be initiated. From these environmental antecedents, partnerships evolved sequentially through problem setting, direction setting, and structuring phases. Characteristics of each evolutionary phase were delineated by the authors, as well as outcome possibilities and a feedback loop emphasizing the dynamic and cyclical nature of tourism partnership evolution (see Figure 4).

The study's results suggest competition among partners, bureaucratic inertia, and geographic organizational fragmentation were constraints to collective action. This investigation demonstrated both conditions and the intricate balances necessary at each stage of development to achieve partnership success. This study established a helpful framework to examine tourism partnerships by using an evolutionary model. However, additional study is required to fully understand why partnerships succeed or fail.

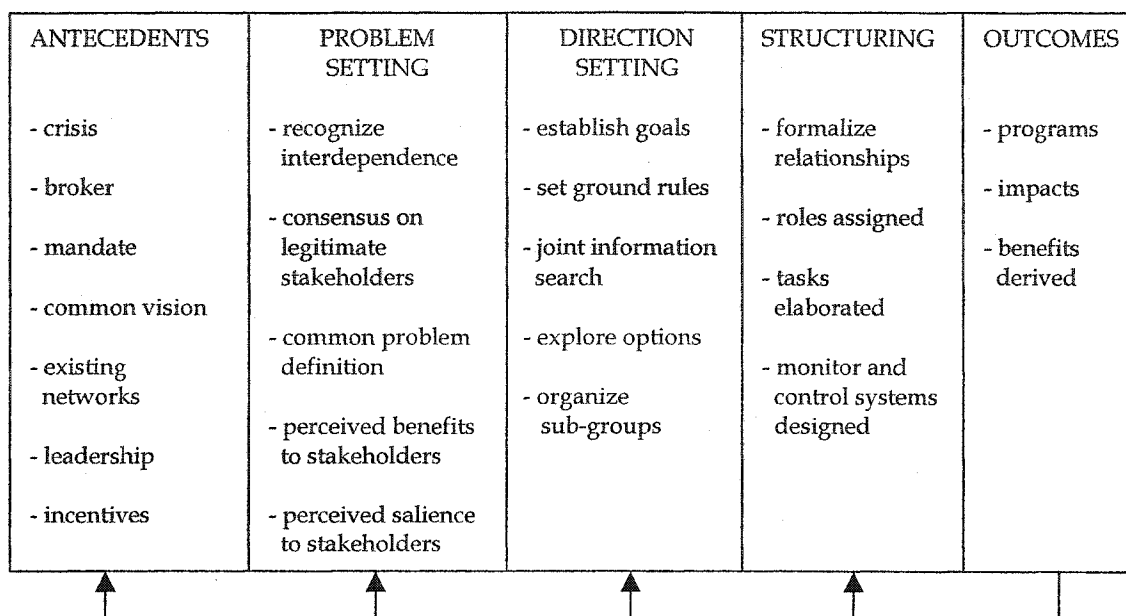


Figure 4. Evolutionary Model of Tourism Partnership (Selin and Chavez, 1995b).

An English study by Augustyn and Knowles (2000) has tourism partnership relevance and is pertinent to the Sugar Creek Resort partnership. Their investigation was aimed at identifying critical success factors for tourism partnerships between the public and private sector and to assess the performance of such arrangements. An extensive literature review was undertaken by the authors to specify a set of tourism partnership success factors. An evaluative case study approach using a tourism partnership in York, England constituted the case study portion of their investigation. Primary and secondary research techniques were utilized to collect relevant data. Documents, both internal and



external to the partnership, were evaluated. Telephone interviews with key stakeholders provided a means for triangulation of data.

Results indicated that characteristics of the developmental structure of a tourism partnership could be enhanced through several new partnership performance components. These components included: (a) reliance on a limited source of funds should be avoided, (b) managers and experts should be involved in both the initiation and implementation of the partnership strategy, (c) contributions to attaining partnership goals creates a dynamic environment and it should be rewarded. The authors' point out that continuous evaluation of these partnership performance components was needed to ensure partnership efficacy. Subsequently, drawing upon both tourism and general literature related to collaborative agreements, Augustyne and Knowles identified additional critical success factors for tourism partnerships. These factors included: (a) *expert preparation*, (b) *proper underlying objectives*, (c) *developmental structure*, (d) *effective and efficient actions*, and (e) *the sustainable nature of the partnership*.

The authors elaborated upon the success factors identified above. They explained that expert preparation involved a partnership initiative based on having key stakeholders with experience and knowledge based upon sound reasoning and research. Proper underlying objectives involved striking a balance between the diverse interests of the public and private sectors and respecting one another's identity.

The authors also suggested that the developmental structure of a partnership represents a reciprocal relationship where partners communicate, share their specific strengths and skills, and pool resources to provide an integrated service. Augustyn and Knowles recommended effective and efficient actions for a successful partnership. They stated partnership effectiveness and efficiency could be measured by comparing the level to which the objectives of the original agreement are achieved at the lowest cost of resource utilization. This measuring technique for partnership effectiveness and efficiency was first introduced by Stoner and Freeman (1992) and according to Augustyn and Knowles, due to the nature of partnership agreements; economic indicators alone are not sufficient to completely determine effectiveness and efficiency. Informational benefits obtained from internal and external social networks are crucial, not only for determining effectiveness and efficiency, but for the ultimate success and sustainability of the partnership (Burt, Gabbay, Holt & Moran, 1994).

Augustyn and Knowles' findings and recommendations, acquired through a literature review and a tourism partnership case study, provide both new partnership performance components, as well as a delineation of partnership success factors. This information contributes to the scientific framework that surrounds tourism partnerships, however, more studies, in more locations are needed to fully explore the complexities of tourism partnerships.

## Summary of Reviewed Literature

This discussion of literature pertaining to public-private partnerships was presented from two different perspectives (see Figure 2). The initial perspective concerned partnership fundamentals and was used to examine the following literature categories: collaboration, partnership development, partnership characteristics, and partnership effectiveness. Subsequently, the perspective of partnership types was used to examine literature categories that included resource and recreation management partnerships, as well as tourism partnerships. Categories reviewed were not definitive or mutually exclusive; individual studies involved concepts that overlapped and intertwined with one another. This review used perspectives and categories purposefully to provide continuity among the studies examined.

Public-private partnerships, such as Sugar Creek, involved diverse stakeholders surrounding complex organizational concepts. The partnership surrounding the Sugar Creek Project was grounded within a variety of research areas. First, the partnership had direct links to USDA Forest Service research literature, because USDA Forest Service remains the primary stakeholder and landlord. Second, the partnership was linked to tourism literature, because it involved a \$30-100 million resort that has great potential to economically impact the region. Third, the partnership was related to recreation literature because of the nature of the area and the stated purpose of the resort. Fourth, the partnership was important environmentally; located on a 50-mile long lake

within a watershed that supplies water to two counties. This is a large and diverse project that can be best understood by assembling information and guidance from a variety of partnership literature sources.

Most literature associated with public-private partnerships has dealt with identifying factors that facilitate successful collaboration. The majority of extant partnership research has focused on positive outcomes, with little research devoted to explaining why partnerships do not succeed. Further investigation is indicated to provide an understanding of why partnerships not only work, but as important, why certain partnerships struggle or are not successful.

Conceptual theories, frameworks and characteristics concerning successful partnerships have been postulated, with modest consideration given to partnerships that never attain their original goals. Selin and Chavez (1995a) and Bramwell and Sharman (1999) did present characteristics associated with partnership failure that included; lack of public awareness, lack of communicating the benefits for all partners, not dealing with real or perceived partnership power inequities, and not providing detailed information concerning the partnership's cost and benefits. The Sugar Creek partnership finds itself walking a thin line, poised awkwardly between success and failure, in search of an outcome that satisfies both public agency objectives and private partner ambitions.

## CHAPTER 3

### METHODOLOGY

**Discovery consists in seeing what everyone else has seen and thinking what no one else has thought.**

*Albert Szent-Gyorgi, 1937 Nobel Prize in Medicine*

The purpose of the study was to gain a better understanding of the processes that enhance and constrain the efficacy of the collaborative culture and partnership dynamics associated with a proposed USDA Forest Service public-private recreational partnership. This study involved a proposed private resort to be located on National Forest land. This case study explored issues, examined historical documents dating from 1969 through 2003, and interviewed key stakeholders. The location of this investigation was the Sugar Creek project, Alvin York National Forest, Graw Bone, Tennessee from March 2001 to October 2003.

#### Study Setting

The setting for this study, the Sugar Creek partnership project in the Alvin York National Forest, afforded a location and situation that has the potential to influence, not only the economics of the local area, but also the types of visitors and numbers of visitors associated with Turkey Run Lake. The outcome of this public-private partnership could affect local administrative procedures, local economics, and environmental stewardship.

The local economy could be affected by the creation of up to 100 new jobs, wealthier visitors with more diverse interests, as well as the spin-off from resort visitors' use of local merchants and vendors. The USDA Forest Service, a long-time environmental steward agency, would be required to broaden its scope considerably by becoming landlord and policy administrator for a \$100 million, nearly 1,000 acre resort on National Forest property. These considerations, as well as unforeseen effects might be viewed with trepidation or hopeful anticipation, depending upon your point of view. These controversial possibilities hinged on a partnership struggling for results; that is what attracted me to this study. The Sugar Creek site allowed me to gain a better understanding of the issues and challenges surrounding a particular public-private partnership.

#### Rationale Underpinning the Methodology

The proposed USDA Forest Service public-private partnership, which is the subject of this study, lends itself appropriately to a qualitative case study methodology. A qualitative study, as defined by Creswell (1994) involves an inquiry process of understanding a social or human problem, based on building a complex, holistic picture, formed with words, reported using detailed views of informants, and conducted in a natural setting. This partnership study reflected these qualitative paradigm characteristics. The inductive and descriptive nature of qualitative research enables this study to build upon data driven issues and concepts toward substantive theory generation and refinement. The emergent design characteristics of qualitative research allowed this study to unfold and

adjust to unpredictable characteristics such as multiple realities, differing value systems, and changing patterns of interaction (Lincoln and Guba, 1985).

Yin (1994) suggests that case study design is indicated when descriptive or explanatory, "how" or "why" questions are posed for consideration, when the investigator has little or no control over events, and when the focus is on a contemporary phenomenon within a real-life context. This USDA Forest Service public-private partnership study represented these case study elements and presents both descriptive and explanatory phases. The descriptive phase of the case study, Chapter 4, traced the sequence of interpersonal and interagency events that over time had become a specific subculture. Then the explanatory phase, Chapter 5, posed competing explanations for the events described and indicated possible implications and recommendations.

A single-case study design was used as the framework for this study. According to Yin (1994) a single-case design is indicated when a study represents a unique situation or has a revelatory nature. The Sugar Creek partnership represents a revelatory situation, allowing for the investigative opportunity to observe and analyze a phenomenon previously unstudied. The Sugar Creek partnership is unique, given its more than thirty year history of inconsistent progression. Considering its erratic history, current developmental status and equivocal outcome, the Sugar Creek partnership provides a unique case study opportunity to understand the issues that surround a struggling long-term public-private partnership.

### Researcher's Role and Perspective

In qualitative research, there is a connection between the observer's role and his or her subjective perspective, it is important to have that role and perspective acknowledged in the reporting. Because the researcher's role is such an integral part of qualitative study, Wolcott (1990) recommended descriptive and explanatory accounts of the research be written in the first person. To further explore the issue of writing in the first person as it pertains to formal documents such as a dissertation, I referred to the American Psychological Association's Publication Manual, 5th edition, which recommends using the pronoun "I" within the manuscript, when you are the sole author of the paper. Furthermore, the Manual states that using third person when actually referring to yourself is ambiguous and may give the impression that you did not take part in your own study. For clarity of communication and expression I have chosen to write this manuscript using the preferred first person pronoun and active voice.

As a researcher, I have a very personal interest in this study. I have had experience with the USDA Forest Service while serving as an intern at the Cherokee National Forest, in Northern Minnesota during the summer of 1994. As I have done for most of my life, I spent most of my "down" time in Minnesota fishing the numerous lakes in the area. The Walleye and Northern Pike were plentiful and the setting tranquil and pristine. There were no large-scale resorts within hundreds of miles. Many times while fishing, I recall those early mornings, nearly a half-century ago, when my father would wake me before



dawn and with sleepy but excited eyes, I would go fishing with my Dad. Out there in the misty morning darkness, little was said **but volumes were spoken**. From the old fishing boat's bow, my father sculled the boat for hours with one arm, while casting time and again towards the shore with the other arm. In those days, there wasn't even the hum of an electric trolling motor to taint the silence.

Today, we have electric trolling motors, 200hp bass boats, and 100 million dollar lakeside resorts. How do these modern amenities influence, not only the environment and recreation, but also the overall outdoor experience? There are vast and diverse public lands in the United States. Whose consequential responsibility is it to determine how they are used now and how they will be used in the future? I am extremely curious concerning the fate of relatively untouched locations such Sugar Creek where a public-private partnership may control its destiny.

### *Subjectivity and Bias*

According to Glense (1998), monitoring who you are as a researcher and the lenses or perspectives through which you view your work is now an expected part of qualitative research studies. Subjectivity and bias are inherent in case study research. They help to explain how a topic relates to the life of the researcher. I viewed this inquiry from two major perspectives.

First, I possess a *personal* perspective framed within my past. It was intuitive from the relationship I had with my mother and father during my upbringing that I developed an emotional investment in outdoor activities.

My background included hike-in, boat-in, and fly-in fishing and hunting expeditions, as well as outdoor trips where full-service resorts were the center of focus. I enjoyed every trip with an appreciation of not only the tangible but also the psychological amenities that each afforded.

You learn that your subjectivity is the basis for the story that your able to tell. It is the strength on which you build. It makes you who you are as a person and as a researcher, equipping you with the perspectives and insights that shape all that you do as a researcher, from the selection of your topic clear through to the emphasis you make in your writing. Seen as virtuous, subjectivity is something to capitalize on rather than to exorcise (Glesne, 1998, p. 109).

Secondly, I viewed this topic from the perspective of *educational intrigue*.

I am curious and concerned for the future of our natural resources. By definition and type, there is a diverse range of outdoor experiences. I feel there are *appropriate* locations for most of them. I am drawn to this study because I desire to better understand the people and processes that determine "appropriate".

This study was not particularly focused on the bivalent outcome of this partnership (whether the resort will or will not be constructed) but the processes and people who are responsible to that end.

Having had a life full of personal outdoor experiences may make objectivity towards studying natural resources challenging, but it also has its advantages. Having had this type of background and education was, and I hope shall continue to be, helpful in asking better questions and being better able to interpret data associated with this and future studies.

## Data Collection

Data collection procedures involved gaining information through document analysis, interviews and observations. These procedures were performed concurrently throughout the data collection phase, January 2001 to October 2003.

### *Documents*

A total of 30 documents germane to the Sugar Creek Partnership were reviewed and analyzed. A categorical summary is presented in Table 3. Specific document titles are listed in References. Record analysis focused on primary source material as it related to research questions. Document information was used to triangulate, corroborate and augment evidence from other sources.

### *Interviews*

To investigate the evolution and dynamics of this public-private partnership, interviewees included respondents from the USDA Forest Service, local public officials, private developers, stakeholders, and local citizens (see Table 4).

### *Purposeful sampling.*

In selecting respondents, I used purposeful sampling, rather than representative sampling. In keeping with the principles of purposeful sampling as discussed in Lincoln and Guba (1985); I was able to: (a) create an emergent sampling design with no definitive, a priori, specification of the sample, (b) select

Table 3

## Document Inquiry Summary

| Categories                                       | Documents<br>Examined |
|--|-----------------------|
| Forest Service Records                           |                       |
| Studies examining public-private partnerships    | 8                     |
| Partnership guides                               | 4                     |
| Issue and impact statements                      | 3                     |
| Recreational demand and future condition reports | 2                     |
| Natural resource management plans                | 2                     |
| Chief's speech transcripts                       | 2                     |
| Sugar Creek Prospectus                           | 1                     |
| National and Regional Environmental Groups       |                       |
| Position papers                                  | 4                     |
| Public-Private Partnership Legislation           | 2                     |
| Private Developers' Sugar Creek Proposals        | 2                     |

Table 4

## Sugar Creek Partnership Study: Interview Characteristics

| Respondent  | Date               | Length | Description |
|---|--------------------|--------|-------------|
| Bruce Smith,<br>USDA Forest Service<br>District Ranger          | May 1, 2001        | 1hr    | Original    |
|   | August 31, 2001    | 0.5hr  | Follow-up   |
|   | September 25, 2001 | 1hr    | Follow-up   |
| Gayle Leftwich,<br>Director of Economic<br>Development District | May 14, 2001       | 1hr    | Original    |
|   | September 24, 2001 | 0.5hr  | Follow-up   |
|   | January 12, 2002   | 0.5hr  | Update      |
|   | July 12, 2002      | 0.5hr  | Update      |
|   | October 3, 2003    | 0.5hr  | Update      |
| Cheryl Williams,<br>Director of Regional<br>Tourism Commission  | June 8, 2001       | 1hr    | Original    |
|   | August 28, 2001    | 0.5hr  | Follow-up   |
| Thomas Bean,<br>County Judge and<br>Development Board<br>Member | July 2, 2001       | 1hr    | Original    |
|   | October 11, 2001   | 0.5hr  | Follow-up   |
| Paul Brown,<br>Lifelong area resident<br>and public servant     | September 18, 2001 | 1hr    | Original    |
|   | October 31, 2001   | 0.5hr  | Follow-up   |

| Respondents  | Date              | Length | Description |
|--|-------------------|--------|-------------|
| Harry Shields,<br>Former City Mayor<br>and land developer                              | November 6, 2001  | 1hr    | Original    |
|  | February 1, 2002  | 0.5hr  | Follow-up   |
| Jane Shimmler,<br>President, Tennessee<br>Heartwood Association                        | January 22, 2002  | 1hr    | Original    |
|  | March 28, 2002    | 0.5hr  | Follow-up   |
| William Ray,<br>County Judge and<br>Development Board<br>Member                        | February 11, 2002 | 1hr    | Original    |
|  | April 10, 2002    | 0.5hr  | Follow-up   |
| Harry Lundrger,<br>Professional Angler and<br>twenty-year Turkey Run<br>Lake Fisherman | April 13, 2002    | 0.5hr  | Original**  |
| Robert Floyd,<br>Octogenarian and<br>lifelong area resident                            | May 1, 2002       | 0.5hr  | Original**  |

*Note.* Length represents duration of interview in hours (hr). Description refers to purpose of interview (Original = initial meeting, Follow-up = clarification of information and Update = collection of new information). \*\* Represents redundancy of information; no new information forthcoming (Lincoln and Guba, 1985).

respondents in accordance with the need to seek and extend particular information, and (c) to focus upon those respondents that seemed most relevant. I sought respondents having first-hand knowledge and experience with the issues surrounding the Sugar Creek public-private partnership. As a part of purposeful sampling, "networking" through both formal and informal discussions provided information concerning other relevant respondents.

According to Kvale (1996) the qualitative interview is sometimes called a nonstandardized interview because there are few prestructured or standardized procedures for its administration. After completion of the Study's Information and Consent Form (see Appendix A), nonstandardized interviews were used to explore respondents' understanding and insight concerning the partnership's issues. Interview sessions lasted approximately one hour, beginning with 8-12 predetermined open-ended questions (see Appendix B).

In accordance with Gorden's (1987) discussion on interviewing, I followed the predetermined open-ended questions with additional questions formulated in the context of the interview, taking advantage of a particular respondent's role or experience. These interview responses provided information critical to my interpretations and final conclusions.

According to Lincoln and Guba (1985) the objective of purposeful sampling is to maximize information, not to facilitate generalization. Also, when using purposeful sampling the size of the sample is determined by informational considerations not statistical considerations. The purpose of interviewing for this

study was to maximize information. When Lincoln and Guba's criterion of informational redundancy (no original or new information is forthcoming from newly interviewed respondents) was realized, interviewing was concluded.

*Management of interview information.*

Interview sessions were tape recorded, and as soon as possible transcribed by a privately contracted court stenographer. This stenographer transcribed all audiotaped words. To assist in my editing, not only did she highlight unfamiliar words, but also drew attention to phrases where she questioned her interpretation. Subsequently, I listened to the interview audiotape while simultaneously examining the stenographer's transcript. During this comparison, I refined the transcript to best reflect the audiotape and my account of the interview. *Member checks* (Lincoln and Guba, 1985) were performed by having each respondent read, comment and verify my transcript interpretation of our interview session(s). During *follow-up* interviews and communications, respondents were given the opportunity to comment on my analysis and interpretation concerning their input. After each follow-up session appropriate corrections, amendments or extensions were incorporated into the transcript as verified by the respondent. These procedures enabled a self-correcting process for respondents and contributed to the credibility of the case. After determining that no more refinement was indicated, an interview transcript was ready for coding and data preparation.



As set forth in the "Information and Consent Form" (see Appendix A) confidentiality was upheld by interviewee names being recorded with the data, however, pseudonyms were used in the final manuscript. All data, including audiotapes and transcripts, were stored securely and only research personnel had access. All data associated with identifiable names was destroyed at the end of the study.

### *Observations*

Observations took place at the Sugar Creek Site, the District Headquarters Building on the National Forest, along with stakeholder locations. Visits to the Sugar Creek Site were conducted biannually from the year 2000 through 2003. Other observational visits were customarily associated with interview appointments or on-site document searches. My use of observational notes is described in "Coding and Data Preparation".

### Coding and Data Preparation

Coding and preparation of data began concurrently with data collection and continued to be refined throughout the remainder of the study. Procedures followed the guidelines set forth in Lincoln and Guba (1985). These procedures included the tasks of unitizing and categorizing information gathered surrounding the Sugar Creek partnership.

Unitizing involved identifying small pieces of information that later served as the basis for defining categories. These small pieces or units of information had two common characteristics. First, they had to be pertinent to

gaining some understanding surrounding my study, not simply interesting information. Secondly, they had to be the *smallest* piece of information concerning the Sugar Creek public-private partnership that could stand by itself. These units had to be interpretable in the absence of any supplementary information, other than a broad understanding of the context of the study. This information was normally represented by a sentence or paragraph within my interview notes or reviewed documents.

Observational notes and nonverbal cues were occasionally helpful in corroborating previously unitized data. Examples of this corroboration included: (1) the lack of partnership progress expressed in interviews substantiated by observing an untouched building site and, (2) the enthusiasm in a developer's face and voice, as he explained his 10-year-old prospectus, reinforcing his interview comments stating the resort still could be completed.

After identifying a unit of information, I entered it onto a 4 x 6 index card. During this phase, I identified 142 informational units that appeared to have the potential to be included in my study. For future reference each index card was coded on the back with source, site, subject, type of respondent (Forest Service, Economic Development Board, Tourism Board, Judge, Land Developer, Recreationist, Environmentalist, or Area Citizen), as well as the collection site and date the information was obtained (see Figure 5).

|  |
|--|
| Source: <i>Interview Notes</i> or <i>Other</i> _____ |
| Respondent # _____ Collection Date: _____            |
| Page # _____ Paragraph # _____                       |
| Type of Respondent or Document                       |
| _____  |
| Data Collection Site: _____                          |
| Subject: <i>Sugar Creek</i> or <i>Other</i> _____    |

Figure 5. Informational record on the reverse side of each 4 x 6 unitized index card. One unit of information, corresponding to this information, was recorded on the opposite side of each card.

The next phase involved categorizing these units of information into *same content* categories. To do this I employed category properties that served to justify the inclusion or exclusion of a card within a particular category. Initiation of this phase involved: (1) selecting any unitized card to represent the first entry in a yet to be named category, then placing that card to one side, (2) selecting a second card and determining whether its contents were essentially similar to the first. If so, this card was placed with the first and I proceeded to third card. If the second card did not represent any similarity to the first card the second card was placed as a yet to be named category of its own, (3) this process of comparing successive cards and determining whether to place it in a provisional category

previously determined or setting it aside to see if it might later represent a new category was done for all unitized cards, (4) cards determined to be possibly irrelevant at this point were not discarded but placed in a miscellaneous pile for future analysis.

Subsequently, each category was given a name as well as a rule for including a card in a particular category. For example, to be placed within the initial finance category, I had a rule that a unit of information must be relevant to funding or monies pertinent to the Sugar Creek partnership. After complete categorization, each card was reexamined to ensure it meet individual category rules; verifying its assigned location. Fueled by new information, this review process was repeated at frequent intervals throughout the study. At times these reviews, led to a rule being adjusted or possibly categories being combined, subdivided or discovered to require additional information.

The next phase of analysis included both a review of the miscellaneous cards, to see if they might fit a categorical rule, and an examination to see if any categories overlapped. Each category's information was examined and adjusted to be free of ambiguous or redundant units of information when compared to other categories. It was found that two categories were subsumable, leading to a final count of seven categories from the original nine. Final categories included: (1) facility description, (2) stakeholders, (3) potential benefits, (4) prerequisites, (5) challenges, (6) policy, and (7) politics. A detailed description of these categories is contained in Chapter 4.

Informally, the fundamental processes surrounding unitization and categorization began during my research topic exploration; gaining momentum as more information was gathered. Collection of data continued until no new pieces of information were obtained through further investigation (redundancy or saturation). Unitization and categorization refinement and interpretation, however, continued throughout the dissertation process. Following these refinements 18 irrelevant units were excluded from the original 142 and the nine original categories were reduced to a final count of seven.

### Data Analysis

Qualitative researchers bring a variety of interpretations to the process of analyzing data. In particular, Yin (1994) discussed dominant modes of qualitative data analysis including: (a) the search for patterns by comparing results with patterns predicted from theory or the literature, (b) explanation-building in which the researcher looks for causal relationships, and (c) time-scenario analysis in which the researcher traces changes in a pattern over time. Gorden (1987) suggested the qualitative research perspective included an emergent design where succeeding methodological steps were based upon the results of steps already taken, requiring the presence of a continuously interacting and interpreting investigator. Data analysis for this case study was systematic, open-ended and inductive in nature. This type analysis facilitates a continual unfolding of the inquiry, creating a deep and rich understanding of the processes that enhanced or constrained the efficacy of the collaborative culture and

partnership dynamics associated with the Sugar Creek public-private partnership.

Data analysis was conducted simultaneously with data collection and interpretation. My analysis included the following processes and activities: (a) coding units of data (b) developing categories and patterns that emerged from the data, (c) comparing and contrasting the data, (d) developing categorical themes, and (e) formatting information into a narrative manuscript. This qualitative analysis was based upon data "synthesis" and "interpretation". Sizeable amounts of unitized information were synthesized into categories, patterns, and themes. The ultimate goal was the emergence of an expressive representation of the concepts and issues surrounding the Sugar Creek public-private partnership.

#### Validity

According to Creswell (1994) qualitative researchers have yet to realize a single stance or consensus on addressing traditional topics such as validity and reliability in qualitative studies. Discussion of the term validity emerged from the quantitative research tradition. However, according to Johnson (1997) most qualitative researchers will argue that some qualitative research studies are better than others, and they frequently use the term validity to refer to that difference. When qualitative researchers speak of validity they are usually referring to qualitative research that is plausible, credible, trustworthy, and therefore defensible (Lincoln and Guba, 1985; Maxwell, 1996). Johnson (1997)

discussed three types of validity (*descriptive, interpretive and theoretical*) pertinent to qualitative research.

### *Descriptive Validity*

Descriptive validity refers to the factual accuracy of the account as reported by the qualitative researcher. This type of validity refers to accuracy in reporting descriptive information. To enhance descriptive validity the strategy of acquiring respondent feedback through "member checking" was utilized (Lincoln and Guba, 1985). Member checking procedures involved sharing interview transcripts with respondents to insure my transcriptions accurately represented their intended responses. It is the interviewees' judgment and concurrence with the accuracy of my transcription in describing their interview that lead to a strengthening of descriptive validity. This form of validity was highly important because description was a major objective of this qualitative research.

### *Interpretive Validity*

While descriptive validity refers to accuracy in reporting facts, Johnson's second category, interpretive validity, requires developing a window into the minds of the people being studied to gain an understanding of participants' perceptions and experiences (Criswell, 1994). Interpretive validity refers to the degree which research participants' viewpoints, thoughts, feelings, intentions, and experiences are accurately understood and reported. This study's interpretive validity was enhanced through critical self-analysis of what I saw

and heard surrounding the partnership. I continually sought to re-examine and clarify my own perceptions, interpretations and conclusions by using input from follow-up questions with respondents. These follow-up questions were presented during the formal meetings, later through correspondence, or during subsequent informal encounters. Accurately portraying the meanings respondents attached to the Sugar Creek partnership was this researcher's objective. By repeatedly verifying respondent's perspectives, areas of miscommunication and misunderstanding were avoided and interpretive validity reinforced.

#### *Theoretical Validity*

Johnson identified theoretical validity as a third type of validity associated with qualitative research. This type of validity refers to the degree to which a theory developed from a research study fits the data, is therefore credible and defensible. According to Maxwell (1992), theory development is typically more abstract and less concrete than description and interpretation phases of qualitative research. Theory development moves beyond the "facts" and provides an explanation of a phenomenon. I employed extended fieldwork for enhancing the theoretical validity for this study. From preliminary investigation to more formal data collection and verification, this study took place from May 2000 to October 2003. Extended fieldwork provides the researcher with added confidence that the patterns of relationships observed are stable and appropriately interpreted. Extended fieldwork also allowed me to sequentially



redefine and develop theoretical explanations along with recommendations concerning the issues and challenges surrounding the Sugar Creek public-private partnership.

Johnson identified internal validity as important in qualitative research. This type of validity refers to a researcher's justification when concluding that an observed relationship is causal. This study identified potential causes and effects surrounding bureaucracy, public education, leadership and marketing of the Sugar Creek public-private partnership. When causes and effects were identified, I relied on the respondents' opinions, as well as expert opinions, and juxtaposed these findings with published research studies presented in Chapter 2.

#### *Internal Validity*

I employed triangulation methods to strengthen the internal validity surrounding this study. Lincoln and Guba (1985) along with Coleman (2001) describe triangulation as an approach using a combination of data sources to uncover a more holistic view of the phenomenon under investigation and add credibility to the inquiry. Denzin (1978) suggested research information be checked and verified using different data sources to corroborate its credibility. As my study unfolded pieces of information were validated each against the other. Verification came from comparisons within a data collection type, such as only interviews, as well as from comparisons among different types of data (interviews, documents or observations). No single item of information was given serious consideration unless it could be triangulated. Another important

aspect of triangulation involved my collection of data at different times, from different places, and with different people while seeking a convergence of the results.

### *External Validity*

Cook and Campbell (1979) stated external validity is important when you want to generalize from a set of research finding to other people, settings, and times. Typically, generalizability is not a major purpose of qualitative research. Sample populations for qualitative research are rarely randomly selected and do not lend themselves to be generalizable. I was more interested in documenting particularistic findings about a unique public-private partnership than I was to generalization of my results. I defined validity for this qualitative study through descriptive, interpretive, theoretical, and internal types. Associated methods provided for the actuation and enhancement of these qualitatively pertinent types of validity within my study.

### Trustworthiness

Another difference between the qualitative and quantitative paradigms concerns the criteria for establishing a study's trustworthiness. To establish trustworthiness, this qualitative inquiry employed the following criteria suggested by Lincoln and Guba (1985): (a) credibility, (b) transferability, (c) dependability and (d) confirmability.

I strengthened the credibility of my findings and interpretations by demonstrating a prolonged period of engagement to become intimately

familiar with the partnership's culture, build trust and enhance communication. Periodic observations, over thirty months, enabled me to better identify and differentiate typical factors from atypical happenings. For example, distinguish routine beauracratc information from potentially meaningful input.

Transferability of results, not generalizability, provides an instrument to the qualitative researcher. However, according to Lincoln and Guba (1985) it is not the qualitative researcher's task to provide statements concerning transferability. This is particularly pertinent to single case studies in which the findings are based solely on data from particular context. The degree of transferability of the findings is a direct function of the similarity between two contexts; the original researcher cannot know of other circumstances to which transferability might subsequently be sought. It was my responsibility as a qualitative researcher to unearth the rich understandings that provide a framework for others making subsequent choices. Transferability of research findings becomes legitimated when other public-private partners are able to benefit from the findings in this case study. The issue of transferability of any findings pertinent to this study will be left to future researchers whose actions will be motivated by individual interests within their own research context.

The trustworthiness criteria of dependability and confirmability were enhanced through the comparison of information both within and among different types of interactions and data. Elements from each individual

interview, observation, and document were compared, contrasted and evaluated for suitability, appropriateness and justification within the study.

### Summary

Previous research concerning collaboration and partnerships has called for further investigation to better understand the processes that enhance or challenge the efficacy of the collaborative culture and partnership dynamics associated with public-private recreational partnerships. This qualitative case study explored a proposed USDA Forest Service recreational public-private partnership at Sugar Creek on Turkey Run Lake within the Alvin York National Forest. After securing permission to study the informants and public-private partnership phenomenon, I began data collection procedures that included information obtained from observations, interviews, and documents. My qualitative data analysis procedures were based upon data synthesis, categorization and interpretation.

Though qualitative researchers have yet to reach consensus on addressing issues relating to validity, it was pertinent for me to confront this issue for identification and clarification. Johnson's analysis of validity in qualitative research provided four types of validity for discussion and application to this study. The categories discussed included (a) descriptive validity, (b) interpretive validity, (c) theoretical validity, and (d) internal validity.

In particular, internal validity and credibility for this study were addressed using triangulation, where findings converge among information

sources and different methods of data collection. Internal validity and credibility were also augmented using "member checks" (Lincoln and Guba, 1985). Member checks involved sharing data, as well as my interpretations and conclusions with respondents. Data associated with a particular respondent's input was discussed with them to ensure it provided their intended consideration and perspective. This procedure provided respondents the opportunity to provide corrective feedback and clarify my understanding of their intentions. Verifying respondents' viewpoints assisted in minimizing areas of miscommunication, and most importantly, it assisted in establishing researcher credibility.

Truthfulness (Creswell, 1994) has been an important criteria associated with the qualitative research tradition. As a qualitative researcher, I sought truthfulness and believability based on coherence, insight, and trustworthiness through the processes of verification, credibility and validity.

## CHAPTER 4

## DESCRIPTION

**In science one tries to tell people, in such a way as to be understood by everyone something that no one ever knew before. But in poetry, it's the exact opposite.**

Paul Dirac, 1933 Nobel Prize in Physics

The purpose of the study was to gain a better understanding of the processes that enhance or constrain the efficacy of the collaborative culture and partnership dynamics associated with a proposed USDA Forest Service public-private recreational partnership. The location of this study was the Sugar Creek Site Development, Alvin York National Forest, Graw Bone, Tennessee.

Synthesis of my data resulted in a number of emergent themes regarding a variety of issues surrounding the Sugar Creek public-private partnership. In the following sections, it is my aim to present and subsequently discuss these themes under eight broad organizing categories. These categories include: (a) facility description, (b) stakeholders, (c) potential benefits of development, (d) prerequisites for development, (e) partnership challenges, (f) policy implications, (g) political considerations, and (h) a situation update. It is important to note that these are not discrete or finite categories. These categories are for presentational convenience and to promote understanding. Indeed, it is actually my contention that these groups are not distinct from one another, but are grounded and constituted within each other. A network of influences that ultimately defines the dynamics of the Sugar Creek public-private partnership

intertwines these categories. Moreover, it is not my intention to produce an exhaustive account of all areas, but to signal and highlight the important topics that have arisen from this research activity. Table 5 provides a historical reference of events relative to the Sugar Creek public-private partnership.

Table 5

## Chronology of Events Associated with Sugar Creek Public-Private Partnership

| YEAR   | EVENT  |
|--------|--|
| 1960's | Turkey Run Lake planned  |
| 1968   | Recreation Composite Plan identified Sugar Creek as a potential site for a lodge or resort               |
| 1969   | Turkey Run Lake Dam completed  |
| 1974   | Lake completely filled and opened for recreation   |
| 1985   | Alvin York Forest Plan identified Sugar Creek as a possible site for a public-private resort development |
| 1986   | Forest Service offers Sugar Creek Site Prospectus  |
| 1991   | Jerry Bryan issued first Sugar Creek feasibility permit  |
| 1992   | Bryan Proposal abandoned and permit expired  |
| 1994   | Tennessee State Parks offered Sugar Creek Site   |
| 1998   | Turkey Run Development Board formed  |
| 1998   | Turkey Run Development Board Proposal accepted and feasibility permit issued                             |
| 1999   | Group Advisers hired by Turkey Run Development Board   |
| 2001   | Group Advisers' contract expired and was not renewed   |
| 2002   | Federal, state, and local political reapportionment  |

## Facility Description

The history of the Sugar Creek site as a potential resort development extends to the late 1960s, before Turkey Run Lake was completed. When Turkey Run Lake was in the planning stages, a Recreation Composite Plan was created through a combination of efforts involving the USDA Forest Service, US Army Corps of Engineers, and public input (USDA Forest Service District Ranger, personal communication, May 1, 2001). This plan identified areas surrounding the proposed lake for different uses and attempted to predict demand for each use. Camping areas, boat ramps, picnic areas, upscale recreation areas, and other potential sites were identified in that 1960s Recreation Composite Plan. The plan proposed that in the future as the “baby boomers” aged and had more discretionary time and income, there would be an increased demand for more upscale recreation. The Sugar Creek site was identified, by that plan, as a location for a lodge that might someday serve as a more upscale recreation destination. Thus, even before Turkey Run Lake officially opened for recreational purposes in 1974, the Sugar Creek development was “on the drawing board”.

Subsequent to that Recreational Composite Plan, the USDA Forest Service’s 1985 Forest Plan also identified the Sugar Creek site as being suitable for development by public-private interests. Sugar Creek is strategically located within two miles of an east-west interstate highway. This highway provides the Sugar Creek area quick and easy access, within 1-3 hours driving time, to five metropolitan areas with a combined population of nearly 4 million people.



Presently, there are no other large lodges or resorts in the Turkey Run Lake area. Historically, Turkey Run Lake has not served as an overnight destination other than for campers. It is primarily a "day" lake. Up to this point most visitors come to spend time fishing or recreating and return home the same day. However in the future, USDA Forest Service officials, local business and civic leaders expect the Sugar Creek resort to attract overnight and multi-day visitors to the area. The 1999 USDA Forest Service Sugar Creek Prospectus referred to this project as a "destination resort". This designation was given in reference to a completed resort that in the future would retain visitors to the area overnight and longer. According to that Prospectus the purpose of the Sugar Creek development would be to provide a greater range of services and recreation opportunities to the visitors of Turkey Run Lake by catering to different types of recreating publics.

There are numerous proposed structures and facilities related to this 950-acre resort complex near the Turkey Run Lake Dam. According to the public sector USDA Forest Service 1999 Sugar Creek Prospectus and the private sector response of Group Advisor's 1999 Development Proposal the resort project would comprise the following items. A 200 to 340-room main lodge with a conference center large enough to accommodate 400 guests, a 300 to 350-seat restaurant and coffee shop, a health club and workout facility, a country store, and related parking. There would also be up to 80 rustic cabins. These cabins would range in size from 900 to 1200 square feet. A beach would be provided

large enough to accommodate 80 to 100 families. Other recreational facilities associated with the resort would include an outdoor swimming pool, outdoor tennis courts, a game room, and miniature golf course. An 18-hole championship golf course with related amenities, such as a small pro shop and cart barn would also be included. A marina area would include a boat dock and 200 boat slips with associated administrative buildings, marina repair shop, fuel sales, boat launch and picnic area. An equestrian center, consisting of 20 stalls, corral, service building and related parking was another proposed resort amenity. The architectural design for this project and its facilities must be approved by the USDA Forest Service. The 1999 Prospectus dictates the resort be designed to be versatile and to maximize *all-season* use, with the ultimate objective of being open and operational year-round. Spring through fall use of the resort by outdoor recreationists is anticipated, whereas winter use might include conferences, seminars and company retreats. Construction costs for the resort complex have been estimated to range between \$25 and \$100 million.

Most stakeholders agreed that a \$100 million Sugar Creek development would not be completed in one initial package. According to the director of the local economic development office, the resort will probably be a scaled-down version initially, completed later in phases. From her perspective it would be easier to work with the public and keep them informed if this development were done in phases. A developer brought up other possible advantages of building the resort in phases. He suggested the lodge could be opened sooner if it were

built in phases. Opening a section or two, before the lodge was totally completed, would bring in revenue sooner. Also, if you built the lodge in 25 room separated units, fire protection would be enhanced. Phase construction might allow for earlier income production and greater safety for the development. Additionally, phase construction might also allow for "testing the waters" concerning resort acceptability, compatibility, and demand before larger financial and administrative commitments are made.

### Stakeholders

Stakeholders surrounding the Sugar Creek project include an eclectic variety of individuals and organizations. They range from national agencies to local individuals. Stakeholders include politicians, federal and state employees, investors, developers, merchants, and community members. The level of project understanding and commitment concerning the Sugar Creek project exhibited by each stakeholder varies considerably. According to McCoy-Thompson (1998), these levels of commitment are modifiable and dynamic. A continual ebb and flow of perceived risks, rewards, and responsibilities (RRR) influence the motivations or constraints that determine stakeholder commitment levels. Informally stakeholders make choices concerning their interest in a particular project. Some of the factors influencing RRR analysis include public opinion, political and policy influences, and economic factors. A discussion of stakeholder and organizational risks, rewards, responsibilities and possible contributions to the Sugar Creek partnership follows.

*USDA Forest Service*

The primary stakeholder involved in this project is the United States Forest Service. The proposed resort development would be on USDA Forest Service land and all requirements surrounding the project are promulgated by the USDA Forest Service. Concerning the Sugar Creek development project, the USDA Forest Service would become both the project's landlord and its constabulary, meaning the USDA Forest Service would not only oversee and regulate the overall quality of the project, but also supervise the private partner's implementation and operation of the project.

*Background.*

In the early 1990's the USDA Forest Service was looking for ways to respond to an increasing public demand surrounding USDA Forest Service recreation sites. At that time the USDA Forest Service indicated it would take \$759 million to bring existing recreation facilities up to acceptable standards. With an annual recreation budget of only \$40 million a year the agency realized it would be impossible to meet those needs using only appropriated funds (National Forest Recreation Association News, 1994). Programs in response to this financial challenge were developed by USDA Forest Service to encourage private sector investment in the development and management of recreational sites on USDA Forest Service land. These early programs included the Southwest USDA Forest Service Region in 1992 issuing a prospectus inviting applicants to develop four new campgrounds. This early prospectus generated considerable

interest from the private sector and also raised a variety of issues concerning permit terms and perceived disincentives to invest on public lands. Another early attempt by the USDA Forest Service to forge public-private relationships involved the Rocky Mountain USDA Forest Service Region in 1993. They developed a prospectus for private investment on USDA Forest Service recreational lands that was created using more of a private sector mindset. Their efforts resulted in a more "user friendly" prospectus containing a permit design offering incentives for private investment. In 1994, the USDA Forest Service in Washington DC acknowledged the need to pool the skills of various regions, for the specific objective of developing a private investment guide for use by local forests.

For decades the USDA Forest Service has had public-private partnerships with private ski resorts located on USDA Forest Service lands. In 1996, 32 million or 60 percent of all U.S. ski visits occurred on USDA Forest Service managed land. By 1996, there were 860 million visits to U.S. National Forests and the USDA Forest Service had become the world's largest supplier of outdoor recreation (Wood, 1997). In 1996, the USDA Forest Service created the public-private ventures initiative to provide opportunities for joint public and private sector investment in recreation facilities and services on USDA Forest Service lands (USDA Forest Service, 1996). In 2001, the USDA Forest Service Chief acknowledged that partnerships were key to the agencies recreation program's success and he called for a more complete understanding of the partnership

concept within the USDA Forest Service. The USDA Forest Service Chief added that the agency needed to make partnerships easier to operate. He summarized by stating that a decrease in funding and deteriorating infrastructure has created an atmosphere where public-private partnerships are an attractive part of USDA Forest Service policy (ARC Rec Facts, 2001). The USDA Forest Service publicly recognized that the value of partnerships went beyond simply the dollars it raised. Partnerships could provide a vital means of achieving goals that might not be achieved by the USDA Forest Service alone. Partnerships were beginning to be viewed by the agency as a foundation for productive and sustained relationships. The key to successful partnerships is mutual benefits. Partnerships can enhance the ability of the USDA Forest Service and its partners to accomplish common missions, goals, and objectives (USDA Forest Service, 1999a).

*Archway Economic Development District (EDD)*

Tennessee counties are grouped into 15 regions known as Economic Development Districts (EDD). EDDs are structured along multi-jurisdictional lines and have both federal and state authority. EDDs serve as forums, clearinghouses, and technical centers for developmental and economic planning in the area. Each EDD has personnel with the ability to serve as grant writers, administrators, and conveners for projects within their own five county region. The expertise possessed by each EDD office can provide local, city, and county governments access to resources normally not available or affordable to them.

Elected officials, judges and mayors, along with a citizen member comprise each EDD's membership. These membership boards assist in the formulation and implementation of human resource and infrastructure related plans. This study is specifically interested in the Archway Economic Development District (Archway EDD) that comprises the counties surrounding the Sugar Creek site and includes the areas most likely to realize the greatest impact from Sugar Creek's development. Archway EDD is not a 501C3 non-profit organization. Not having 501C3 non-profit status prohibits Archway EDD from offering non-taxable project investment bonds to potential financiers. Archway EDD deals with a multitude of community issues and social projects. Tourism issues and related projects represent only a minor portion of Archway's diverse civic involvement.

#### *Turkey Run Development Board*

Unlike the multi-faceted Archway EDD, the Turkey Run Development Board was formed in 1997 to deal only with regional tourism issues. The goal of the Board is to function as a financing vehicle for tourism related projects. The Board's membership consists of the same 5 county judges and 5 city mayors who represent the Archway EDD. However, the Turkey Run Development Board was formed as a local 5013C non-profit corporation to specifically function as a vehicle for financing and issuing bonds for tourism related projects. The tax-exempt feature of a 5013C non-profit organization allows the Turkey Run

Development Board to make investment in Sugar Creek project bonds non-taxable and more attractive to potential investors.

According to one county judge, the Turkey Run Development Board has been working to make something happen at the Sugar Creek site since 1997. However, as of 2002, the Board has been unsuccessful. Judge Executive Bean, a Board member, stated that although the Board has not been successful up to this time, it does speak for the people and it has influence with the USDA Forest Service. He further stated that no one has been able to suggest a better alternative to help make the Sugar Creek project a reality. As the USDA Forest Service District Ranger explained, Turkey Run Development Board was formed as a mechanism to bring development to the Sugar Creek site. In concurrence with the judge, the District Ranger felt the Board has the public interest in mind and it has the desire to make progress at Sugar Creek. The District Ranger stated that he thought the Board and its members have the ability to work through the Sugar Creek project to its completion. The County Tourism Director stated that the Turkey Run Development Board provides the communication necessary to complete the Sugar Creek project. She added that Board members are the "movers and shakers" and powerful people in the community. She believes they are the top political people in the area and they will "make things happen". She speculated that in less than ten years, by 2011, Sugar Creek Resort would become a reality.



*Tennessee State Parks*

It was proposed from the beginning, 1960s, that the Sugar Creek development would be a private lodge on federal land. However, during the early 1990s there was an unsuccessful movement to create a state owned lodge on this federally owned land. At that time, state park officials were not enthusiastic concerning the proposed offer and stated that their priorities did not include construction of a new lodge. They explained that many existing state park facilities were in dire need of maintenance and were operating in the red, "case closed". However, if eventually Sugar Creek resort were developed, it would definitively have some type of influence on surrounding state park facilities. A decrease in area state park visitation and income might be a consequence if Sugar Creek were fully developed. Most directly affected by a newly constructed large resort at Sugar Creek would be two state park resorts that are between 30 and 50 miles from Turkey Run Lake.

*Investors*

Though a few potential investors were identified during the early 1990s, supporters of the Bryan Proposal, no bonds have been issued or earnest money committed to the project. Contemporary efforts to obtain investors and financing have been no more successful. Group Advisors Incorporated, a private consulting firm, was hired in 1999 to find investors specifically to finance a feasibility and environmental study for the Sugar Creek project. Both these studies are required by the USDA Forest Service before development may

commence. Group Advisors had planned not only to find investors, but also to serve as the overall construction and development manager for the Sugar Creek project. However, after two unsuccessful years searching for investors, in December 2001 the partnership between Group Advisors and the Turkey Run Development Board was terminated due to a lack of results. Presently, no serious investors with sufficient capital have been secured to provide the Sugar Creek project the funding required to obtain the two required studies and pave the way to subsequently allowing for actual development of the site.

The Archway EDD Director stated that large investors want the feasibility and environmental studies completed before investing. She continued by stating that the hurdle of obtaining these studies, along with their approval, is seen as a bureaucratic challenge that increases the perceived risk of investing in the project.

#### *Developers*

There has been no construction on the Sugar Creek site. Until both a feasibility study and an environmental study are completed to the satisfaction of USDA Forest Service requirements, no construction may commence. Little sustained, dynamic advancement has been made surrounding this project during the past three decades. Sporadically the processes surrounding this partnership project begin with impetus, but eventually end up going nowhere slowly. As an example, the case of former local Gnaw Bone Mayor, Jerry Bryan, his motto, "If you don't dream it, it won't happen", symbolized his vision to see beyond the

immediate constraints associated with project. During the early 1990's, then Mayor Bryan had a multi-phased \$16 million resort proposed for Sugar Creek. His eyes glistened during our interview, nearly ten years after his proposal, as he showed me his architectural drawings depicting the first phase of his development (Bryan, 2001). This phase included the construction of a lodge containing 100 rooms, approximately 50 cabins, a marina, golf course, and riding stables at the Sugar Creek site. His future phases included an amphitheater and satellite conferencing from the lodge. Facilities such as the golf course, amphitheater, and conferencing were expected to create a working partnership between the resort and the local university. According to the former mayor, it was not a lack of funding, but the lack of re-election of his two most important political backers (a state governor and U.S. senator) that brought his proposal to a halt.

#### *National Recreation Lakes Coalition*

The President of The United States appointed a panel in 1998 to conduct the National Recreation Lakes Study. In addition to citizen commissioners, the study panel included ranking officials of the Department of the Interior, the Department of Agriculture, the Department of the Army and the Tennessee Valley Authority. In June 1999 this Commission issued its report entitled "Reservoirs of Opportunity". Turkey Run Lake, with a surface area of nearly 9,000 acres and 50 miles in length, is the largest *man-made reservoir* in the eastern part of Tennessee and the proposed location for Sugar Creek resort. The

Commission's report documented that the nation's 1800 federally managed, *man-made reservoirs* already drew an estimated 900 million recreation visits annually, despite a clear pattern of aging and inadequate facilities. The Commission unanimously concluded that in key locations there should be a lowering of the numbers of boating and fishing recreationists, because quality leisure experiences were becoming difficult to provide at those locations with current visitor levels.

According to the Commission, a backlog of \$1 billion in recreational facility maintenance had been deferred at federal reservoirs. An even larger problem identified by the Commission was the outmoded management practices. The Commission further stated that unlike the periodic policy reviews for investor-owned dams, federal agency water project management practices can continue unquestioned and unchanged for decades, ignoring very different and changing public needs and values (National Recreation Lakes Coalition, 2002). The Commission held public meetings and conducted regional listening sessions. Legislatively mandated areas of investigation for the Commission included: (a) a determination of the extent to which individual, federal man-made reservoirs had provided recreation facilities and services, (b) an investigation of the feasibility of enhancing recreation opportunities at these reservoirs under existing statutes, and (c) a review of legislation possibilities that might enhance recreation opportunities while being consistent with the reservoirs' other authorized purposes.

The Commission's recommendations are pertinent to Sugar Creek development because the site lies on the shore of a federally operated man-made reservoir. The Commission provided the following recommendation to enhance recreational opportunities at all federal reservoirs: establish a National Recreation Lakes System that would feature innovative partnership-based agreements between federal agencies, state and local units of government, and most importantly the public sector. Though not endorsing the Sugar Creek resort specifically, this recommendation could be viewed as an indication of the Commission's support for such a public-private partnership.

The Commission's report was submitted to the President, the Senate Committee on Energy and Natural Resources, and the House Committee on Resources and Transportation in June of 1999. This report included the following findings: (a) federal reservoirs are a significant national resource and public benefit, federal water projects make an important contribution to local, state and national economies, (b) these reservoirs host 900 million visits annually, generating \$44 billion in recreation-related spending, (c) recreation at federal reservoirs has not been treated as a priority, or even as an equal with other reservoir uses, despite its status as an authorized purpose, (d) recreation management of federal reservoirs lacks policy direction and leadership, as well as sufficient interagency and intergovernmental planning and coordination, and (d) partnerships with state and local governments and with private businesses needs to be expanded and improved.

The Commission offered five major recommendations: (a) recreation should be made a higher priority at federal reservoirs, (b) federal recreation reservoir leadership should be energized and focused through the establishment of a Federal Lakes Recreation Leadership Council, (c) federal reservoir recreation management should be enhanced to provide new and innovation and policies to create successful recreation management, and (d) the gap between *recreation needs* and *services provided* should be specifically identified and closed.

The Commission's recommendations were put forth to support appropriate actions and capitalize on opportunities that exist. Their recommendations include new opportunities for partnerships that would expand needed recreational facilities. This Commission seemed to be implicitly endorsing projects like the Sugar Creek resort, but the legality of all the surrounding issues, the diversity of opinions and history of bureaucracy involved in such endeavors leaves a canyon of uncertainty between words and deeds. Investors would likely be more willing to invest their capital in public-private recreational partnership programs if governmental support was more dynamically exhibited and palpable.

*Federal legislation.*

Senator Lincoln of Arkansas and Representative Diehl of Georgia, on March 14th, 2001, introduced federal legislation in both the House of Representatives and the Senate, drafted from the Lake Commission's recommendations to enhance recreational opportunities at hundreds of

man-made, federally managed reservoirs. This National Recreation Lakes Act of 2001 noted that the nearly 1800 reservoirs created by federal dams hosted almost one billion recreation visits annually, and promoted more than \$44 billion annually in recreation spending, and even more importantly delivered countless treasured family memories.

Sen. Lincoln introduced the bill by stating:

Water is a magnet for safe, healthy and needed leisure activities across our nation. We have a gem in the rough at hundreds of federal water projects already providing important boating, fishing, swimming and other recreational opportunities. Now is the time to invest in modernizing and expanding recreation facilities with partnerships involving state, federal and local agencies and the private sector. We should do this while protecting water quality and the beauty of these areas (National Recreation Lakes Coalition, 2001).

The 107<sup>th</sup> U.S. Congress (2001-2002) referred the bill to committees in both the House of Representatives and the Senate. As of August 2003, Congress has not ratified the National Recreation Lakes Act (Thomas Legislative Information, 2003).

Recreational projects such as the Sugar Creek partnership may require the impetus of a bill, like the National Recreation Lakes Act, becoming law to provide the catalyst for moving forward with their project. However, whether or not this bill is ratified through legislative processes, its introduction to Congress assists in validating the work of the National Recreation Lakes Commission. However without legal impetus behind the Commission's findings and recommendations, little or no appropriations and little or no effective guidance

to stimulate recreational partnerships at federal reservoirs appears likely within the near future. Lack of motivational legislation concerning recreational public-private partnerships casts a shadow upon the future of Sugar Creek resort.

#### *Merchants and Tourism*

According to the County Tourism Director, local merchants in and around Gnow Bone desire the Sugar Creek resort be built. She stated the resort would benefit hotel, motel, restaurant, gas stations, video rental, Wal-Mart, tackle shops, bait shops, antique shops and movie theaters. The resort would add to the county's tourism dollars and employ more people. She further stated that many Gnow Bone residents view the Sugar Creek development much as they view the local university: as a "love-hate" relationship. Those residents view both the university and a potential resort as bringing money to the area, but at the cost of some inconvenience to local inhabitants.

The Tourism Director sees the recently planned Gnow Bone Conference Center in the downtown area as accommodating approximately 1500 people. Potential conference facilities at Sugar Creek resort would be available for approximately 300 people. She views these two separate facilities not as competing, but as complementary amenities. Because of their vastly different capacities and different locations, each conferencing location would draw a different size and type of visiting conference to the area. According to the Tourism Director, the only resistance to the Sugar Creek resort surrounds the



construction of a championship golf course. There are presently four golf courses in the area and course owners do not feel a new course can be fully developed at Sugar Creek and not take away from their business and livelihood.

The Tourism Director has a good working relationship and nearly daily interaction with the USDA Forest Service. That is fortunate since 35 to 40 percent of the county lies within national forest land and the area's main tourism activities revolve around outdoor recreation, especially bass and muskie fishing. The USDA Forest Service District Ranger stated that there has been a good working relationship with Graw Bone merchants and Tourism Commission, he states both organizations are fully supportive of the Sugar Creek project and see nothing but benefits from its development. Most people view Sugar Creek resort as an "area" project. Local officials, as well as many area citizens, view a recently completed local industrial park, a public-private partnership project, as a successful precursor to Sugar Creek. The industrial park project proved that five area counties could work together for mutual benefits. However, at the present time this local cooperative attitude does not appear to provide enough stimuli to make Sugar Creek resort a reality.

#### *Environmental Groups*

Environmental groups range from those that desire to preserve or keep national forest lands exactly as they are, without any man-made development, to groups that embrace development as long as flora, fauna and ecosystems are protected. An organization that embraces the *no development* philosophy is the

Tennessee Hardwood Organization. Tennessee Hardwood, a 10-year-old organization, has opposed commercial logging, mining, gas and oil exploration and any recreation that damages the national forest ecosystem. The head of Tennessee Hardwood defined herself as a *citizen activist* and a *tree hugger*. She states that public lands should be completely protected from logging, mining, road building and any development. Tennessee Hardwood's lobbying efforts focus on the Alvin York National Forest, the location for the potential Sugar Creek development. Tennessee Hardwood has stopped commercial logging in the Alvin York National Forest for the past four years.

The head of the organization suggests the Sugar Creek issue needs to be revisited and opened for public input, not just input from stakeholders with monetary interests in using public lands as has been done in the past. She states the public has not been consulted on the Sugar Creek project and Tennessee Hardwood does not wish *any* development of the national forest, including the Sugar Creek site. She alleges that her organization perceives Turkey Run Lake as overcrowded now and that she, as well as her constituents, feel the federal government shouldn't change national forests to compete with state parks or private sector recreation. She hopes to see an end to what she describes as the *public-private partnership craze*, because she feels it is not in the best interest of the public.

Another environmental group with ties to Sugar Creek is the national organization Wild Wilderness. This group believes that America's public

recreation lands are a national treasure that must be financially supported by the American people and held in public ownership as a legacy for future generations. They believe traditional uses of our public lands are being questioned, as private industry assumes a greater role in their operation and management.

In order to attract private industry, suitable economic returns must be assured. Unfortunately, there is little money to be made in allowing the public to enjoy raw nature as an amenity. The potential commodity value of nature is simply far too great to be left untapped, so the cost of recreational access to public lands will rise to whatever level the market will bear. For the past 100 years, our nation's public lands have been managed to maximize the commodity value that could be extracted from them. Today, there is a major shift in federal land management policies being developed and implemented. Nature itself is sold in the form of over-priced recreation products. Wild Wilderness believes that conservative congressmen, cash-strapped land managers, and recreation industry leaders are working cooperatively to create an entirely *new land management paradigm*. Their efforts are being directed toward maximal commercialization, privatization and motorization of our national forests (Wild Wilderness Organization, 1998).

Wild Wilderness is opposed to private resort ventures on public, undeveloped land such as Sugar Creek. These type projects are representative of the organization's disparaging *new land management paradigm* previously discussed. Furthermore, the organization's "mission statement" advocates: (a) protection and enhancement of recreational activities that are most dependent upon the values of naturalness, solitude, challenge and inspiration, and (b) ensuring wilderness areas, roadless areas and other areas substantially free of development continue to provide outstanding opportunities for high quality,

non-motorized recreation. Following their mission statement, Wild Wilderness provides the following philosophical quote.

It is clear without further discussion that mass use involves a direct dilution of the opportunity for solitude; that when we speak of roads, campgrounds, trails, and toilets as *developments* of recreational resources, we speak falsely in respect to this component. Such accommodations for the crowd are not developing (in the sense of adding or creating) anything. On the contrary, they are merely water poured into an already thin soup. (Leopold, 1949)

It appears that a \$100 million dollar resort complex, such as Sugar Creek, on undeveloped USDA Forest Service land, is contrary to the mission and philosophy of the Wild Wilderness Organization.

Up to this point in time, neither of the environmental organizations discussed, Tennessee Hardwood or Wild Wilderness, has mounted any specific resistance toward the Sugar Creek project. However, the Tennessee Hardwood Director stated that if the Sugar Creek project should progress further, her organization stands ready to become more active in its opposition.

#### *U.S. Army Corps of Engineers*

Another stakeholder that has a potential influence on the Sugar Creek project is the U.S. Army Corps of Engineers. The Corps created Turkey Run Lake in the late 1960s by building an earth and rock dam across the Buffalo River. Although Turkey Run Lake has been most widely known for outdoor recreation opportunities, excellent fishing and scenic beauty, originally the lake was constructed primarily for the purpose of reducing flood damage along the lower Buffalo River Valley. The Corps of Engineers operates and maintains this dam,

directly influencing the lake's water level. Fluctuations in water level have the potential to influence the lake's recreational use and availability for such activities as boating, sailing, skiing, fishing and beach access. Up to the present time, I have not identified any specific conflicts concerning the Corps of Engineer's major function of flood control and their secondary concern for recreational use. Historically, the lake's water level fluctuations do not appear to have been an issue. However, severe seasonal and climatic changes could put excessive demands on the lake's capacity creating the possibility of subsequent influences on lake associated recreation and resort revenue.

*Tennessee Department of Fish and Wildlife Resources*

Below the Turkey Run Lake Dam is a fish hatchery, operated by the Tennessee Department of Fish and Wildlife Resources. This state fish hatchery is one of the largest warm water fish hatcheries in the nation. The hatchery produces nearly 4 million fingerlings annually. These fingerlings are released into lakes, streams, and rivers throughout Tennessee. Largemouth bass, smallmouth bass, muskellunge, striped bass, hybrid striped bass, and walleye are some of the sport fish reared at the hatchery. It appears there would be minimal influence on the hatchery or the Tennessee Department of Fish and Wildlife if the resort were built. However, increased fishing pressure on Turkey Run Lake associated with the construction of the resort might require the hatchery to adjust its local management practices. The hatchery has a viewing tank open to the public during summer daylight hours. Since the Sugar Creek

resort would be less than a half-mile from the hatchery, it is likely that as resort occupancy increased, so would hatchery visitation.

#### Potential Benefits of Development

The USDA Forest Service District Forest Ranger reinforced that the reason for Turkey Run Lake's existence was primarily flood control. Secondly, the lake provides recreation and a positive economic impact for the local area. Presently, the lake is considered a summer weekend location. It is projected that a resort and conferencing development at the Sugar Creek site would turn the lake into a year-round destination. Sugar Creek has the advantage of easy interstate access, linking it to numerous metropolitan areas within a few hours drive.

There were numerous issues that nearly all respondents mentioned as possible positive outcomes from the project. Most respondents felt that an increase in job availability would come with the building of the resort, along with an associated boost in the local economy. A majority of respondents stated that the area's *profile* and *recognizability* would increase; a resort would be different and more upscale than anything presently in the area. Nearly all respondents believed that recreation and tourism would increase and that the resort would be a magnet pulling in other commerce, even enticing business corporations. A county judge stated that the resort could become a focal point for growth in the area. It has been a common concern that the area needs jobs and many believe this resort could provide some employment and stimulate the

whole area's economy. According to the Tourism Director, the resort would bring in people and money, while creating a *spillover effect* that would benefit local retailers and merchants surrounding the lake and in Gnaw Bone.

An item of particular interest to boat owners was the lack of boat slips on the lake. At the present time, the 50 mile long lake has only two marinas that provide boats slips for seasonal or year-round storage. Some respondents indicated the lake is in dire need of boat slips, because all existing slips are filled and there is a long waiting list. Many boaters view the proposed resort that may include a 200-slip marina, as a remedy to the present unavailability of boat slips.

The Economic Development District (EDD) Director is looking forward to the construction of the resort. She stated, since the Turkey Run Development Board is a nonprofit corporation, all profits from the resort would be transferred to the EDD where they would be used to augment the area's social service programs. She, as many other respondents, felt the resort would make the area grow. The perceived positive benefit of the resort providing jobs and stimulating local economic growth was expressed and embraced by nearly all respondents. Individuals representing the previously discussed *environmental groups* however do not view any potential consequences of resort development as beneficial.

### Prerequisites for Development

Respondents expressed their views concerning the requirements for the Sugar Creek public-private partnership to be successful. These requirements or prerequisites were straightforward and pragmatic suggestions such as being able to navigate USDA Forest Service requirements and acquiring adequate funding. Particularly, respondent's prerequisites include satisfying USDA Forest Service policy, procedures and requirements. Initially, a private company must present their own proposal that addresses the prospectus objectives published by the USDA Forest Service. Once the USDA Forest Service approves a private company's proposal a one-year permit is issued by the USDA Forest Service. The private company must then proceed with an economic feasibility study. With subsequent approval of the feasibility study, an environmental assessment or impact study is required. If no environmental concerns are identified and there is proof of financial capability by the private company, then a permit to develop and begin construction would be issued by the USDA Forest Service.

Neither an economic feasibility study nor an environmental impact study has been performed. To heighten bureaucratic complexities, according to the EDD Director, different permits and funding for each of the studies is required. The economic feasibility study falls under state jurisdiction whereas the environmental impact study is under federal jurisdiction. Since the studies have not been performed the project does not appear very attractive to private developers or investors. There is the risk that these studies, with a price tag of up



to \$250,000, could delay or even cancel the project. By federal requirements the USDA Forest Service enforces that these studies be completed before beginning resort construction. This project would involve a large monetary investment and everyone, including developers, investors and the USDA Forest Service want to make sure that it a good investment. The feasibility and environmental studies are designed to underwrite partnership investment, but who will fund the studies? As important as these studies are, respondents suggested other prerequisite considerations when dealing with the USDA Forest Service. One consideration is the turnover and transfer of USDA Forest Service personnel. Investors and developers may end up dealing with a different USDA Forest Service representative at the end of a project than when they started. Different USDA Forest Service representatives may not always think alike. Also, there is a perceived stigma of contention when dealing with USDA Forest Service bureaucracy. Most respondents believe that the way to deal with this situation is to attempt to blend in with the USDA Forest Service and understand they have different theories, knowledge, and regulations to follow. One respondent described dealing with the USDA Forest Service, as you can't fight *city hall*, so learn how to deal with it.

According to the Director of the EDD, to be successful this partnership needs to move partners from a passive involvement to a more active role, with an awareness of the pulse of the situation known to all parties. Her organizational objectives concerning the Sugar Creek project include:

(a) maintaining good relationships with all partners, (b) completing the economic feasibility study (c) holding public meetings in different forums, and (d) communicating and building support with the public. She continued by stating that establishing trust and good communication among partners is of the utmost importance. She views her organization as a governmental provider for regional economic planning and it must be upfront to potential investors. She feels that honesty concerning the Sugar Creek project involves addressing the requirement for both a feasibility study and environmental study to be completed and approved by the USDA Forest Service before actual development may begin. Even though this situation may preclude further interest by an investor or developer, she believes the EDD must be open, available, and willing to listen. In summary, the EDD must be sincere and able to compromise when dealing with partners. The Director warns that openness is sometimes a difficult thing to accomplish in the political arena.

The players in the Sugar Creek partnership as identified by the EDD Director include: politicians, USDA Forest Service personnel, state agencies, the Tennessee EDD, and the public. This potential partnership project has the advantage of an already developed regional alliance of five counties working together. This alliance evolved primarily through efforts of the EDD and private investors; replacing five individually competing county economies. Through public-private partnership efforts, this alliance recently completed a successful regional industrial park project.

Many respondents pointed out prerequisites that were pragmatic in nature and require early collaboration to visualize, implement and monitor. Responses included: every partner should get a *fair shake*, each partner should receive an appropriate amount of revenue, and each partner should have proper representation in the project from its inception. More partnership prerequisites mentioned included honesty, trust, openness of information, full representation of all individuals and groups. Nearly all respondents expressed that projects must benefit the public. This is problematic because the *public good* can have many dimensions and benefits are subjective interpretation. Many of these prerequisites represent practical ideas, however in the real world their implementation and efficacy is not always straightforward. Perception and reality must not be taken for granted; they must be discussed and clarified among all partners. The value of any partnership is in the eye and mind of each individual partner.

According to a longtime resident and civic leader of the area an important prerequisite to getting the Sugar Creek partnership going is having interested and informed people in leadership positions. He warned emphatically that decision-making on projects such as Sugar Creek by disinterested or uninformed people must be avoided. Leaders must be knowledgeable concerning the project and generate a desire for the project by increasing public awareness and knowledge. Educating the public will generate public involvement and support for the project. The public must be informed concerning the economic and

employment opportunities surrounding Sugar Creek development. This seasoned local civic leader's final comment was that *political clout* is a very important consideration; it is the only way to help with funding to get this project going.

Entrepreneurial spirit is a dynamic force created by a committed individual(s) that blaze a trail for a partnership and create the momentum necessary to pull other partners along to a common goal. Entrepreneurial spirit is a prerequisite common to most successful public-private partnerships, but seems to be lacking within the Sugar Creek project. A potential developer stated that a feeling of ownership in the project must be created for investors and all partners. He continued by stating all partners need to feel a part of it and become *intimate* with the project. According to a judge executive, leadership involves doing a good job of *selling* the project. The developer continued, "If you don't dream it, it won't happen." All these statements represent entrepreneurial spirit. Leaders must believe in a project themselves, then it becomes easier to convince others of its worth. A potential developer projected a great deal of energy, enthusiasm and entrepreneurial spirit during our hour-long interview session. However, by his own admission, his energy alone had not been sufficient to lead the partnership to its ultimate goal during the early 1990s.

The USDA Forest Service is a federally regulated and funded government organization. They exhibit little entrepreneurial spirit, especially surrounding the Sugar Creek public-private partnership. For nearly two decades, the USDA

Forest Service has published a prospectus outlining the requirements for the Sugar Creek resort development. The District Ranger stated that publishing and updating that prospectus was the extent of the USDA Forest Service's marketing and promoting of the project.

According to many respondents, the Turkey Run Development Board has been composed of the area's *shakers and movers* and was created specifically to promote the Sugar Creek project. However, this Board's marketing and promoting of the project has been limited. The Board has made no organized explicit effort to inform and educate the public on issues surrounding the project. The Board did hire Group Advisers, a private but not local consulting firm, to find investors and get the project off the ground. However, after two years, Group Advisers had found no investors and its contract with the Turkey Run Development Board was terminated. Prerequisites are like pieces of a puzzle; put together properly they play a role in the initiation and functioning of a partnership. The Sugar Creek public-private partnership has yet to discover the appropriate combination of pieces to solve its puzzle.

#### Partnership Challenges

There have been numerous challenges in the path of the development of Sugar Creek resort. It was pointed out that there is a small fraction of residents in the area that don't want strangers around and are opposed to development because of the increase in visitors it would bring. The Tourism Director suggested that a portion of these individuals may be retired and probably don't

own a local business that could benefit from the project. It is the purpose of the feasibility and environmental studies to identify potential changes to the area, economically and environmentally. After the results of these studies are determined, it is a challenge facing the partnership to inform the public of the development's potential consequences; positive as well as negative.

Another challenge to development is the size of the project. Estimates have ranged from \$30 to \$100 million. In the early 1990s two potential developers dropped out of the process because the development was bigger than they had anticipated. Because of the area's depressed economic status, it is likely the major investment would come from outside the local area. The partnership is therefore logistically challenged to recruit *out of the area* investors who may not be familiar with the Sugar Creek site. An additional cost to be considered is the cost of the project being challenged in the courts. I was informed every large USDA Forest Service project has been legally challenged, to some degree or another, and the associated administrative and legal costs can be substantial. It is a challenge to the partnership to anticipate litigation and how it might affect the project's budget and construction timeline.

There are remnants of county autonomy being a minor challenge for the partnership. Most everyone, including Turkey Run Development Board members, originally wanted the resort within their county. According to one Judge Executive, Sugar Creek and the county autonomy issue began when the lake was being developed during the 1960s. The Judge stated a verbal

commitment was given, by the USDA Forest Service, to construct a road on the west side of the lake and this commitment was never upheld. Some residents feel that road would have allowed for development of the western shore of the lake, a separate county from the eastern shore. While that road was never constructed, the eastern shore county has had a road that enabled economic development along their side of the lake. Many older residents of the lake's western county were *turned off* by this situation and retain a level of mistrust concerning the USDA Forest Service to this day. Initially, this situation presented a formidable challenge, but this concern has waned in past years because most people have seen the benefit of the new centrally located area industrial park. The success of this area industrial park has eroded much of the individual county autonomy attitude and replaced it with a more regional alliance. This success is attributable to a local public-private partnership involving the five counties comprising the Archway EDD and private businesses. Archway EDD Board members also serve as Turkey Run Development Board members and they state that the industrial park's public-public partnership success has created a more consolidated effort to back the Sugar Creek project.

The majority of respondents stated the lack of progress in the project has been due to USDA Forest Service bureaucracy. People did not wish to invest in the project for fear USDA Forest Service bureaucracy would make the investment just *too much trouble*. Also, until the feasibility and environmental studies are completed and approved there is no guarantee of a return on your

money. Most developers and potential investors said they would much rather be involved in a private property development than a USDA Forest Service development because it is *simply a lot easier*. An example of this bureaucracy was presented by a citizen respondent who discussed a previous public-private partnership similar to Sugar Creek but on a different lake. That development involved land trades with the USDA Forest Service before actual development could commence. During public-private negotiations there was a change in federal regulations. Because of these new regulations the land trade was no longer possible and a partnership that was nearing the construction phase dissolved.

Another challenge discussed by developers is the perceived transient nature of government officials; politicians moving in and out of office and USDA Forest Service officials transferring in and out of jobs can make it difficult to provide *consistent long-term commitment* to a project. What has really stopped progress, according to nearly everyone, is the initial investment the private partner must contribute, up to \$100,000 for a feasibility study for a project that has no guarantee of progressing beyond that required study. During a two-year period Group Advisers, a private consulting firm, was not able to obtain *seed* money from the private sector for a feasibility study. According to the Archway EDD Director this was mainly because of the questionable future surrounding the project.



Another challenge to the project's success involves the bureaucratic issue of a thirty-year lease. Under this contract, the developer must lease the land where the resort is located from USDA Forest Service; the developer does not and cannot own this land. According to developers, this lease cannot be subordinated. This means the land cannot be used as collateral, creating a potential problem when applying for loans from banks or other monetary institutions. However this thirty-year lease is transferable. If a buyer expresses an interest in the resort during an emergency situation or a situation where a developer did not adhere to USDA Forest Service guidelines, the lease may be transferred to another qualified party.

A few respondents view lack of public representation as a challenge. The Hardwood President stated that less than 20 people commented on the local 1985 USDA Forest Service Forest Plan that officially announced the Sugar Creek project, while over 6000 comments have been obtained on the upcoming revision of that plan. She also stated the Turkey Run Development Board does not, as it claims, represent all the people. She states there has been a *disconnect* between the promises made by the Board to the IRS in order to obtain a charitable, not-for-profit, status and the goals delineated in the Sugar Creek Prospectus. She feels the Board's promises to the IRS of senior citizen amenities, a camp for underprivileged children, and hotel training facilities are not compatible with the goals of an upscale resort.

Three areas of potential competitive challenges involving the partnership and local recreation were identified. First, there has been discussion and a private prospectus that included a championship golf course as part of the Sugar Creek development. The four existing local golf course owners are opposed to a new course, fearing competition and lost revenue. Second, the two existing local marina owners are not in favor of a new Sugar Creek marina, for similar reasons. Third, some local anglers have voiced displeasure concerning the construction of a new resort. These anglers feel that fishing and lake crowding by new resort visitors would increase fishing pressure and decrease fishing quality. They claim the lake is presently full during spring, summer and fall weekends.

#### Policy Implications

In the USDA Forest Service 1997 document entitled *Recreation Supply and Demand Report for the Alvin York National Forest*, the Forest Service Planning Team stated that in response to changing recreational needs of southern national forests, management strategies are presented to meet the recreational needs of the American public. The document delineated seven strategies for this purpose. The most pertinent strategy associated with the Sugar Creek project was the suggestion to expand the number of partnerships, among the recreation and tourism industries, to provide appropriate national forest recreation opportunities. As a researcher examining this document, it is unclear to me who would identify *appropriate* national forest recreation opportunities. Also, in lieu of USDA Forest Service partnership research during the past decade by Selin,

Chavez and others, to what degree will this suggestion be supported, promoted and implemented up and down the USDA Forest Service chain-of-command? Within this 1997 document, the Sugar Creek project was specifically referenced. The planners presented the Sugar Creek site as a location that would be offered for development to a concessionaire. The document outlined the completed resort to have both a marina and lodge; it was estimated the resort complex would have the potential to serve up to 1700 visitors/recreationists at any time.

In a separate 2001 USDA Forest Service document, *Desired Future Conditions and Associated Management Direction for Management Areas in the Alvin York National Forest*, it stated that recreational use on large lakes in the Forest was presently at capacity during the peak use periods of *summer weekends*. This document further suggested that any modifications to existing development along the lakeshore should be designed to “not exceed” the present visitation level that exists during summer weekends. The document stated that facilities should be designed to meet changing use-patterns and allow increased use during *summer weekdays* and any day during fall, winter or spring. The rationale provided in this document was that planned facilities and activities should promote positive, sustainable tourism for both local and regional areas. The document also declared that USDA Forest Service management should minimize the impact of recreational watercraft wave scouring and shore erosion. Like the 1997 document, this 2001 report referred to increasing lake usage *during the week* in the summer or *any day* during the fall, winter or spring; but not during

summer *weekends*. It is logical to anticipate the resort increasing lake usage to some degree throughout the year. As a researcher, I have not seen any information to enable me to understand how the resort would not also increase the already crowded use of the lake during summer *weekends*.

According to the initial (1997) USDA Forest Service document, Turkey Run Lake was already at recreational capacity during summer *weekends* in 1997. It would seem logical to anticipate summer weekends, as likely being the time when the "proposed" Sugar Creek Resort would approach its predicted 1700 visitor/recreationist capacity. To this researcher it appears, after viewing these two USDA Forest Service documents, that ambiguous signals have been created. First, in a 1997 document recreation partnership formation was favorably touted. Whereas later, in a 2001 document, a virtually unachievable limitation (no increase in lake usage during summer weekends) was placed on recreation partnership formation, especially a recreational project as large as the proposed Sugar Creek Resort.

The York Planner (2001, August), a USDA Forest Service newsletter, provided information on the revision of the USDA Forest Service Forest Land and Resource Management Plan. The newsletter addressed York National Forest recreational opportunities, stating the USDA Forest Service Management Plan should provide a variety of recreational opportunities to the 5 million visitors each year to the Alvin York National Forest. It seems to this researcher that with 5 million recreation visits each year there would not only be some type of impact

to forest resources, but also conflict among the recreationists themselves. If the Alvin York National Forest Management Plan is to be equitable it must seek to find the most appropriate mix of recreational opportunities while also protecting forest resources. Data evaluated by this investigator did not reveal what constitutes the appropriate recreational mix nor how it is determined? It is anticipated that the prerequisite feasibility and environmental studies associated with the proposed Sugar Creek resort will attempt to predict the impact of upwards to 1700 additional recreationists each day.

According to the USDA Forest Service (1999b), in 1988 the President's Commission on Americans Outdoors highlighted the need for partnerships to achieve a connection between urban, rural, and wildland areas when planning and implementing projects. A large portion of recreation on national forest lands is provided for or assisted by partnership situations. Many of these are profit-oriented businesses, but some are non-profit entities and volunteer organizations. The USDA Forest Service manages commercial recreation on national forest lands by granting term limited special-use permits. The USDA Forest Service recognizes the value of permit partners in achieving such management goals as providing access to those who might not otherwise be able to use the forest. The basis for permitting any commercial recreation special-use permit is based on public need and resource capability. However, special-use permit administration is costly (USDA Forest Service, 1999b). These statements bring to the forefront fundamental questions facing potential public-private

partnerships. For example, the proposed Sugar Creek resort would be a commercial recreation venture, in particular a public-private partnership, can its existence be based on public need and resource capability? Can the feasibility and environmental studies alone answer this question? A philosophical, but economically relevant question is whether government budget reductions and the lure of alternative funding influence the acceptable balance between public need and resource capability for commercial recreation on national forest lands?

### *Summary*

According to USDA Forest Service (1999b), public-private partnerships have a history of more than a century. The Organic Administration Act of 1897 paved the way for granting commercial ski area permits on public lands. The Act of March 4, 1915, as amended July 28, 1956, authorized the issuance of term permits for structures and facilities on national forest lands. More contemporary legislation includes the National Forest Ski Area Permit Act of 1986; allowing the USDA Forest Service to issue special-use permits, good for up to 40 years, to the private sector to construct and operate ski areas. There are historical, administrative and legal precedents for public-private partnerships with the USDA Forest Service. However, my investigation suggests that individual project justification and the implementation of any one particular public-private partnership appears to be a tedious process. It appears each partnership project location has: (a) its own range of stakeholders with various motivations, (b) its own trepidation level associated with government bureaucracy, and (c) its own

particular level of intensity surrounding the marketing and promoting of the project.

### Political Considerations

Any public-private partnership or venture, by definition, involves government participation. Successful partnership programs and projects are normally endorsed by political officials and validated through appropriate legislation. Politics, at both the local and national levels, can play a pivotal role in the fate of any public-private partnership program or project. A local retired civic leader stated that politicians respond to people, regardless of their political affiliation, and if the Sugar Creek project is to thrive, people must be informed and motivated concerning its benefits. After informing, educating and motivating the public, he stated the peoples' voice could be taken to the politicians. The community leader added that his project must be made attractive enough for developers and investors to want to come and build it.

According to Osborne and Gaebler (1992), government programs are driven by constituencies, not individual customers, and those programs tend to be created in response to a constituency group that defines its claim on a particular resource, not in response to demand from specific individuals or markets. Mere membership in a constituency group does not endorse one person's demand for something. As a result of a constituency's collective opinion and influence; cash, goods, services, and special-use permits are offered through government programs to those organizations that have exhibited a potential to

use them effectively. In the distribution of goods, services and privileges provided or allocated by the government, politicians and administrators respond to supply and availability of the resource, not to the demand for them by individuals.

Furthermore, Osborne and Gaebler (1992) contend that government programs are driven by politics, not policy. To create a specific program, political leaders must put together a coalition broad enough to pass legislation to fund a particular appropriation. To gain this support politicians are under pressure to make a program many things to many people. This may help to explain why the Turkey Run Development Board has portrayed the Sugar Creek resort as providing diverse social programs when justifying its application for non-profit status to the Internal Revenue Service. In order to gain and maintain a coalition of support, original program goals may be altered or *watered down* as the program works its way through legislative and administrative processes.

Some public-private programs are flawed because true competition can often disappear or stakeholders and customers do not have adequate information. Historically, there has been little developer competition to energize the Sugar Creek project. Until feasibility and environmental studies are performed, no one has cogent information surrounding the demand or impact of the resort. Until these studies are completed, how can the public and potential political backers be armed with information warranting the formation of a supportive coalition? For political, public and financial sectors to effectively



evaluate and coalesce surrounding the Sugar Creek public-private project requires the elucidation of information not yet determined.

According to Drucker (1985), in order to complement the efficiency and effectiveness of public market driven programs the commitment of the community is required. Communities must feel empowerment towards the program. As entrepreneurial government agencies move away from administrative bureaucracies making all the decisions and rules, they need to embrace new markets, programs and especially the community. This may be one of the greatest areas of opportunity remaining if the Sugar Creek project is to actually survive and flourish. An increased level of enthusiastic support for the program locally, supported by the right constituencies, may produce the required impetus for the project to advance beyond the drawing board. This type of commitment is both an ambitious and formidable task that extends well beyond the USDA Forest Service and the Sugar Creek project. According to Drucker, to build entrepreneurial management into existing public service institutions and agencies [such as the USDA Forest Service] may be the foremost political task of this generation. A relevant question surrounding the Sugar Creek project is whether or not there is enough untapped, but accessible, entrepreneurial spirit available to drive this project through the maze of political and bureaucratic challenges.

Federal mandates and guidelines play an important role in partnership formation and success, however local politics may also play an integral role in

the public-partnership equation. According to one developer, it only makes sense that the Sugar Creek project should be viewed as a profitable venture. He further stated that a private entrepreneur should be able to make the project work better than a politician. He continued by stating that political backing may be necessary, but a politician should not have hands on control of the project. The developer reasoned that politicians may find themselves out of office, then if the project fails the public loses and the politician may be long gone and personally shoulder no negative repercussions. A private entrepreneur, on the other hand, along with private investors, will have their own blood and their own money at stake. They really want and *need* for the project to work. They want to see their hard work and investment payoff (J. Bryan, personal communication, November 6, 2001).

Most respondents stressed the need for political support. A potential developer during the early 1990s stated that he needed political backing for infrastructure items such as sewers and roads, but also he needed the *blessing* of strong political backers behind the project. He obtained verbal commitments for project support from the Tennessee Gov. and a U.S. Congressman, but both were out of office before they could follow through on their promises. This situation is an example of the tenuous nature of political support. The developer presented another possible political influence to consider; the idea that the local perception of politics can affect a project's credibility. Clarifying, he stated that the credibility and possibility for success of a project may be closely tied to other

local issues or even associated with the reputation of an individual politician who supports a particular project.

A local ex-mayor and potential developer closed his interview by stating emphatically that people will not accept government-to-government partnerships for big projects. Government-to-government partnerships, he contends, will build a project that government accepts, but the people will not necessarily accept. You need government [public] agencies helping private developers and investors, and private developers and investors helping the government in turn. For this reason, he stated the relationship between the USDA Forest Service and the Turkey Run Development Board is 100% wrong, because it is a government-to-government relationship, not a true public-private partnership.

Another important politician in the Sugar Creek scenario both a judge executive and member of the Turkey Run Development Board, stated the solution to developing Sugar Creek is more or less political and he anticipates a more favorable political climate in Sugar Creek's future. Congressional reapportionment has recently taken place and now Turkey Run Lake lies within a different congressional district, Congressman Smith's district. He is chairman of a Congressional Committee and according to the judge, a "powerhouse in Washington DC." The judge feels Congressman Smith may provide the political *clout* they have been looking for to make Sugar Creek resort a reality. He emphasized, reapportionment could help the Turkey Run Lake area immensely.

Congressman Smith represents a different and powerful political player in the game. Reapportionment also has put two pro-resort judges, both members of the Turkey Run Development Board, within the same congressional district. This, the judges say, will enhance Sugar Creek's prospects because of a new and more concentrated influence of political power.

### *Spirited Legislation*

Another politically based debate surrounding the Sugar Creek project concerns whether or not a lack of alcohol availability has been a hindrance to attracting investors and developers? Presently, the Sugar Creek area is "dry" (no liquor or alcohol sales). The closest "wet" location is in the town of Gnaw Bone, 12 miles away. Some respondents felt that not being able to easily purchase, nor have liquor by the drink available at the resort, keeps prime developers and investors from being interested in the project. According to a judge executive, since Gnaw Bone lies in Riley County and that town is already "wet", then the Sugar Creek site, which also lies in Riley County, could be voted "wet" simply with an election within only Sugar Creek's precinct. The key factor is that Riley County already has a "wet" precinct, therefore only a Sugar Creek precinct election would be required to make it "wet", not a countywide election. The judge feels that voting the Sugar Creek site "wet" would not be a difficult undertaking. However, the actual influence of this "wet-dry" situation on developers and investors has not been determined. Presently there is no election planned to change the alcohol availability status. Given the available information

it is this researcher's estimation that if a developer or investor truly desired the site to be "wet", an election might be held. It seems likely that if a developer or investor wished a "wet" resort they would require that legal situation be created up front, before major investment, and not just a possibility down the road. Many state park resorts and lodges, enjoying high occupancy rates, are in alcohol-free areas that are much further than Sugar Creek from alcohol availability. No respondent identified alcohol availability as the primary factor in Sugar Creek's lack of development. It appears to be only a small piece of a complicated puzzle.

#### Situational Update

According to Turkey Run Development Board members and the EDD Director, (personal communication, October 3, 2003) the next approach for action involves meeting with the state governor and state representatives to ask that funding be built into the state tourism budget for Sugar Creek's feasibility and environmental studies. The EDD Director and the District Forest Ranger had lobbied, unsuccessfully in 2002 for \$250,000 to be put into the 2003 local USDA Forest Service budget and earmarked for completing the Sugar Creek environmental study. Current hopes for funding these studies have been bolstered through local United States Congressman Al Smith's pledge to assist in obtaining federal funding for the studies. Reapportionment in 2002 has placed Sugar Creek within Congressman Smith's district and it is felt that his position as a member of the House Appropriations Committee will be of benefit. The EDD

Director stated that having the feasibility and environmental studies funded, completed and approved by government agencies would relieve the private sector of these initial administrative and financial burdens.

She also acknowledged that because of the large total project investment required, marketing must be increased to include potential investors outside the area and even outside of the state. Even though the project will be administered by a non-profit public entity that can sell attractive tax-free bonds to investors, finding a market for these bonds has not been easy.

According to two potential developers, historically a lack of infrastructure supporting the project may have deterred investors and developers away from Sugar Creek. This infrastructure includes water lines, sewage lines, utilities, and roads that have been promised by government agencies in the past.

Congressman Smith has agreed to pursue providing infrastructure that includes water, sewer, road, and electrical utilities into the Sugar Creek site. The Congressman also stated that a boat dock, restrooms, parking and possibly a marina would be included. According to the EDD Director, these items would help the Sugar Creek project substantially by cutting down on the amount of private money it would take to develop the resort.

She further explained that the Turkey Run Development Board now plans on the public purchase of Fox Trace Golf Course, an existing privately owned golf course, near the proposed resort location. Historically, area golf course owners have been concerned about competition from the construction of a new

private course as a part of the resort complex. The Director stated this public purchase would not only keep the private cost of the resort down, but also assist the local economy. It appears to this researcher that these contemporary developments put the Sugar Creek project in a less controversial position and financially more attractive to investors.

### Summary

This chapter is more than an aggregate of data; it is a composite of information that attempts to convey the complexity of issues that make the Sugar Creek Case Study genuine. This chapter provides information that allows us to intelligently consider the fate of the Sugar Creek Resort (see Table 6).

I have presented relatively uncontestable data obtained from interviews, observations, and document analysis. Given the qualitative nature of this study however these data are not completely without interpretation (Stake, 1995). I have attempted to provide a word picture describing locations and physical structures, active and passive stakeholders, potential benefits of development, prerequisites for development, partnership challenges, along with policy and politic considerations. These findings have been presented in order to develop a few key issues, not for the purpose of generalizing beyond Sugar Creek, but for understanding its complexity.

Table 6

## Summary of Findings and Concerns

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### Disincentives to Private Investment at Sugar Creek

- Requirement for private investors to pay for both feasibility and environmental studies with no guarantee concerning the project's future
- Original Forest Service permit stipulates a one-year limit for providing a private investor prospectus and having both studies completed
- Private sector's perception of unwieldy government bureaucracy
- Resort would be located on land *rented* from the government by means of a thirty-year, special-use permit
  - Land *can not* be used as collateral
  - Long commitment with limited flexibility
- Conflicting government documents with regard to project rationale
- Unlikelihood for availability of alcoholic beverage sales at the resort
- A perceived lack of government commitment
  - Minimal governmental support (technical, funding and marketing)
  - Minimal communication among various stakeholders and politicians; as well as local, state and federal agencies

### Public Issues Surrounding Sugar Creek

- Lack of community awareness and knowledge
  - Citizens are ununiformed concerning the resort's potential impact on the environment, local economy and job market
  - Minimal public input into the partnership process

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*Note.* ➤ = Major Findings. ■ = Subordinate Concerns. It is my hope this

information assists you in forming a portrait that represents how, why and if a public-private partnership will ever actually create the Sugar Creek Resort.



## CHAPTER 5

## DISCUSSION

**In the world of human thought, generally the most important and fruitful concepts are those to which it is impossible to attach a well-defined meaning.**

H. A. Kramers, Theoretical Physicist

The purpose of this study was to investigate and better understand the processes that enhance or constrain the efficacy of a public-private partnership, in particular the dynamics associated with the proposed USDA Forest Service public-private recreational partnership resort project at Sugar Creek within the Alvin York National Forest. In an attempt to discover key issues surrounding this situation bureaucratic influences, stakeholder opinions, financial considerations, politics, and entrepreneurial concerns were explored. My goal has been to first analyze, then synthesize and now evaluate the uniqueness and complexity of the Sugar Creek situation. Problems surrounding this case are neither simple nor clear-cut, but intricately networked into political, social, historical and even personal contexts. In earlier chapters this investigation moved through background, observation, and inquiry, now we come to a point of discussion and interpretation.

#### Concerns and Implications

Concerning this partnership, one is lead to wonder what are the preeminent goals and commitment of the USDA Forest Service? The District Forest Ranger has stated the Sugar Creek Prospectus has been "on the street" for

nearly 20 years. Why during these past two decades has the project languished? One insider to the process, both a judge executive and Turkey Run Development Board member stated he felt the USDA Forest Service doesn't really want Sugar Creek to be developed. In his opinion the complexity of existing USDA Forest Service regulations have impeded development and betray what he perceives as the underlying or unarticulated intentions of the USDA Forest Service not really wanting to develop Sugar Creek. He states that there are what he sees as too many regulations and simply "too many strings attached" to the project.

An example of this bureaucratic red tape may be observed within the pages of the current USDA Forest Service Sugar Creek Prospectus. The Prospectus has a section concerning the application and permit processes surrounding the project. These processes involve 4 phases, with a total of 10 individual steps required, before the special use-permit for construction would be issued. Phase 1 involves any potential developer preparing a their own proposal using guidelines set forth in the USDA Forest Service prospectus. Phase 2 involves selection, by the USDA Forest Service, of a particular developer and issuing them a one-year planning use-permit. Phase 3 requires the developer conduct feasibility and environmental studies, along with developing final project plans according to the requirements set forth in the USDA Forest Service prospectus. Contingent upon USDA Forest Service approval and National Environmental Protection Agency approval, in Phase 4 a special-use-permit

would be issued to the developer for the resort and construction may begin with a stipulation that the resort is operational within two years.

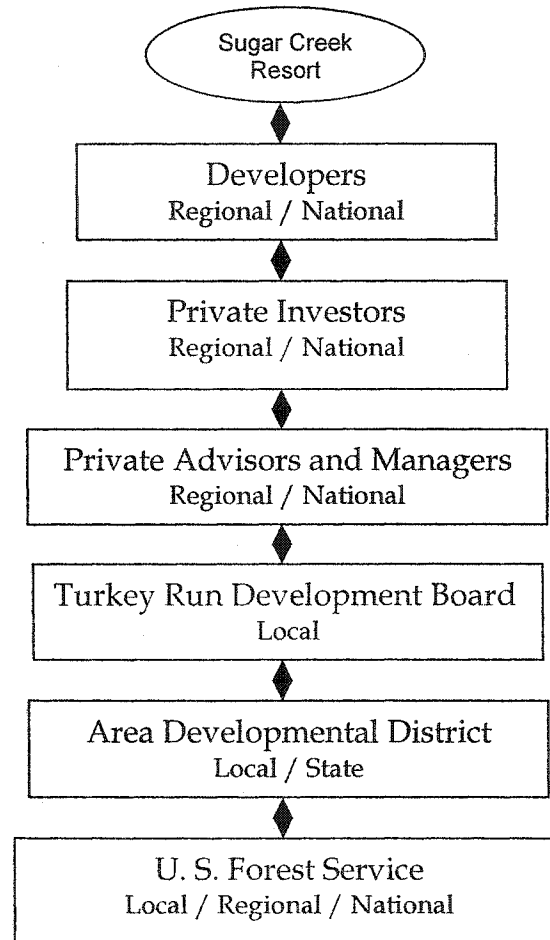


Figure 6. Sugar Creek partnership's organizational hierarchy and geographic areas of origin.

Selin (1993) identified constraints surrounding partnership collaboration.

A constraint particularly relevant to the Sugar Creek partnership involves geographic and organizational fragmentation. He explained that geographical

and organizational fragmentation might occur when stakeholders, investors, or governmental bureaucrats are organizationally or geographically isolated from one another resulting in a breakdown of collaborative communication. This situation is possible when considering the levels of bureaucracy associated with the Sugar Creek partnership. As shown in Figure 6, there are three levels of private interest within the hierarchy, two levels of state and local agency interest, and finally at the foundation of the hierarchy, the USDA Forest Service with its local, regional and national organization levels.

Do the USDA Forest Service, stakeholders and citizens really want a resort project that will, at least to some degree, change the nature and character of the area? It has been acknowledged by nearly every respondent and reinforced in numerous documents that the development of the resort has the potential to not only affect the economics of the area, but also to alter user profile and user density associated with Turkey Run Lake. These changes are viewed as being for better or worse depending upon individual perspectives. There is no easy compromise between economic growth and maintaining a healthy environment. There are no definitive guidelines or a specific referendum to reference how the public thinks concerning how particular national forest lands should be used. Another consideration expressed by many respondents involved how much USDA Forest Service budget reductions and reduced agency income from logging operations influences the equation surrounding commercial recreation development on national forest land? According to USDA Forest Service

documents, the availability of commercial recreation on national forest land is determined based on public need and resource capability. This policy provides a vague and superficial guiding principle. When considering a specific commercial recreation project's influence, this USDA Forest Service guideline is difficult to specifically interpret and therefore to implement.

A public-private partnership has responsibility for policy associated with a project and how it impacts citizens, as well as other stakeholders. According to Rosenau (1999), public-private partnerships should involve close collaboration, combining the strengths of both the private sector and the public sector. She stated this is an important element surrounding partnership success. Close collaboration between the USDA Forest Service and private entities concerning Sugar Creek has been minimal. It is this researcher's opinion that without better marketing and communication, Sugar Creek will continue to be perceived, by many in the private sector, as a project shrouded in a bureaucratic air of ambiguity. If investors and developers are to be drawn to this project, they must be sought out and courted. According to Linder (1999), the hallmark of successful partnerships is cooperation, with benefits, as well as risks, equally spread between public and private sectors. To this point, the few private partners aware of the project have viewed the potential risk of involvement to outweigh its potential benefits.

In 1999 the President's National Recreation Lakes Study Commission noted that federal, state and private entities exhibited inconsistent policies on

partnerships. Their report stated that recreation management at federal lakes reflected ambiguous goals, lacked policy direction and was deficient in appropriate leadership. These ambiguities and deficiencies remain to some degree surrounding the Sugar Creek partnership. Through publication of the Sugar Creek Prospectus, the USDA Forest Service endorsed the development of a resort that has the potential to create up to 1700 added recreationists to Turkey Run Lake daily. Still other USDA Forest Service documents state that the lake is presently at recreational capacity on summer weekends and no further recreational visitation is desired. How is the public or any potential stakeholder to interpret these conflicting signals?

#### *Marketing and USDA Forest Service Requirements*

My research surrounding the Sugar Creek has shown marketing and promotion of the project to be meager and sporadic. For example, the District Forest Ranger's only response when asked about marketing the Sugar Creek project he stated, "every two years or so we update the prospectus". That prospectus, for the past 20 years, has been provided only to developers and investors who request a copy. It is this researcher's opinion that there has been no organized or advertised dissemination of the project's availability, other than informally through word-of-mouth. Is it against USDA Forest Service policy to actively promote the Sugar Creek opportunity regionally and nationally through commercial advertisement, dissemination at related conventions, or other distribution media?

Two respondents stated that years ago the USDA Forest Service assisted private partners, financially and technically, in completing requirements, such as the feasibility and environmental studies. While both studies are required before actual construction can begin; at the present time, the USDA Forest Service provides little assistance in their completion. Reinstated government assistance with funding and technical expertise for these studies would likely lead to the partnership being perceived as more attractive by investors and developers. Most respondents agree these studies are the first hurdles that must be overcome for the partnership to progress. These studies, because of the associated cost and the fact that either of their outcomes may not measure up to required USDA Forest Service standards; therefore prohibiting any further progression of the project, represent substantial obstacles to the partnership's early success. Many respondents stated that the historical lack of investors and developers associated with the Sugar Creek project reveals they do not feel comfortable risking their capital and labor in a joint venture that has not already successfully completed both of these required initial studies.

#### *Community Empowerment*

According to Rosenau (1999), public-private partnerships are most likely to be successful if there is broad community or societal consensus in the value of the partnership's goals. Numerous Sugar Creek respondents stated they believed a significant portion of the local population is either uninterested or uninformed concerning the Sugar Creek project. A retired, local civic leader stated that from

his years of community service he had observed that many people were against projects simply because of a lack of knowledge or understanding. It is his belief that once the Sugar Creek project is explained to people, most would support it. Considering the project's lackadaisical history, pursuing community edification and empowerment may be one of the greatest areas of opportunity remaining if the Sugar Creek resort is to be constructed. An increased level of enthusiastic support for the program locally, focused within the right constituencies may produce the impetus required for the project to advance beyond the drawing board. Many respondents commented that increased public understanding surrounding the project might give it the "jumpstart" that is needed.

Mowen (1999) found that respondents viewed public-private partnerships as a good idea if it adds resources, keeps prices down, and improves services. However, his respondents thought this type of partnership was a bad idea if it leads to overcrowding, or greater difficulty in access or a reduction in services. Mowen's study suggested that public opinion towards public-private recreational partnerships depended largely on specific partnership conditions and the outcomes perceived by the public. Numerous Sugar Creek respondents pointed out that most local people didn't know enough about the Sugar Creek partnership to really form an opinion about the project. It was their belief that the public simply has not been well informed on the subject. For multilateral success, this public-private project must be made attractive enough not only to draw qualified developers and investors, but also equally as important, please the



public. Given the complex nature and sizeable investment associated with this project, increased public support alone would not likely provide the catalyst required for complete partnership success. There is the chance that localized support might remain superficial, unorganized and non-effective, as this project has seen in the past. However, if the public becomes better informed concerning the project and its potential impact on the community, it might motivate public opinion and the collective voice of the people could then be taken to the politicians. As one local official stated, "politicians respond to people."

#### *Leadership and Political Influence*

According to Utt (1996), successful public-private partnerships require dedicated leadership. He further stated that whether at the local, state or national level most successful public-private partnerships have an elected official at the helm that considers their project a priority, and is willing to do battle with opponents and persevere in the face of numerous obstacles and delays. Numerous researchers including Leach and Pelkey (2001), Utt (1996), and Selin and Chavez (1995) have suggested that meaningful and effective partnership support involves active leadership, political influence and money. It is this researcher's perspective that historically, the Sugar Creek partnership has been associated with ambiguous and languid leadership, very little observable political support and virtually no funding.

Numerous respondents suggested that political support is a key factor if the Sugar Creek project is to reach its goals. Congressional reapportionment has

recently taken place and now Turkey Run Lake lies within a different congressional district, Congressman Smith's district. He is chairman of a Congressional Committee and according to one local judge, Congressman Smith has power in Washington DC. The judge feels Congressman Smith may provide the political *clout* they have been looking for to make Sugar Creek resort a reality. The judge emphasized that reapportionment could help the Turkey Run Lake area immensely, because Congressman Smith puts a different and powerful political player in the game. Also, reapportionment has recently placed two local pro-resort county judges, both members of the Turkey Run Development Board, within the same congressional district. This, the judges say, will enhance Sugar Creek's prospects because of a new and more concentrated influence of political power within the same district.

Mowen (1999) and Rosenau (1999) have suggested that community perception, empowerment and commitment are what will perpetuate a partnership's success over the long haul. Waddock (1986) suggested that successful partnerships need a strong leader with a charismatic style and an entrepreneurial spirit to create a common vision. Though a few local elected officials have taken an interest in the Sugar Creek project, none have demonstrated the capability or perseverance to obtain tangible results. As one respondent stated, the county judge executives are in charge of the Sugar Creek project, but publicly they are staying relatively non-committal, because they are

not willing to take the political risk associated with a potentially controversial project like Sugar Creek.

*Public Potential and Social Capital*

What segments of the general public would be served by the public-private partnership achieving its goals and the construction of the Sugar Creek resort? This potential project has been identified in USDA Forest Service documents as providing an upscale destination resort and multi-day stay recreation location. Considering these descriptions it appears the resort would be built for visitors mainly from outside the area. According to the U.S. Department of Labor, Bureau of Labor Statistics (2000), the Sugar Creek area has approximately double the national average for unemployment, nearly 9 percent, and the average weekly wage is approximately 30 percent lower than the national average. How these local statistics influence the project may be interpreted from different viewpoints. Economically the area could benefit from the jobs and money brought in by the resort. Local businesses may benefit from the increase in area visitors and some residents may gain employment from its construction. However, how would the project affect this mountainous community in general?

A number of social scientists have suggested a "common framework" for understanding mechanisms through which civic engagement affects government projects. According to Putnam (1995), this "common framework" is labeled social capital and it refers to the features of social organization such as networks,

norms, and social trust that facilitate coordination and cooperation for mutual benefit. According to Lovrich (1999), public-private partnerships require substantial amounts of social capital and it is easier to increase social capital where it already exists, rather than where it is minimal to begin with. The author further stated that areas of disadvantaged circumstances [such as the previously discussed high unemployment and low wages associated with the Sugar Creek area] do not have the same levels of social capital in their community. Lovrich suggested this means that public-private partnerships are less likely to be successful in places where the partnership is poorly organized or where social capital is insufficient. The author also suggested that if the demand for social capital surrounding a partnership is so high that it may threaten the depletion of limited social capital resources, especially where it is already a precariously scarce resource, the success of the partnership might be in jeopardy. Considering Sugar Creek area's depressed economy and high unemployment rate there appears to be scarce reserves of social capital available for the project. Whether Sugar Creek's social capital and associated partnership efforts can be bolstered through public information programs, increased political support and energized leadership remains to be seen.

#### Conclusions and Recommendations

According to Stake (1995) qualitative case studies involve people and issues that are studied in depth and researchers are encouraged to include their own personal perspectives in the interpretation. That author stated the way a

case and the researcher interact is presumed unique and not necessarily reproducible for other cases and researchers. According to Stake, the quality and utility of the research is not based on its reproducibility, but on whether or not the meanings and recommendations generated are valued. Though no two public-private recreational partnerships are exactly alike in every respect; there are general factors common to most. Previous studies have suggested the importance of several factors including leadership and communication in collaborative success. Up to this point in time, the correct levels of the appropriate collaborative factors have not been applied at Sugar Creek. Recommendations introduced and discussed in this section are grounded within these principles and summarized in Table 7.

According to Rosenau (1999) not much is known about the success and failure of public-private partnerships. This study examined the challenges that confront a partnership, specifically the public-private recreational partnership surrounding the Sugar Creek Resort development. The Sugar Creek public-private partnership is in need of refinement and reform that can be best described through the following conclusions and recommendations.

Gray's (1985) analysis of conditions that facilitate collaboration included three sequential phases: (a) problem setting, (b) direction setting, and (c) structuring. A number of facilitative conditions were associated with each of the three sequential phases (see Table 1). The present study's data indicates that few of these conditions have been fulfilled. Within the problem setting phase,

Gray presented facilitative conditions that included: (a) identification of stakeholders with recognition of their interdependence and legitimacy, (b) identification of a skilled leader or convener, (c) a positive belief about the outcome of the partnership, and (d) shared access to power. Presently, all Sugar Creek stakeholders have not been identified and incorporated into the partnership. Recent developments have identified a viable political ally, however the partnership has yet to identify earnest investors. In reference to Gray's model (see Table 1), it is apparent that Sugar Creek has not completed the initial or problem setting phase of collaboration. This partnership lacks three critical ingredients to move forward: (a) skilled leadership, (b) political clout, and (c) appropriate monetary backing.

Mattessich and Monsey (1992) presented a topical rather than sequential model for factors influencing successful collaboration (see Table 2). Unique within their categorization is the factor of *history of collaboration within the community*. This is a factor consistent with Sugar Creek's lack of progress. Though the area has had one large public-private partnership success, an industrial park; it has never faced a public-private recreational partnership the magnitude of Sugar Creek. Locally there is neither precedent nor an established community paradigm concerning the requirements or consequences associated with a \$100 million privately owned lakeside resort on public land.

Risks, rewards and responsibilities particular to this project, and relating to legal, financial, and operational aspects must be determined specifically as they pertain to each stakeholder and all segments of the public. According to Van Der Tak (1996), the most common problem with privatization and partnerships is failure to recognize and reconcile conflicting objectives.

Acknowledgment of public and private approaches to both the benefits and risks of the project must be individually analyzed. Presently, in the Sugar Creek Prospectus, the USDA Forest Service delineates administrative and technical requirements for the project, but little analysis or interpretation of factors concerning successful collaboration are addressed. A better understanding of how rewards, responsibilities and risks are shared might help to build support and make the project more attractive.

I suggest more focused problem setting and direction setting phases be identified and established; initially contributed to by both the USDA Forest Service and the Turkey Run Development Board. During these phases, the Board should attempt to evaluate the *genuine* earnest of the Forest Service's Proposal. The Forest Service Sugar Creek Prospectus may actually be more an exercise in "testing the waters" than any real desire for resort development. Forest Service sincerity should be measured by evaluating the amount of agency assistance; such as financial aid, providing manpower, and rendering technical expertise.

All phases of partnership development should be conducted using *common ground* guidelines. Initially these guidelines should be general and

comprehensive; gradually become more focused and refined. Comprehensive dissemination of partnership development guidelines, similar to Selin and Chavez's Evolutionary Model of Tourism Partnerships (see Figure 4), to all stakeholders could provide for a common framework of understanding.

Within the area of partnership antecedents, Sugar Creek has two *critical* impediments; the environmental and feasibility studies. At this time, these studies must be financed and completed privately, then approved by the USDA Forest Service before the project may continue. If qualified and committed private partners are desired; this situation *must* be modified. It cannot be expected that private investors bankroll two studies, costing approximately \$300,000, with no guarantee that the project is viable and will continue. Government funding for these studies must be obtained; removing these early obstacles is imperative if there is to be real progress.

Once rewards, responsibilities, and risks are delineated this information must not only be disseminated to all possible stakeholders, including public citizens, but it must be *promoted* and *marketed*. Local citizens must be informed concerning the project; potential developers and investors must be made aware of its existence and possibilities. Only when these groups are made cognizant and comfortable will they be in a position to make an informed and reasoned assessment of the project. At the present time, it seems most local citizens have heard of the Sugar Creek project but have little understanding of its possible characteristics or potential consequences.



Table 7

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 Recommendation Summary for the Sugar Creek Partnership
 

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| Requisite Action  | Practical Strategy  |
|---|---|
| Obtain government funding for environmental and feasibility studies                           | Lobby federal, state and local government entities                                  |
| Establish comprehensive and universal collaborative guidelines to be used by all stakeholders | Evolutionary Model of Tourism Partnerships (see Figure 4)                           |
| Delineate rewards, responsibilities and risks for each stakeholder                            | Use studies and collaborative guidelines to determine specific impacts              |
| Identify and empower an enterprising leader   | Consider stakeholder and citizen input  |
| Assess Forest Service's genuine intentions  | Evaluate financial, manpower and technical expertise provided by the Forest Service |
| Open communication and edification to all stakeholders and the public                         | Stakeholder meetings<br>Public meetings<br>Newspapers<br>Radio and television       |
| Align with key political supporters   | Public backing and potential benefits are political assets                          |
| Evaluate marketing options  | Compare consulting firms<br>Identify target markets<br>"Court" potential investors  |

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After thorough dissemination of the project's characteristics, if stakeholder and public assessment is generally favorable, the next step involves identifying

and gaining the alliance of key political supporters. These political supporters can provide assistance with both funding and minimizing government bureaucracy. Key politicians backed by a powerful and informed public voice, advocating the benefits of Sugar Creek Resort will reinforce the project's success. With an informed local citizenry expressing their desire for the resort and obtaining powerful political backing; promoting and marketing the project to viable investors will become more effective. The amount of money required for this project appears too large for the local community to provide. Therefore, seeking investors must be a regional or even nationwide undertaking; using some type of target marketing. Although previously attempted, a private consulting firm may be the only method to effectively get the "word out " to qualified potential investors.

#### *Continuing Adaption Model*

The development of the Sugar Creek partnership may be described more dynamically through the use of a continuing adaption model. This model illustrates the interactive pathways of partnership development. I have represented critical aspects of Sugar Creek partnership's development by delineating *eight major phases*. These phases, though not absolutely hierarchical, do build upon one another, from top to bottom, according to the lineage in figure 7. Adaption is based upon change and adaptive processes can be triggered by major, comprehensive issue transformations or subtler but important partnership development modifications. There are at least two broad categories

of change that may bring adaptive processes to bear. The first category involves change isolated within a specific phase of partnership development. This type of adaption does not directly influence other phases. For example, changes in personnel involved with a particular phase or acquiring new or different information pertinent only to that phase. In the second category, change involves two or more phases and the adaptive process requires interaction between or among two or more phases. For example adjustments in overall project funding or overall project regulations might require coordinated multi-phase adaption. These two types of adaption represent *intra* and *inter* phase adaption.

#### *Young's Continuing Adaption Action Plan*

Putting the continuing adaption model into action requires a hierarchical organization plan. Within this plan representative *phase-development coordinators* would be appointed for each of the eight phases identified in figure 7. These phase coordinators (full or part-time) research and utilize whatever resources necessary to function not only within their specific phase but also lend to comprehensive project development through an *overall project leader*. Their function represent both intra and inter phase/project development. This arrangement allows phase coordinators to have specific responsibilities and not be weighed down by the overall project development process. The overall project leader, informally and at regularly scheduled meetings, helps filter and accommodate information between and among the eight phase coordinators.

## Major Developmental Phases

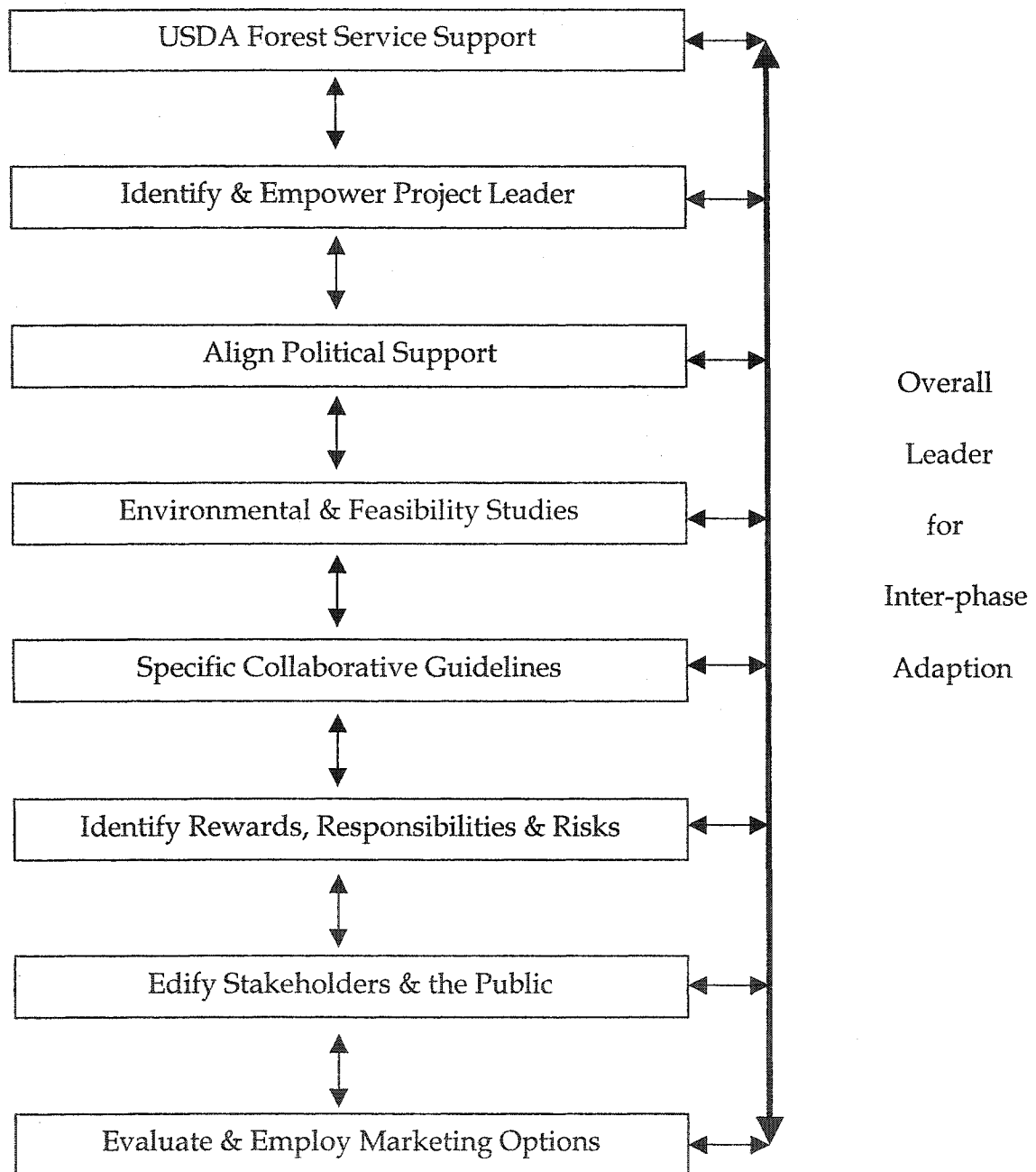


Figure 7. Young's Continuing Adaption Action Plan for development of Sugar Creek public-private partnership. Adaptive processes are a reaction to any

change: a) within a particular phase (intra-phase); guided by specific phase coordinators, and/or b) (inter-phase) between or among individual phases, controlled by an overall leader.

It is not necessary that all phase coordinators be identified and empowered from the initiation of this plan. Nor is it required that a coordinator have the responsibility of only one phase. Expertise and experience may allow for a coordinator to oversee more than one phase. However, it is important that the "overall" project leader be identified and empowered, having ultimate project authority, as early as possible. The overall leader through information provided by phase coordinators would guide project development.

#### Recommendations for Further Research

The in-depth nature of this case will hopefully enable a greater understanding of the factors shaping a particular public-private recreational partnership. However, far more research needs to be carried out among different populations at different locations to expand on the issues and implications identified here. Future research should not be limited to qualitative methodologies; the strengths of both qualitative and quantitative designs should be brought to bear. The following list provides suggestions for future research and offers ideas to those colleagues representing any related field a study.

1. Further examination of the relationship of funding trends to governmental agencies and its association with public-private partnership activities.
2. The relationship and relative importance of specific economic and environmental factors and their influence in public-private partnership formation.
3. The relationship of demographics; such as income and education on public-private partnership formation.
4. An in-depth investigation surrounding the issue of perceived or real bureaucratic (government) obstacles and their influence on public-private partnership formation.
5. Multiple-case studies to compare public-private partnership development procedures, efficiency and success at different locations and at different times.
6. Further research surrounding the collaborative perception and psychology involved in a "win-win" situation.
7. How do changing societal and cultural attitudes; locally, regionally and nationally influence public-private partnership policy and implementation.
8. Longitudinal studies to evaluate "winners and losers" associated with public-private partnership formation.

9. A comprehensive examination of both private and government agency policymakers' experiences and recommendations surrounding public-private partnerships. What do policymakers see on the horizon?

11. Compare and contrast specific totally free-market enterprises and their relationship to similar public-private partnerships.

12. Explore historical trends concerning both implementation and success of specific types of public-private partnerships.

13. Examine the congruence or lack thereof among federal, state, and local policies involving public private-partnerships.

14. I propose an extension of the current dissertation, using it as a benchmark to reexamine the Sugar Creek partnership in approximately 2007.

#### Summary

The journey of creating this dissertation has enabled me to not only utilize my academic training, but also personal experiences. My main interest lies within the area of society and resource management; what many term the *human dimension* of resource management. Areas associated with this field include public-private partnership formation, environmental science, political science, policy formation and implementation, public affairs and economics. It is a field where interdisciplinary research becomes a valuable tool.

I have identified and drawn attention to the problems, concerns and struggles associated with the Sugar Creek public-private partnership. Though factors surrounding this case may be compared to other partnership research; the

issues presented here have been revealed through the actors, people, and places that belong specifically to the Sugar Creek public-private partnership case study. Noteworthy lessons learned include: (a) energizing leadership seemed to be lacking, (b) marketing of this project did not involve active and coordinated local, regional and national efforts, and (c) lack of project edification and promulgation to all stakeholders and the public has created confusion concerning public land use, environment issues, and potential financial impact associated with the project.

This partnership is not inherently flawed; with government funding of preliminary studies and an in-depth analyses of stakeholder rewards, risks and responsibilities a stronger foundation could be laid. Following these analyses, programs to energize leadership, inform the public and invigorate marketing could be implemented.

It is significant that this study has reinforced the complex characteristics and issues associated with partnership formation and function. Sugar Creek highlights the difficulties associated with obtaining partnership success. Study results indicated that not only are key characteristics important to the partnership process; but so are their prioritization, timing of implementation and influence upon one another. It is proposed that there is no universal template for partnership success applicable to every location. Variables including logistics, finances, political considerations, and stakeholder attitudes make predicting public-private partnership success largely a theoretical process. Site-specific



investigation and communication, blended with applicable existing partnership research results and recommendations could assist in providing an individually tailored set of partnership guidelines. These guidelines along with a plan of action, such as Young's Continuing Adaption Action Plan, could help set a course that may be refined as the partnership develops.

At this time, it remains uncertain what events will take place at Sugar Creek. It is unclear when, or if, the resort might become a reality. The Sugar Creek public-private partnership presents a complex combination of circumstances. This case presents a quandary, similar to the challenge of a Rubik's Cube, appearing to be only a turn or two away from success.

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APPENDIXES

APPENDIX A  
INFORMATION AND CONSENT FORM

INDIANA UNIVERSITY - BLOOMINGTON  
INFORMATION AND CONSENT FORM  
Sugar Creek Resort: A Public-Private Partnership Puzzle

You are invited to participate in a research study. This doctoral dissertation research will be conducted to explore and describe key phenomenon surrounding the collaborative culture and partnerships associated with a specific U.S. Forest Service public-private recreational development venture.

**INFORMATION**

Data collection procedures will involve gaining information through observations, interviews and documents. Observations will take place at the Sugar Creek Development Site and other locations associated with that public-private partnership scenario.

Qualitative research parameters dictate that respondents be selected who will best answer the research questions. No attempt will be made to randomly select respondents. "Networking" of interviewees will be employed to seek out additional subjects. Subjects will be interviewed for a one-hour session with subsequent follow-up if necessary. To enhance the internal validity of the study, each interview will be audio taped and later transcribed. A completed interview transcript will be forwarded to all interviewees for their verification. Individual tapes will be destroyed after transcription verification.

Document analysis of public records will include: policy statements, maps, prospectuses, contracts, and articles specifically targeted to the Sugar Creek Resort Partnership. Document information will focus around pertinent research questions and will note whether the information represents primary or secondary source material.

**BENEFITS**

The benefits of this case study will include providing land management agencies, stakeholders and the public with information pertinent to understanding the dynamics involved in a public-private partnership. This research study is being done as a part of my program as a doctoral student at Indiana University. Study results will be published in dissertation format available to the public at Indiana University libraries and presented to appropriate U.S. Forest Service officials.

**CONFIDENTIALITY**

Interviewee names will be recorded with the data but individual names will not be used in the report. Data will be stored securely; only research personnel will have access. Data with identifiable names will be destroyed at the end of the study.

**CONTACT**

If you have questions at any time about the study or the procedures, you may contact the researcher,  
Gary Young, at 4208 Pine Terrace Dr., Ashland, KY, or 606-928-3415.

If you feel you have not been treated according to the descriptions in this form, or your rights as a participant in research have not been honored during the course of this project, you may contact the office for the Human Subjects Committee, Bryan Hall 110, Indiana University, Bloomington, IN 47405, 812/855-3067, or by e-mail at iub\_hsc@indiana.edu.

**PARTICIPATION**

Your participation in this study is voluntary; you may refuse to participate. If you decide to participate, you may withdraw from the study at anytime. If you withdraw from the study before data collection is complete your data will be returned to you or destroyed.

**AUTHORIZATION**

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Interviewee Signature

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Date

Information and Consent Form 11/15/00

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APPENDIX B  
SAMPLE INTERVIEW QUESTIONS



## SAMPLE INTERVIEW QUESTIONS

What affiliation or interest have you and your organization had in “public-private partnerships”, particularly the Sugar Creek Development?

How did the Sugar Creek Development evolve to where it is today? Can you give me an approximate timeline of events?

What are some of the key points or issues (positive and negative) that have affected the Sugar Creek Development? Why has there been no “real, concrete” development?

Do you feel the Turkey Run Development Board provides the best vehicle to promote the Sugar Creek Development? What are the Board’s functions?

What factors have helped bring both the “public and private partners” together in developing Sugar Creek?

What factors have hindered bringing both the “public and private partners” together in developing Sugar Creek?

Can you identify those individuals and organizations that have played an important role in this partnership? How are they important?

Can you describe the developmental stages between partners associated with the Sugar Creek Development?

Has the working relationship between partners changed during the history of the Sugar Creek Development? How has it changed?

Who might benefit from the Sugar Creek Development? How?

What are possible negative outcomes if Sugar Creek Resort is developed?

What individuals or organizations might oppose the Sugar Creek Development? Why?

In your opinion, what are the necessary ingredients for successful cooperation among agencies like the USDA Forest Service, private developers and other interested parties?

Who else should I interview? Can you suggest any documents I should examine?

## VITA

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