

**FUNDING STRATEGIES FOR GOVERNMENT-AFFILIATED GARDENS**

by

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## ABSTRACT

Approximately one-third of the public gardens in this country are administered by government agencies, or dependent upon government funds for annual operating support. This research documents the basic financial framework for this group of public gardens by studying sources of funds, non-monetary or in-kind support services, and partnerships between public and private organizations. Thirty-seven gardens representing different budget sizes and different geographic regions of the country are surveyed, and results analyzed.

Funding sources are analyzed for frequency of use and percentage of operating budget. They are placed into three major income categories for analysis: government income, earned income, and contributed income. Funds for capital projects are most often from general taxes, bonds, donations, and fundraising. In-kind services such as insurance, building maintenance, and legal services are used by 89% of the gardens.

Cooperative arrangements between government and private organizations are common (89% of surveyed gardens) and extremely varied. Governing authority, management agreements, division of program responsibilities,

and fundraising issues are discussed. Although government agencies are the primary governing authority in two-thirds of the gardens, program and funding responsibilities are most often shared in some way.

Comparisons are made between gardens with small, medium, and large budgets. There are correlations between size of operating budget and type of governing authority, and between size of operating budget and the existence of a written agreement. Comparisons are also made between minor, moderate, and major government funding levels. Income categories, governing authority, in-kind services, and the existence of written agreements show some correlation to the level of government funding.

Based upon the evaluations of the survey participants and the existing literature, suggestions are made for improving cooperative arrangements between government and private organizations. Key elements are planning, communication, mutually agreed upon written documents, trust between partners, support for the garden's mission from within as well as outside the garden, and political acuity.



## Chapter

### 1. INTRODUCTION

Public gardens are administered by a diverse assortment of private not-for-profit organizations, government agencies, educational institutions, and corporations. Each garden has a strategy for funding its operations. The purpose of this research is to document the range of funding strategies used by government-affiliated gardens, and to provide an account of the advantages and disadvantages of various aspects of government affiliations.

Gardens managed by government agencies compose a significant portion of the total number of public gardens in this country. In a 1978 survey of botanical gardens and arboreta (Correll, 1981), city and county agencies were considered the governing authority for 29% of the gardens in this country. By including state and federal agencies in the group, the figure jumped to 40%. I used a 1986 list of gardens from American Gardens: A Traveler's Guide (Brooklyn Botanic Garden, 1986) to calculate a more up-to-date figure. Based on that list, 37% of the gardens in this country are affiliated with city, county, state or federal agencies, although not all are managed by those agencies.

Gardens are often administered by a government agency which focuses on parks and recreational services, even though gardens may have specialized needs and purposes. They also differ from other botanical gardens which operate either independently or in association with educational institutions, because government-administered gardens must work in the context of a larger and much more political administration. Like some of their counterparts in university or independent public gardens, some government-affiliated gardens also have volunteer organizations or foundations which govern a portion of their activities. With two "masters" or more, these gardens face complex issues in administration, funding, and planning.

This study will be useful to both new and existing gardens. New gardens often consider government affiliation because it provides a stable source of funds and support for their garden. Existing gardens seek information about other gardens in similar situations as organizational growth or shifting economic situations dictate change. This report provides both types of gardens with an account of the major benefits and problems faced by others already established in similar situations.

Recently, the American Association of Botanical Gardens and Arboreta (AABGA) organized a Municipal Gardens Committee to improve communication among gardens affiliated with government agencies. In addition to the above audiences, this study can serve as an information base for this committee.

Funding strategies is a broad topic. It can include not only a straightforward list of funding sources and frequencies of use, but also organizational issues such as staffing, partnerships, in-kind services, and political considerations. In addition, how the funds are spent and on which programs also influences a garden's funding strategy.

This thesis studies the basic framework: sources of funds (income), partnerships, and in-kind services. It touches on staffing, political considerations, and budget expenditures. It looks at both quantitative and qualitative information. Quantitative information is valuable for making comparisons and documenting patterns, but records only one point in time. By soliciting information from leaders of these gardens about their accomplishments and frustrations, what they have learned, and what they would avoid next time if they could, the quantitative information is put in perspective.

My objective was not to develop one ideal funding model, but to understand the range of possibilities. Circumstances vary greatly from community to community. If a partnership exists, as it does in 89% of the gardens studied, the strengths and weaknesses of each partner significantly affects the type of relationship.

This chapter explains why this research is necessary and useful. Chapter 2 describes research methods and procedures. Chapter 3 reports results and discusses response patterns and correlations. Chapter 4 summarizes the major

findings and recommendations. For easier reading, the terms "not-for-profit," "private organization," and "private not-for-profit organization" are used interchangeably. In the tables and figures, "govt" is often used as an abbreviation for government agency.

## Chapter

### 2. RESEARCH DESIGN

#### A. DEFINITION OF TERMS AND SELECTION CRITERIA

The American Association of Museums (AAM) has established criteria for botanical gardens (American Association of Museums, 1978). These criteria are extensive, and include staffing, program, and collection standards. The essential elements of the AAM's guidelines were used to select gardens for this research: gardens should (1) be open to the public on a regular schedule, (2) offer educational programs, (3) provide plant identification, and (4) have at least one full-time professional employee.

In this study, the primary affiliated government agency is a city, county, local park district, or cultural district agency within the United States. Gardens affiliated with state and federal agencies are not included, since their organizational and financial structures are different enough to make comparisons difficult.

The range of relationships between garden and government is varied. Some gardens are managed by government agencies, and these are clearly

government-affiliated gardens. Others are managed by private not-for-profit organizations, but depend on local governments for a significant portion of their operating budgets. For this report, affiliation is broadly defined: the governing authority is either a government agency or a private not-for-profit organization receiving at least 10% of its annual operating budget from a government source.

The term "private not-for-profit organization" is used to indicate an affiliated, non-governmental organization formed to enhance and support the garden's operation and with its own Internal Revenue Service (IRS) 501-c-3 tax status. These private affiliates have various organizational structures and purposes. Their support for the garden ranges from providing publicity and volunteer labor, through supplemental programming, to administrative and operative control of the garden.

In addition to the above considerations, the gardens selected to participate in the survey had to meet additional criteria. I needed specific information about operating budgets in order to compare patterns, so the gardens in the study needed to be able to identify their budget as a separate unit within the government agency with which they were affiliated. I also wanted to evaluate these affiliations, so the gardens needed to be in operation long enough for administrators to judge how well a system was working. Five years of operation was chosen as the minimum standard.

Many government-affiliated gardens do not meet all these requirements, but the criteria establish a framework for making reasonable comparisons. In summary, all gardens selected to participate in the study had to meet the following criteria:

- a. The governing authority is either a government agency or a private not-for-profit organization receiving at least 10% of its annual operating budget from a government agency.
- b. The garden has an active horticultural education program with at least eight programs per year.
- c. A plant record system exists, either in the form of labels for its significant collections, and/or a plant record system with name and locational information.
- d. The garden has at least one paid professional working for the garden.
- e. The garden is open to the public for regularly scheduled hours.
- f. The garden is at least five years old.
- g. The garden has an identifiable budget which can be clearly separated from the government agency with which it is affiliated.

## **B. SELECTION OF PARTICIPANTS**

A list of government-affiliated gardens does not exist, so one was created using garden guidebooks and augmented by discussions with public horticulture professionals. The initial list, although not exhaustive, included over 180 gardens. Zoos, nature centers, and specialty gardens such as Japanese, rose, or rhododendron gardens were part of the initial list, but none met all seven

criteria. Information was verified by phone; a brief inquiry regarding willingness to participate in a study was also done at this time. Over 90 gardens fit at least six of the seven parameters listed above, and 47 met all the qualifications needed to participate in the study. They represented a wide range of budget sizes, acreage, and geographic regions. All 47 gardens were asked to participate in the study.

### **C. SURVEY DEVELOPMENT AND ANALYSIS**

The survey questions (Appendix A) were developed after discussions with garden directors, park administrators, and individuals familiar with the problems of this group of gardens. The survey was reviewed by members of the AABGA Municipal Gardens Committee as well as staff at the University of Delaware's Center for Applied Demography & Survey Research. The survey was sent in June 1990. Thirty-seven gardens completed the survey. Once the quantitative portion of the survey was returned, phone interviews were conducted to cover the evaluation and opinion section of the survey. These interviews lasted from 30 to 70 minutes. Results were compiled and analyzed. Correlations were determined using an R Squared regression test.



## Chapter

### 3. RESULTS AND DISCUSSION

Anyone who has conducted or coded a fair number of survey interviews know that the human experience is much too unruly in its diversity to be fully contained by the pre-coded responses of closed questions. When this richness thrusts itself out of the boxes, like so much jungle growth, we hastily set up another miscellaneous box, the residual "other," and by relegating these wondrous oddball situations into this miscellaneous junk box, we lose entirely the vividness and "life" of individual characters and unusual circumstances. There is little for it. Open-ended questions are far better for capturing those details and idiosyncracies; entirely unstructured interviews conducted by master interviewers are better still; biographies and novels, of course, are probably best of all (Converse and Presser, 1986).

Data comes from 37 gardens. Opinions and perspectives offered in the discussion sections are based on readings and conversations with participating and non-participating professionals in the field. The following provides a brief introduction to the range of gardens represented.

**Age (years):** Average of 44, ranging from 5 to 131.

**Acres:** Average of 72, ranging from less than 1 to 300.

**Number of full-time staff:** Average of 34.2, ranging from 1 to 282.

**Community size:** 100,000 to 20 million people.

**Geographic regions:** 11 eastern, 14 central, 12 western gardens.

**Operating budget:** Less than \$200,000 to over \$8 million.

**Partnerships:** 89% have a public-private partnership. 56% of those have a written agreement.

**Types of Government Agency:** 20 gardens are associated with a city, 8 with a county, 7 with a park district, 1 with a cultural tax district, 1 with a state university and city agency.

### **A. OPERATING BUDGET FUNDING**

Survey participants were asked to indicate what percentage of their operating budget comes from each item in a list of funding sources, and which organization or agency collects these funds.

Gardens use different accounting systems which may affect their responses to the survey questions. For example, if a garden combines rent and food service fees, or donations and fundraising income, the figures they reported will be higher than an equivalent figure from a garden which keeps those figures separate. Three gardens indicated that they combined some income sources.

Similar considerations apply to survey questions about capital and operating budgets. Small projects and purchases are often included in operating budgets, while major construction projects are usually included in the capital budget. Some gardens, however, consider any equipment purchases or landscape construction as part of a capital budget. Because the capital budget questions did

not request quantitative responses, accounting systems may not have affected these responses as much as the operating budget responses.

Funding sources are grouped into four categories:

**Government income** includes general tax funds, special taxes, municipal or state bonds, other state funds, federal funds, and other government funds.

**Earned income**, or generated revenue, includes admission fees, gift shop income, food services, rental income, program fees, and other fee-for-services revenue.

**Contributed income** includes donations, membership, fundraising, endowment, and investment income.

**Miscellaneous income** includes funds which do not fit into any other category.

The following discussion looks at percentages of operating budget without regard to who is responsible for those funds. An analysis of how responsibilities are divided is found in section D.7., page 38 of this chapter.

Tables 1, 2, and 3, on pages 14, 18, and 22, list the percentage of operating budget supplied by government income, earned income, and contributed income. Participating gardens are assigned arbitrary numbers to ensure privacy. A dash indicates (1) the absence of that activity at the garden, (2) a value less than one-half of one percent, or (3) that the profit from that activity goes to some purpose other than operating costs, such as capital projects. Figure 1, page 13, illustrates how the four income categories relate to each other.

### **A.1. Government Agency Income**

Government funds for operating support can come from several sources.

The most common source is the general fund of a city, county, or park district, depending on the particular government affiliation. Park districts are government agencies which collect taxes and administer park property within their boundaries. They are more often found in the central and western regions of the country. Other government sources include special taxes, bonds, state funds, federal funds, and other government sources.

#### **A.1.1. General Taxes, Special Taxes, and Bonds (Table 1, page 14)**

Thirty-five of 37 gardens (95%) receive funds from general taxes. (Government funding for the remaining two gardens comes from government endowment or a special cultural district tax.) The range of support from general taxes varies from 7% to 100%, with an average of 56.5% for those gardens using this source.

Special taxes include hotel/motel taxes or sales taxes on particular items, and millage property taxes created to provide additional revenue for specific institutions or purposes. For example, revenue from cultural district property taxes are specifically targeted for cultural institutions. The authorizing legislation in a millage tax specifies whether or not revenues can be used for operating and/or capital needs (Costello, 1985).

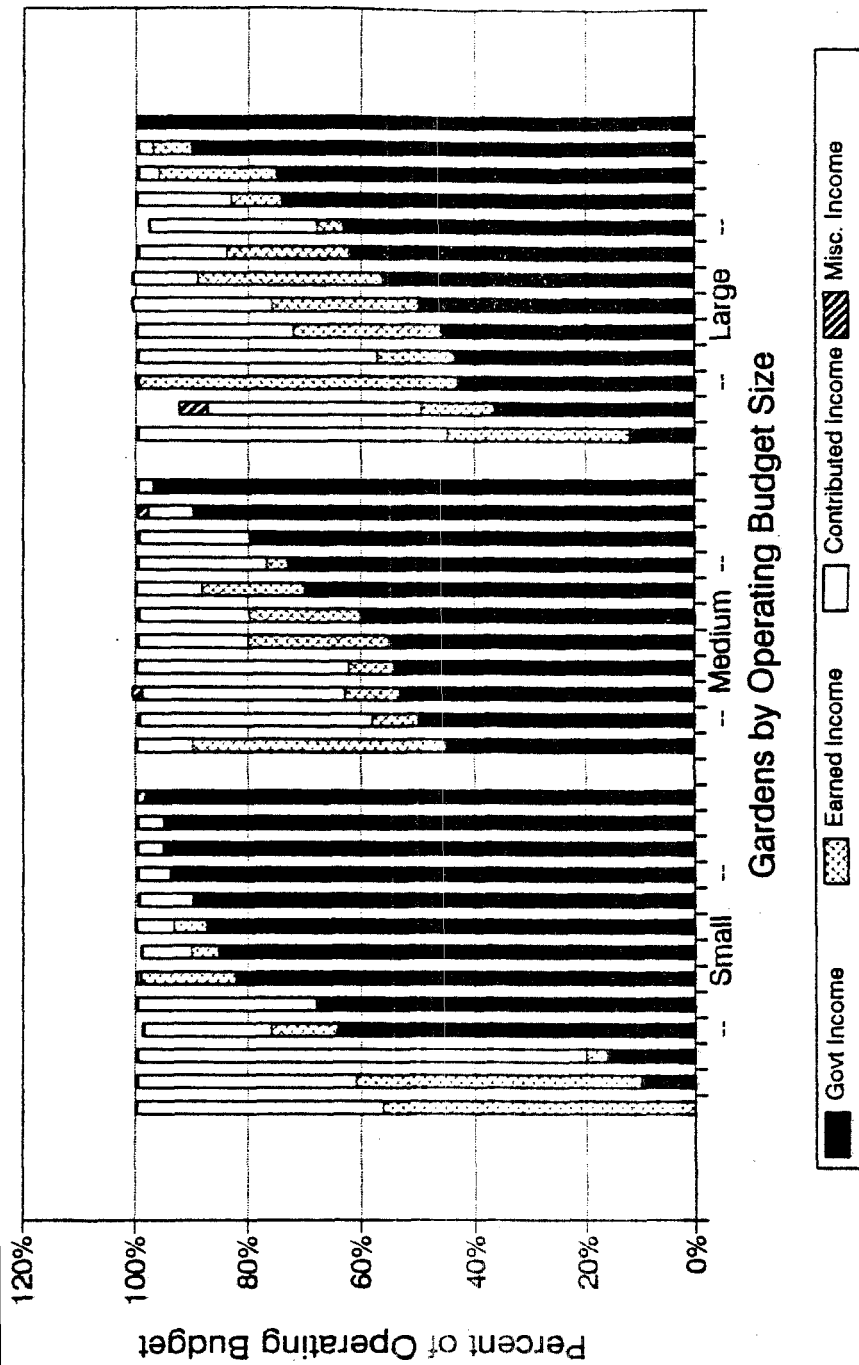


Figure 1. Income Categories as a Percent of Operating Budget

Table 1. Government Income Sources as a Percent of Operating Budget

Garden	General Taxes	Special Taxes	Govt Bonds	State Funds	Federal Funds	Other Govt \$	Totals	Govt Agency
1	67%	--	--	--	--	--	67%	District
2	95%	--	--	--	--	--	95%	City
3	10%	--	--	--	--	--	10%	City
4	81%	--	--	1%	--	--	82%	District
5	16%	--	--	--	--	--	16%	County
6	85%	--	--	--	--	--	85%	District
7	87%	1%	--	1%	9%	--	98%	District
8	87%	--	--	--	--	--	87%	City
9*	--	--	--	--	--	--	--	City
10	94%	--	--	--	--	--	94%	District
11	90%	--	--	--	--	--	90%	County
12	57%	--	--	--	--	7%	64%	County
13	95%	--	--	--	--	--	95%	District
14	39%	--	--	--	--	6%	45%	City
15	97%	--	--	--	--	--	97%	City
16	73%	--	--	--	--	--	73%	City
17	25%	--	--	30%	--	--	55%	City
18	60%	--	--	--	--	--	60%	County
19	70%	--	--	--	--	--	70%	City
20	53%	--	--	--	--	--	53%	City
21	90%	--	--	--	--	--	90%	County
22	54%	--	--	--	--	--	54%	City
23	80%	--	--	--	--	--	80%	City
24	42%	--	--	8%	--	--	50%	City
25	100%	--	--	--	--	--	100%	County
26	7%	--	--	--	6%	50%	63%	Other
27	12%	--	--	--	--	--	12%	City
28	90%	--	--	--	--	--	90%	City
29	62%	--	--	--	--	--	62%	County
30	43%	--	--	--	--	--	43%	County
31	75%	--	--	--	--	--	75%	City
32	56%	--	--	--	--	--	56%	City
33	50%	--	--	--	--	--	50%	City
34	37%	--	--	9%	--	--	46%	City
35	74%	--	--	--	--	--	74%	District
36	--	31%	--	--	13%	--	44%	Other
37	29%	--	--	7%	--	--	36%	City
Maximum	100%	31%	--	30%	13%	50%	100%	
Minimum	7%	1%	--	1%	6%	6%	10%	
Frequency	35	2	--	6	3	3	36	

\* See Tables 2 and 3 for source of government funds.

Frequency = number of gardens using that income source.

Two gardens receive income from special taxes. Garden 7 (Table 1) receives funds for the local museum, zoo, and botanical garden from a special tax on the profits of legalized off-track betting. Garden 36 (Table 1) receives funds from a local cultural tax district. The revenue benefits local museums, the zoo, and a botanical garden. Funds from these tax situations can be used for operating and capital expenses, with some restrictions.

Bonds are a major source of long-term financing of capital improvements for most governments. With few exceptions, bond issues must be approved by the voters at a general or special election. (Lynn and Freeman, 1983; Hjelt and Shivers, 1972). None of the gardens surveyed use municipal or state bonds as a source of operating funds. They are used, however, for capital projects. See section B, page 24, for information on the use of bond monies for capital projects.

#### **A.1.2. State, Federal, and Other Government Funds (Table 1)**

The participants were instructed to complete the survey using the current year's budget figures. Gardens receiving operating support grants from state and federal agencies for that year listed them under these two sources (six and three gardens respectively). State and federal grants vary from year to year, so these numbers change annually. Two states have special funds which usually provide annual operating support to certain cultural institutions. Recently one of

those states has eliminated that funding source, and the other state is implementing cutbacks. The 30% state fund figure (Garden 17) is a combined sum from several state funding sources.

Three gardens list other government funds. Two of the sources are the result of accounting practices: the 7% and 6% figures are interagency funds. The third garden is managed by a state university: the 50% figure reported by Garden 26 represents the state funds which pay the university's garden staff and other operating costs.

#### **A.1.3. Total Government Agency Income (Table 1)**

As shown in Table 1, 36 of the 37 gardens receive operating support from a government agency. The range of support is 10% to 100%, with an average of 63.8%. One garden (Garden 9) does not receive income from any of these government sources. All of its government funds come from revenue-generating activities and endowment income, both administered by the government agency. This garden has had this funding arrangement since it opened in 1983. A discussion of how various levels of government support affect other variables is found in section E.2., page 50.



## **A.2. Earned Income**

Earned income, or generated revenue, is another source of operating funds, and includes admission fees, gift shop, food service, rentals and other sources. The percentages of income generated by these sources is listed in Table 2, page 18. More extensive descriptions of how gardens operate revenue activities and develop earned income strategies are found in the literature (Gerritson, 1988; AABGA, 1990).

### **A.2.1. Admission Fees (Table 2)**

Admission fees are a source of income for 17 of the 37 gardens. Its impact on the total operating budget ranges from 2% (contributions at the door) to 35% of the operating budget in two different gardens. The average income for those gardens collecting admission income is 12.8%.

### **A.2.2. Gift Shop (Table 2)**

Gift shop operators include government agencies, not-for-profits, and concessionaires. Twenty gardens generate operating income from their gift shops, although 32 out of 37 gardens indicate that they operate a gift shop. Some of the remaining 12 gardens indicated in another survey question that gift shop profits are used for capital or special project funds rather than operating funds.

Table 2. Earned Income Sources as a Percent of Operating Budget

Garden	Admissions		Gift Shop		Food Service	Rentals		Other Income	Totals
	Govt	Pvt	Govt	Pvt		Govt	Pvt		
1	--	--	--	--	--	1%	--	--	1%
2	--	--	--	--	--	--	--	--	--
3	--	--	--	8%	--	--	40%	3%	51%
4	--	--	16%	--	--	1%	--	--	17%
5	--	--	--	--	--	4%	--	--	4%
6	--	--	--	--	--	1%	--	4%	5%
7	--	--	1%	--	1%	1%	--	--	2%
8	--	2%	--	--	--	--	4%	--	6%
9	35%	--	--	7%	--	14%	--	--	56%
10	--	--	--	--	--	--	--	--	--
11	--	--	--	--	--	--	--	--	--
12	--	2%	--	9%	--	--	1%	--	12%
13	--	--	--	--	--	--	--	--	--
14	26%	--	--	--	5%	14%	--	--	45%
15	--	--	--	--	--	--	--	--	--
16	--	--	--	--	--	4%	--	--	4%
17	--	--	--	5%	--	--	5%	15%	25%
18	8%	--	8%	--	--	4%	--	--	20%
19	--	10%	--	4%	--	--	3%	2%	18%
20	6%	--	--	3%	--	1%	--	--	10%
21	--	--	--	--	--	--	--	--	--
22	--	--	--	--	--	--	8%	--	8%
23	--	--	--	--	--	--	--	--	--
24	--	--	--	3%	2%	--	3%	--	8%
25	--	--	--	--	--	--	--	--	--
26	--	--	--	--	--	5%	--	--	5%
27	--	21%	--	6%	--	--	6%	--	33%
28	--	4%	--	--	--	--	3%	--	7%
29	20%	--	--	2%	--	--	--	--	22%
30	35%	--	18%	--	1%	3%	--	--	57%
31	12%	--	--	1%	1%	1%	--	6%	21%
32	19%	--	9%	--	--	5%	--	--	33%
33	--	--	--	6%	--	6%	--	14%	26%
34	--	2%	--	6%	6%	--	--	12%	26%
35	--	8%	--	1%	--	--	--	--	9%
36	--	6%	--	4%	1%	--	1%	2%	14%
37	--	2%	--	6%	--	--	--	5%	13%
Maximum	35%	21%	18%	9%	6%	14%	40%	15%	57%
Minimum	6%	2%	1%	1%	1%	1%	1%	2%	1%
Frequency	8	9	5	15	7	15	10	9	29

Govt = government agency collects funds.

Pvt = private not-for-profit organization collects funds.

Frequency = number of gardens using that income source.

Gift shop income as a share of operating costs ranges from 1% to 18%, with an average of 6.2% for those gardens reporting gift shop income in this survey question. The 18% figure (Garden 30) is due to excellent staff, a buyer who knows the business well, the type of materials offered, and credit card service, according to the garden director. Garden 4's director thought that the 16% figure is high in part because their operating budget does not include some administrative costs.

#### **A.2.3. Food Services, Rentals, and Other Earned Income (Table 2)**

Not all gardens offer food service. Government and private responsibility for food service is combined in Table 2 since the number of gardens using this source is small. Food service contributes between 1% and 6% of the gardens' operating budget. Although seven gardens list a figure here, with an average of 2.4% of operating budget for those reporting use of this source, 16 gardens indicated in another survey question that they have a concessionaire's contract for food service. According to responses to the latter question, 13 gardens receive a percentage from the concession operation, averaging 16.2% of gross profit. (The other three gardens with a concession contract charge a flat fee.) Perhaps the difference in number of gardens reporting food service income is because some gardens combine rent and food service income in their accounting procedures. See section F.9., page 72, for more information on concessions.

Rental income is collected by 25 out of 37 gardens. Most rental income percentages fall between 1% and 14%, with an average of 5.6% for those gardens reporting rental income. One garden (Garden 3) reported a figure of 40%. They attribute the high figure to two factors: (1) They are a relatively young garden with little government support. Facility rental was an easy way to raise funds until they could develop other fundraising tools. (2) Rentals are at full capacity, so as their operating budget grows, rental income will stay the same, and the rental income percentage will drop.

"Other" earned income includes money from programs and classes, publications, parking fees, boat tours, and plant sales. The figures range from 2% to 15% of operating budget for the nine gardens which listed a specific amount under this item.

#### **A.2.6. Total Earned Income (Table 2)**

Earned income is a source of funds for 29 out of 37 gardens (78%). The percentage of operating budget ranges from non-existent to 57%, with an average of 19.2% for those gardens reporting earned income.

#### **A.3. Contributed Income**

The survey question asked what percentage of operating budget income was supplied by donations, membership, fundraising, endowment, and other

investments. Although these items are discussed separately, some gardens may record certain contributions as a donation while other gardens may consider those funds as membership or fundraising income.

#### **A.3.1. Donations, Membership and Fundraising (Table 3)**

Donations are a source of operating funds for 23 gardens. Most figures range from 1% to 26% of operating budget, with an average of 12.1% for gardens reporting donation income. Two gardens report percentages higher than 26%. The 80% figure (Garden 5) is due to an unusual circumstance in which a private foundation donates funds every year according to the instructions of a donor's bequest. It is not considered an endowment because the foundation gives to other community organizations as well. The 30% figure (Garden 26) combines garden donations made to the university which manages the garden with donations made to the private not-for-profit affiliated with the garden.

Memberships are a source of operating funds for 21 gardens. Figures range from 1% to 20% with an average of 6.2% for gardens reporting membership income. Fundraising events are a source of operating funds for 21 gardens. Figures range from 1% to 24%, with an average of 8.4% for gardens reporting fundraising income.

Table 3. Contributed Income Sources as a Percent of Operating Budget

Garden	Donations	Members	Fundraising		Endowment		Investment	Totals
	Govt + Pvt	Pvt	Govt	Pvt	Govt	Pvt	Pvt	
1	2%	--		--	30%	--	--	32%
2	1%	1%	2%	1%	--	--	--	5%
3	9%	10%		19%	--	--	1%	39%
4	1%		--		--			1%
5	80%	--	--	--	--	--	--	80%
6	--	2%	5%	2%	--	--	--	9%
7			--		--			--
8	2%	--		5%	--	--	--	7%
9	--	--	5%	1%	38%	--	--	44%
10	--	--	--	--	6%	--	--	6%
11	--	5%	--	5%	--	--	--	10%
12	4%	1%	--	9%	--	--	9%	23%
13	--			5%	--			5%
14	--	--		--	10%	--	--	10%
15	2%	1%	--	--	--	--	--	3%
16	3%	6%	--	14%	--	--	--	23%
17	10%	10%	--	--	--	--	--	20%
18	--			20%	--	--	--	20%
19	9%	3%		--	--	--	--	12%
20	10%	6%	--	18%	--	--	2%	36%
21	--	--		8%	--	--	--	8%
22	4%	9%	--	24%	--	--	1%	38%
23	--	--		--		20%	--	20%
24	12%	19%		10%		--	1%	42%
25	--		--		--			--
26	30%	--	--	--	--	--	--	30%
27	23%	20%		--	--	--	12%	55%
28	--	--	--	--	--	3%	--	3%
29	8%	3%		3%	--	1%	1%	16%
30	--	--	--	--	--	--	--	--
31	--	2%	--	2%	--	--	--	4%
32	4%	2%	5%	1%	--	--	--	12%
33	1%	6%	--	9%	--	8%	1%	25%
34	10%	8%		1%	--	8%	1%	28%
35	5%	5%	--	1%	--	1%	5%	17%
36	26%	9%		1%	--	8%		43%
37	23%	2%	--		--	13%	--	38%
Maximum	80%	20%	5%	24%	38%	20%	12%	80%
Minimum	1%	1%	2%	1%	6%	1%	1%	1%
Frequency	23	21	4	21	4	8	10	34

Govt = government agency collects funds.

Pvt = Private not-for-profit organization collects funds.

Frequency = number of gardens using that income source.

**A.3.2. Endowment and Investments (Table 3)**

Endowments and investments are usually different: only the income from endowments is used, whereas both the principal and interest from investments may be used. There are exceptions, however, depending upon how the accounts are set up. The survey did not ask for details about accounting procedures. Endowment administrators include government agency trust funds, banks, private foundations, community foundations, and private not-for-profit organizations.

Twelve gardens have an endowment. The income ranges from 1% to 38% of operating budget, with an average of 12.2% for those gardens with endowment income. Two of the endowments provide more than 20% of the total operating budget for the garden (30% for Garden 1 and 38% for Garden 9). These gardens are in the small budget category, which may help account for the large percentage, since a given amount is a larger percentage of a small operating budget than a large operating budget.

Ten gardens list investments as a source of income, ranging from 1% to 12% of operating budget. Average investment income is 3.4% for those gardens reporting such income.

**A.3.3. Total Contributed Income (Table 3)**

Contributed income augments operating budgets in 34 of 37 gardens

(92%). The percentage of operating budget ranges from 1% to 80%, with an average of 22.5% for gardens reporting contributed income.

#### **A.4. Miscellaneous Income**

Four gardens reported income sources which do not fit into the other categories. Two gardens list grant income (2% and 5%), and it is unclear if the grants are private or government grants. Two other gardens list unspecified miscellaneous income (2% and 1%).

### **B. CAPITAL BUDGET FUNDING**

The survey asked which of the sources listed on Table 4, page 26, have been used for capital projects and expenditures. Variable project sizes and stages of development made it impractical to ask for percentage of project funds from each source, so survey participants simply indicated if a source had been used by their garden. The objective was to see which sources are used for capital projects, how frequently they are used, and how not-for-profit organizations and government agencies assign capital funding responsibilities. As was mentioned earlier, some gardens include small projects and purchases in operating budgets, and place larger facility construction costs in capital budgets. Other gardens separate out equipment purchases or small landscape construction projects as capital budget items. One



garden combines operating and capital budgets, so it is not included in the calculations at all. These factors should be considered when reviewing Table 4.

The most frequently used sources for capital expenditures are general taxes, donations, fundraising, and bonds. Bonds may be issued by municipal, county, state, and park district agencies. Affiliated government agencies take responsibility for tax-related sources and bond funds. Private organizations are responsible for fundraising. Donations are most often the responsibility of the private not-for-profit (15 out of 26 gardens), but seven gardens share responsibility for collecting donations for capital projects.

Seldom used sources for capital budgets are admission, gift shop, food service, and rental income; special taxes; and federal funds (three to five gardens for each source). A discussion of assigned responsibility is located in section D.7., page 38. Other capital funding sources collected by government agencies include tax on off-track betting profits and cultural tax district funds. Private sources include grants and county enhancement funds.

**Table 4. Capital Funding Sources and Frequency of Use**

Capital Funding Source	Number of Gardens Under Responsible Agency				Totals
	Govt	Private	Shared	Other	
Admissions	2	2			4
Gift Shop		5			5
Food Service		3			3
Rental Income	3	2			5
Donations	3	15	7	1	26
Membership		7			7
Fundraising		17		2	19
Endowment	2	6			8
Investments	3	5			8
General Taxes	26				26
Special Taxes	4				4
Bonds	18				18
State	8			1	9
Federal	3	1			4
Other Sources	1	2			3
Capital Responsibility	11	1	23	1	

Other Agencies = university, garden trust, volunteer efforts.

Other Sources (government) = off-track betting tax, cultural district funds.

Other Sources (private) = grants, county enhancement funds.

Capital Responsibility = number of gardens in which agency has responsibility for all capital funds.

### C. IN-KIND SERVICES

In a government-affiliated garden, certain services are often available free of charge from other government departments. These may include technical services such as building maintenance or turf care, specialized services such as engineering or legal advice, or administrative services such as purchasing or payroll administration. The services may be used in both capital and operating projects. The survey question focused on in-kind contributions from government agencies, not from the private sector. Table 5, page 28, summarizes the responses.

The three most frequently used services are insurance coverage, building maintenance, and legal services (76%, 65%, and 65% respectively). Administrative services, equipment loans, and architectural and engineering services are also used by more than 50% of the gardens. The "other" category in Table 5 includes publicity, security, and partial pension compensation, as mentioned by one garden each.

The number of services used by participating gardens is equally distributed in three categories: three services or less (12 gardens), four to six services (13 gardens), and six to ten services (12 gardens). A discussion of advantages and disadvantages of in-kind services is found in section F.11., page 74.

Table 5. In-Kind Services and Frequency of Use

In-Kind Service	Percentage of Gardens Using Service (%)
Insurance	76
Building maintenance and skilled trades	65
Legal services	65
Administrative services	57
Architectural and engineering services	54
Equipment loans	54
Utilities	49
Turf or tree care	43
Landscape production	14
Other services	8
Total Percentage of Gardens Using In-Kind Services	89

#### D. PARTNERSHIPS

Government-affiliation in public gardens embraces a wide variety of arrangements, ranging from total administrative and operational control to an annual contribution with few strings attached, or anything in between.

Partnerships, cooperative efforts between government and private organizations, are

a tool for expanding funding options. If a garden is funded by government, a private partnership brings opportunity for private funds, additional amenities and services for the garden, and flexibility. It also increases the expectation of and need for cooperative, democratic decision-making, introduces the possibility of volunteer and staff frustration, and may increase dissension on conflicting objectives (Karsten, 1989). According to the results of this survey, if a garden is controlled and operated by a private not-for-profit, a government partnership provides opportunity for a measure of stable operating income, additional capital funding sources, and in-kind services. Partnerships also increase paperwork, hamper long-term planning, and impede private fundraising efforts.

Eighty-nine percent of the gardens surveyed have a private not-for-profit organization associated with the garden. Several of these private organizations are less than five years old. The remaining 11% of the surveyed gardens may have volunteers working at the gardens, but the volunteers are not organized into a separate organization with its own budget and 501-c-3 tax status. Relationships are complex and do not fit easily into defined survey categories. Some aspects of garden partnerships, however, can be quantified. The following discussion looks at six characteristics of these partnerships.

### D.1. Types of Partnerships

The following summary of survey participants by management agency type provides a sense of the diversity of partnership arrangements. For this summary, "partners" do not include unrelated organizations such as a local foundation or bank which manages the garden's endowment, as long as the financial institution has no other input into garden activities. Plant societies which help maintain certain garden areas, but are not involved in garden management are also not counted as "partners." The number of partners indicated includes the managing agency listed in the title of each section.

#### **D.1.1. Gardens Managed by Government Agencies: 25 gardens**

No Private Organization: 4 gardens.

Two Partners: 15 gardens.

Three or More Active Partners: 6 gardens. (1) Appointed advisory committee sets policy, shares control of budget, oversees administration of garden, and raises funds. Another private not-for-profit organization offers programming, membership, and raises funds for special projects. (2) Private organization offers educational programs, and fundraising. Trust foundation with separate Board of Trustees pursues major fundraising and endowment. (3) Three separate not-for-profit organizations provide programs, fundraising, and visitor services. (4) Government agency administers four garden sites; private organizations exist for each site, offering membership, visitor services, and fundraising. (5) Private not-for-profit provides programming, fundraising, and visitor services. A horticultural association has offices at the garden and provides programming. The state extension service also maintains an office there and provides programming. (6) A university manages the garden; the city provides some services; and a

private organization provides membership, some fundraising, and some educational programs.

Written Agreement: 10 gardens.

Operating Monies: Supplied by both agencies in 16 gardens. Supplied by government agency in the six remaining gardens that have a partnership. Government support ranges from 20% to 100%.

Capital Monies: Two gardens use mostly private money; 12 gardens use mostly government money; 11 gardens share funding.

Program Responsibilities: Government agency operates garden, except in one case where a university manages the garden. Private organization does one to all of the following activities: promotes the garden, provides educational programs, raises funds, runs gift shop, helps with horticulture.

#### **D.1.2. Gardens Managed by Private Organizations: 8 gardens**

Two Partners: 7 gardens.

Three or more Partners: 1 garden. Private organization receives money from both city and county agencies.

Written Agreement: 8 gardens.

Operating Monies: Supplied by both agencies in eight gardens, with government support ranging from 10% to 74% of operating budget.

Capital Monies: One garden uses private funds only. In seven gardens, government and private agencies share funding, ranging from mostly private to mostly government.

Program Responsibilities: All major responsibilities belong with the private organization except the following: Two gardens have building maintenance and four gardens have utilities provided by government.

**D.1.3. Garden Management Shared by Both Agencies: 4 gardens**

Two Managing Partners: 4 gardens.

Written Agreement: 1 garden.

Operating Monies: Supplied by both agencies in four gardens, with government support ranging from 54% to 73% of operating budget.

Capital Monies: One garden uses only private money; three gardens share funding.

Program Responsibilities: Private organization conducts programs, membership, fundraising, and gift shop in four gardens, specialized horticulture in three gardens, and shares building maintenance in one garden. Government does grounds and building maintenance in four gardens, plus some programming in one garden, and administration in one garden. Both do administrative tasks for their own staff and activities in three gardens.

NOTE: This section lists four gardens with shared management, while section D.4., page 33, lists five gardens under shared management. This inconsistency is due to the difference in criteria used to categorize the gardens. One garden is managed by a government agency, but shares policy and budget decisions with its private not-for-profit organization, thus qualifying under the criteria in section D.4., but not here.

**D.2. Property Ownership**

The participating gardens were asked to indicate who owned the land, the buildings, and the plant collections at their garden. In 97% of the surveyed gardens, the government agency owns the land and buildings. Plant collection



ownership is a more complex issue. Although a private organization may have purchased the plants and continues to maintain them, most of the plants in the garden are rooted in soil owned by the government agency. Survey responses indicate that the government agency owns the plant collections in 27 gardens. The plant collections are owned by the private not-for-profit in three gardens, and ownership is shared in seven gardens (including one garden where a university and a municipality share ownership.) Like a marriage, legal ownership is ultimately determined during the divorce, an unlikely event for these gardens.

#### **D.3. Written Agreements**

Twenty-one of the gardens (57%) with an affiliated private not-for-profit have a written agreement which addresses the division of responsibility. The written agreement for four of those 21 gardens is a municipal policy statement or state statute which provides for funding support. Some written agreements are more detailed than others. A more extensive discussion of the strengths and weaknesses of written agreements is found in section F.2., page 60.

#### **D.4. Governing Authority**

Governance in gardens with more than one affiliated agency can be complicated. Two funding organizations often means two governing authorities. The survey asked participants to indicate which groups of people or individuals

determined policy, operating budget, and capital budgets. They chose one or more of the following:

- a. An appointed or elected government commission
- b. Government administrator
- c. An appointed advisory committee
- d. A Board of directors
- e. The garden director

Table 6, page 35, lists the frequency of each response. Percentages listed are based on the total number of possible answers. Multiple responses are counted as individuals and as combinations, so the sum of the proportions is greater than 100%. A comparison of responses by operating budget size is found in Table 11, page 48.

The purpose of these questions was to determine primary governing authority. By analyzing each garden's pattern of responses to questions about policy, operating budgets, and capital budgets, I was able to sort the gardens into primary governing authority categories. Table 6 summarizes the results. In 16 gardens, government administrators (working in conjunction with a government commission and/or the garden director) determine policy and budgets. A board of directors governs eight gardens with little or no policy or budget input from the government agency. A government commission exercises control over policy and

budgets in six gardens, usually in cooperation with the director and other agents. Five gardens shared policy and budget decisions equally between boards of directors and an agency administrator or government commission. An appointed advisory committee influences policy and budget in only one garden, although an advisory committee helps determine budget or policy in three others. In the remaining gardens, the pattern of responses is too mixed to make a clear determination.

**Table 6. Governing Authority: Frequency of Responses and Determination of Primary Governing Authority**

<b>Governing Authority</b>	<b>Percentage of Total Responses (%)</b>	<b>Number of Gardens as Primary Authority *</b>
Govt Administrator	40	16
Board of Directors	28	8
Appointed or Elected Govt Commission	32	6
Board of Directors And Govt	14	5
Appointed Advisory Committee	5	1

\* For gardens with a response pattern clearly indicating primary governing authority.

### D.5. Program Responsibility

Program responsibility is divided into seven areas: administration, horticulture, educational programs, building maintenance, membership, fundraising, and gift shop. Participants in the survey were asked to indicate if the government agency, the private organization, and/or another group had responsibility for each area. The results summarized in Table 7 count only the gardens with affiliated private organizations.

**Table 7. Program Responsibility: Frequency of Assignment to Agencies**

Program	Percentage of Gardens under Responsible Agency (%)			
	Govt	Private	Govt and Private	Other*
Administration	61	24	12	3
Horticulture	58	24	12	6
Educational Programs	15	42	33	9
Buildings	79	18	3	--
Membership	--	94	--	6
Fundraising	--	73	15	12
Gift Shop	10	79	3	7

\* These are described in the text.

Government agencies are most often in charge of building maintenance, administration, and horticulture. Private organizations take more responsibility for membership, fundraising and gift shop. Educational programs are more often the responsibility of private groups, but these programs are also the area most likely to be shared by both groups.

Other organizations have a small share of program responsibility. These organizations include a local private foundation, volunteer groups, local plant societies, garden club associations, and an extension service. In addition, one of the gardens has both an appointed advisory committee with 501-c-3 status and a "friends" organization with its own 501-c-3 status. Because they are different organizations, I placed the advisory committee in the "other organizations" category. In another 3-partner relationship involving a university, city, and not-for-profit organization, the university is counted as the "other organization."

#### **D.6. Staffing**

The survey asked several questions about staffing because personnel consumes a large portion of the budget. In addition, who pays staff and coordinates volunteers is an important part of funding partnerships. Numbers of full-time employees at participating gardens ranged from one to 282. Fifteen of the gardens (42%) employ only government staff. Fourteen of the gardens (38%) have both government and private not-for-profit employees, and eight gardens (22%)

have only private organization employees. One aspect of staffing that affects private-public partnerships is civil service and union considerations. A discussion of this topic is located in section F.6., page 66.

#### **D.7. Funding Sources**

The survey questions about funding sources also requested information about who was responsible for collecting those funds. The following discussion looks at how partnerships affect responsibility for funding sources. Responsibility for government funds is not tallied separately in Table 1, page 14, because government agency partners assume responsibility for almost all of these funds.

Responsibility for earned income is indicated in Table 2, page 18. Admissions income is assigned to government and private agencies almost equally. Gift shops are operated by private organizations three times more often than by government agencies. Rental income is administered 50% more often by government agencies. Food service is combined because the number of gardens using this income source is relatively low.

Responsibility for contributed income sources is indicated in Table 3, page 22. Fundraising is handled by private organizations five times more often than by government agencies. Endowments are managed by private organizations twice as often as government agencies. Membership and donations are not separated into two agencies because so few government agencies are involved in these activities.

The frequencies of use for each capital income source are listed in Table 4, page 26. Private organizations are the favored partner for gift shops, donations, membership, fundraising, and endowment. Government agencies are the favored partner for tax sources, bonds, and state funds. Table 4 also shows that government and private agencies share capital cost more often than not (23 gardens). In 11 gardens, government takes all responsibility for capital costs. In two gardens, the private organization or an appointed advisory committee takes all responsibility for capital costs.

### **E. CORRELATIONS AND PATTERNS**

Previous sections discussed response patterns for all 37 gardens. The survey sample, however, includes gardens with a wide range of budget sizes, number of staff, and community sizes (measured by population numbers). This section looks at differences between small, medium, and large budget gardens (based on operating budget) and gardens with major, moderate, and minor levels of government funding support.

The R Squared Regression test is used to indicate the statistical level of correlation between two characteristics. If R Squared equals 0, there is no correlation. If R Squared equals 1, a perfect correlation exists. R Squared values may fall anywhere in between. In situations where an R Squared test is not

appropriate, for example when comparing small quantities, comparisons are made without statistical verification.

### **E.1. Correlations and Patterns For Operating Budget Size**

Participants indicated operating budget size by marking the appropriate budget range on the survey form. Comparisons are made based on the three categories defined in Table 8. Because operating budget sizes are given in ranges, or steps, and other characteristics are recorded on a continuum, statistical correlations as expressed in R Squared values may be less than observed patterns of correlation in the tables and figures.

**Table 8. Operating Budget Size Categories Defined**

<b>Operating Budget Size</b>	<b>Size Category</b>	<b>Number of Gardens</b>
Under \$200,000	small	7
\$200,000 to \$400,000	small	6
\$400,000 to \$600,000	medium	4
\$600,000 to \$800,000	medium	5
\$800,000 to \$1 million	medium	2
\$1 million to \$3 million	large	9
\$3 million to \$5 million	large	0
More than \$5 million	large	4



### E.1.1.1. Operating Budget & Government/Earned/Contributed Income (Table 9)

Table 9 compares the average percentage of government, earned, and contributed income in small, medium and large operating budget categories. According to regression tests, there is no correlation between operating budget size and source of operating income. R Squared equals .039 for government support, .032 for earned income, and .008 for contributed income. According to the averages in Table 9, large gardens seem to collect more earned income, and less government money than the other two size categories, but not by a significant amount.

**Table 9. Comparison of Operating Budget Size to Income Categories**

Income Category	Size of Operating Budget		
	Small	Medium	Large
Average Government Income (% of operating budget)	68	66	58
Average Earned Income (% of operating budget)	12	13	20
Average Contributed Income (% of operating budget)	20	21	21

**E.1.2. Operating Budget & Visitation (Table 10)**

R Squared for this comparison is .04. In Table 10 on page 44, visitation as a percentage of community size appears much lower in large gardens, but approximately equal for small and medium categories. This may be due to the preponderance of substantial population levels in the large garden category, as well as more competition from other cultural and leisure attractions in bigger communities.

**E.1.3. Operating Budget & Age of Garden (Table 10)**

R Squared is .208. The R Squared value may be affected by the continuum/step comparison problem mentioned previously, or by the fact that the operating budget figures for the largest budgets are indicated as \$5,000,001 for gardens with actual budgets ranging from \$5 million to over \$8 million.

**E.1.4. Operating Budget & Percent Personnel Costs (Table 10)**

The figures for personnel costs listed in Table 10 include benefits and payroll taxes. R Squared is .010. Averages for small, medium, and large budget sizes are 66%, 71% and 68% respectively. Those gardens reporting high and low figures explained why:

High Percentages: Two gardens reported figures over 85%. Both are government-operated gardens with no affiliated private not-for-profit organization.

The garden reporting 93% personnel costs is operating under a minimal maintenance budget. The garden reporting 86% provides a substantial benefit package for employees, separates out capital budgets from operating budgets, and is located in a high cost-of-living area.

Low Percentages: Four gardens reported less than 55% of their budget was spent on personnel. One garden is managed by a private not-for-profit organization. Employee benefits and salaries are low compared to other gardens, and most garden construction projects are included in the operating budget (which inflates the non-personnel portion of the budget). A second garden indicated that (a) it is understaffed, (b) because it is operated by a private not-for-profit which depends on revenue generation, they probably spend more money to make money (adding to non-personnel expenses) than other gardens, and (c) a minor factor might be that a portion of salaries is included under the capital budget. A third garden also indicated that they are understaffed. In addition, administrative services such as payroll are provided by the government agency so the garden does not have employees being paid to do that job. A fourth garden indicated that the lower figure reflects (a) a healthy portion of capital expenses included in the non-personnel percentage, and (b) the fact that as a private not-for-profit manager with no in-kind services available to them, non-personnel costs include more equipment, maintenance, and security costs than other government-affiliated gardens.

Table 10. Comparison of Operating Budget Size to Five Variables

Budget Size	Garden	Age of Garden (yrs)	Staff Numbers		Popul'n (000)	Visitors *	Personnel Costs **
			Full-time	Part-time			
Small	1	26	2	0	531	45%	66%
	2	62	1	3	1,000	20%	65%
	3	7	2	3	1,000	2%	42%
	4	18	3	4	325	46%	61%
	5	5	1	1	500	4%	80%
	6	61	3	2	100	15%	70%
	7	88	6	1	187	54%	58%
	8	75	7	4	2,000	50%	80%
	9	7	8	3	250	34%	54%
	10	6	5	2	1,000	10%	55%
	11	36	5	0	1,000	4%	70%
	12	29	4	3	2,400	5%	n.a.
	13	50	6	2	2,250	3%	93%
	Average	36	4.1	2.2	965	22%	66%
Medium	14	11	9	5	350	61%	65%
	15	78	12	0	250	60%	65%
	16	40	8	2	600	9%	n.a.
	17	6	10	2	2,500	9%	70%
	18	42	10	23	1,000	30%	85%
	19	26	15	2	1,072	6%	70%
	20	37	12	8	1,200	9%	80%
	21	16	20	0	4,000	8%	75%
	22	25	11	10	1,000	30%	58%
	23	28	26	5	1,000	20%	72%
	24	64	26	10	750	40%	73%
	Average	34	14.5	6.1	1,247	26%	71%
Large	25	21	25	1	3,000	6%	86%
	26	56	33	28	2,500	12%	75%
	27	5	37	8	3,000	6%	50%
	28	57	29	2	1,000	60%	63%
	28	37	49	14	8,000	4%	76%
	30	92	15	10	1,500	24%	69%
	31	52	35	0	700	20%	80%
	32	97	30	0	2,000	9%	70%
	33	53	22	10	5,000	4%	70%
	34	80	138	9	7,000	11%	67%
	35	18	124	24	8,500	6%	54%
	36	131	235	54	2,000	36%	56%
	37	99	282	34	20,000	3%	62%
	Average	61	81.1	14.9	4,938	15%	68%
Overall	Average	44	32.9	7.6	2,445	21%	68%

\* Visitation is expressed as a percent of population.

\*\* Expressed as a percent of operating budget.

Other gardens with low personnel costs reported similar reasons: smaller benefit packages, more part-time personnel, and more capital projects included in the operating budget.

#### **E.1.5. Operating Budget & Number of Staff (Table 10)**

Participating gardens supplied information about numbers of full-time, part-time, and seasonal staff. Full-time and part-time staff numbers were used to test the correlation, based on an assumed average of 20 hours per week for part-time staff. R Squared is .622. The correlation is logical; a larger budget means more staff. The R square value is lower than expected for several possible reasons: (a) Non-personnel operating budget expenses vary due to different accounting procedures and different funding arrangements. (b) Seasonal staff and volunteer costs are not included in the calculations, but do influence budget figures. (c) Personnel costs also vary from garden to garden.

#### **E.1.6. Operating Budget and In-kind Services**

Total number of in-kind services used by gardens in the small, medium, and large budget categories is 62, 55, and 62 services respectively. The quantities are too low for an R Squared test, but these two variables seem to be unrelated.

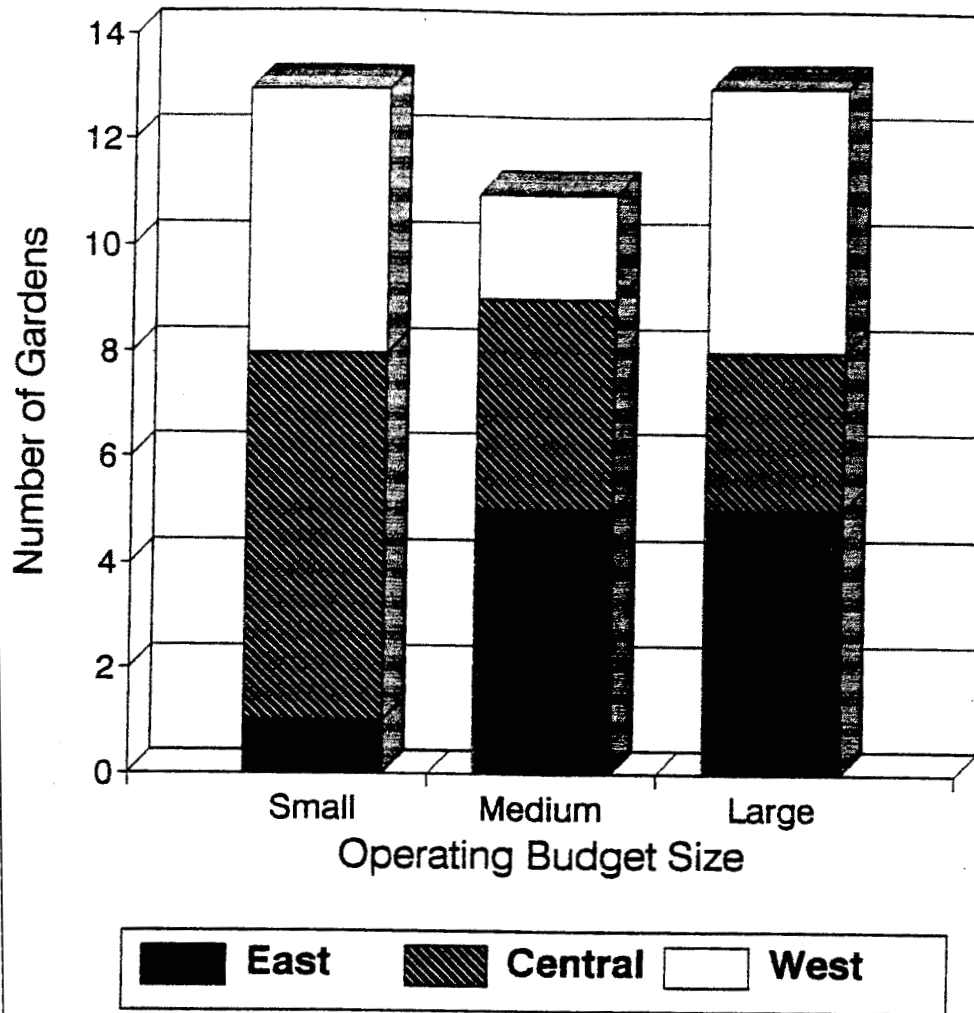


Figure 2. Geographic Location Compared to Operating Budget Size

### **E.1.7. Operating Budget & Geographic Location**

Figure 2, page 46, illustrates the relationship between operating budget size and geographic location. Although several observations are possible (for example, there are more small budget gardens in the central and western regions), I hesitate to draw specific conclusions for three reasons. (1) The patterns may simply reflect population counts in various regions of the country. (2) The pattern may reflect general garden distribution patterns. (3) The number of survey participants is too low to make a generalization.

### **E.1.5. Operating Budget & Governing Authority (Table 11)**

As discussed in section D.4., page 33, determination of governing authority is based on a compilation of responses. Table 11, page 48, and Figure 3, page 49, illustrate the distribution pattern of responses for governing authority in small, medium, and large gardens. Large budget gardens have a 40% "board of directors" response rate compared to 27% and 17% in the medium and small gardens. The small gardens show a reverse pattern: the strongest response is a 56% "government administrator" response rate compared to 36% and 27% in the medium and large gardens. Partnerships and the influence of appointed or elected government commissions is approximately equal in all three groups (11%, 16%, and 13% for partnerships and 33%, 36%, and 29% for government commissions). Because the percentages are actually a proportion of possible responses, and each

response is independent of the other responses, the sum of the figures is not necessarily 100%.

**Table 11. Comparison of Operating Budget Size to Governing Authority**

<b>Type of Governing Authority</b>	<b>Frequency of Policy and Budget Authority (% of Possible Responses)</b>		
	<b>Small Operating Budget</b>	<b>Medium Operating Budget</b>	<b>Large Operating Budget</b>
Appointed or Elected Govt Commission	33	36	29
Govt Administrator	56	36	27
Appointed Advisory Committee	4	11	0
Board of Directors	17	27	40
Board of Directors And Govt	11	16	13



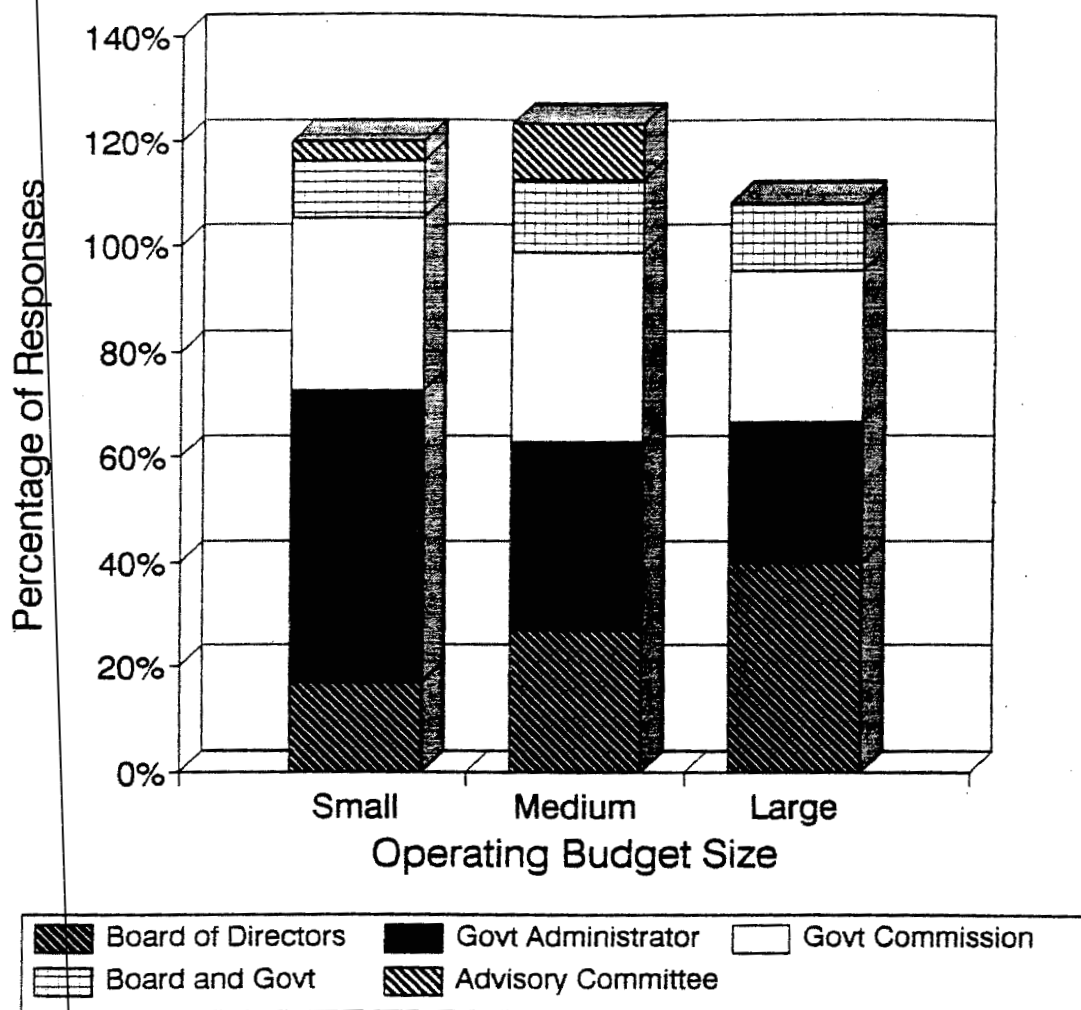


Figure 3. Governing Authority Compared to Operating Budget Size

## E.2. Correlations and Patterns for Level of Government Funding

Government funding includes general taxes, special taxes, state and federal funds, and other interagency funds. Some of the sources listed in the earned income and contributed income categories are also a form of government income. Admission fees, rent, gift shop, fundraising, and endowment income administered and solicited by a government agency may be considered government income.

Two different government income figures are used in the following analysis. For comparisons in which the primary focus is income sources unavailable to a privately-owned garden, only general taxes, special taxes, government-administered endowments, and "other" government funds are included. State and federal funds are not included, since they are usually available to privately operated gardens as well. This sum is referred to as "limited government funding" in the following comparisons. Earned and contributed income generated by the government agency are added to that sum for personnel-related comparisons since operating these sources affects personnel costs. This new sum is called "inclusive government funding."

The gardens are sorted into three levels of government funding for the following comparisons. Those 18 gardens receiving more than 66% of their operating income from limited government funding are grouped under "Major Government Funding." The 13 gardens receiving between 33% and 66% of their

operating income from limited government support are grouped under "Moderate Government Funding." The five gardens receiving less than 33% are grouped under "Minor Government Funding."

#### **E.2.1. Limited Government Funding & Geographic Region (Figure 4)**

Figure 4, page 52, illustrates the distribution of gardens in major, moderate, and minor government support categories. Patterns may be affected by regional population patterns and the sample size is too small to draw conclusions about geographic regions and government funding levels.

#### **E.2.2. Limited Government Funding & Governing Authority (Figure 5)**

Figure 5, page 53, illustrates the distribution of responses to questions about governing authority. Since the categories in this comparison have different numbers of gardens, the responses are recorded as a proportion of possible responses within each of the three government funding categories. Since each response is independent of the other responses, the sum of all proportions is not necessarily equal to 100%.

"Board of directors" responses are much higher in the minor funding category (67% versus 29% and 15%). "Government administrator" and "elected or appointed government commission" responses are lower in the minor funding

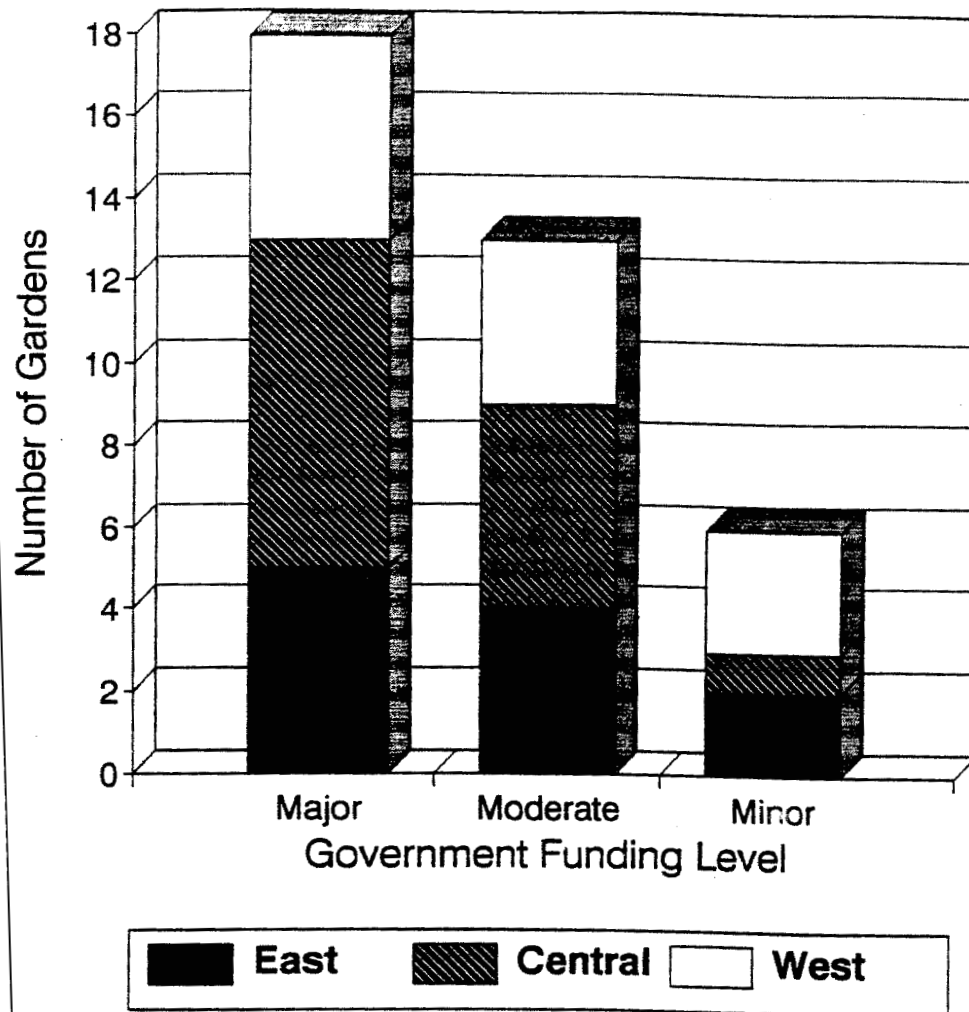


Figure 4. Geographic Location Compared to Government Funding Level

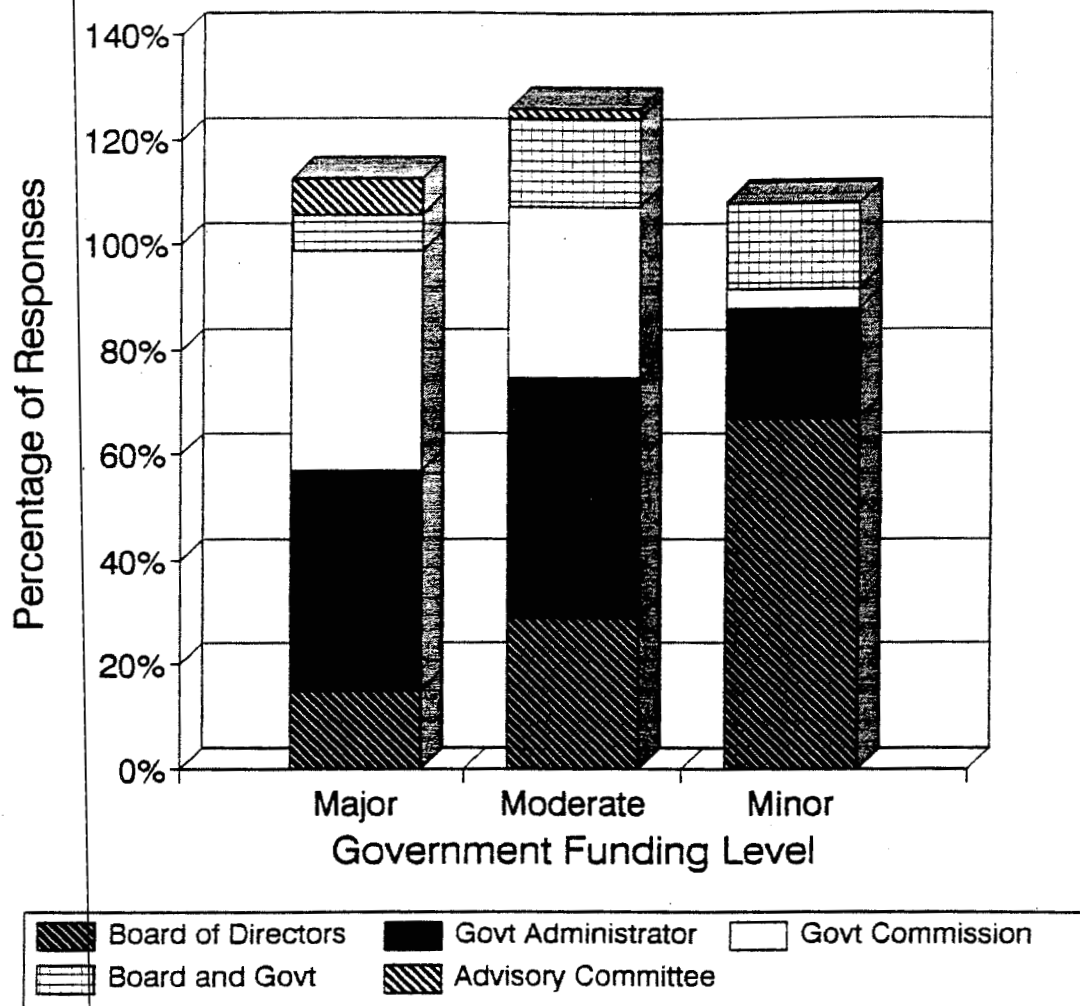


Figure 5. Governing Authority Compared to Government Funding Level

category (21% versus 42% and 46%, and 4% versus 42% and 33% respectively).

Partnerships are more common in the moderate and minor funding categories (17% and 17% versus 7%).

#### **E.2.3. Limited Government Funding & In-kind Services (Table 12, page 56)**

Increased government funding is associated with an increased number of in-kind services, although the variability of responses within each category is high. This pattern makes sense. Higher government funding levels usually mean greater government management, leading to more integration of garden operations with general agency operations.

#### **E.2.4. Limited Government Funding & Written Agreement (Table 12)**

With less government funding, it is more likely that a written agreement exists. This pattern makes sense. As the level of government funding drops, private organizations are more likely to manage the garden (section E.2.2 above). The less control a government agency has over management of its property, the more necessary it is for specific roles and responsibilities to be spelled out.

### E.2.5. Inclusive Government Funding & Government/Earned/Contributed Income (Table 12)

As expected, more government funding means higher government income as a percentage of operating budget. R Squared is .468. Perhaps including earned and endowment income in the calculations of government funding levels but not into "government income" calculations, as well as a wide range of government income values in the minor and moderate levels (10% to 55%, and 0% to 64% respectively) lowered the R Squared value.

Contributed income increases as government funding decreases. This pattern is supported by the regression test. R Squared is .607.

The pattern for earned income is different than the other two income categories. Gardens with moderate and minor government funding report higher earned income percentages than gardens with major government funding. Perhaps in the transition from major to moderate government support, earned and contributed income both increase to fill the deficit. As government funding continues to decrease, however, earned income may reach a self-limiting ceiling. A facility can support only a certain level of rentals or gift shop revenue before those activities begin to interfere with the mission of a public garden. Contributions, on the other hand, have no such limit. R Squared is .046 for a comparison of earned income and level of government funding, perhaps because

variability is high within each funding level category, and because R Squared values are based on a consistent pattern throughout the comparison.

**Table 12. Comparison of Government Funding Levels to Six Variables**

Variables	Level of Government Funding		
	Major	Moderate	Minor
<b>Government Income</b> (% of Operating Budget)	86	50	29
<b>Earned Income</b> (% of Operating Budget)	5	25	23
<b>Contributed Income</b> (% of Operating Budget)	9	25	46
<b>In-Kind Services</b> (Average # of Gardens)	5.4 gardens	4.9 gardens	3.0 gardens
<b>Written Agreement</b> (% of All Gardens)	43	77	83

#### **E.2.6. Inclusive Government Funding & Who Pays Staff Salaries**

Both the government agency and the private not-for-profit organization have paid employees in 14 of these gardens. In order to run this correlation test, "who pays staff salaries" is derived from a formula: government employees divided by total number of employees. R Squared for government funding compared to who pays staff is .629. This is to be expected, since the greater the government funding (including staff to produce earned and contributed income), the more likely



that the government agency would pay for staff salaries. The R Squared value is not higher perhaps because in eight gardens private not-for-profits receive government funds, but manage the garden and the payroll themselves.

#### **E.2.7. Inclusive Government Funding & Percentage Personnel Costs**

Many people assume that personnel costs in a government-administered garden will be higher than those managed by a private organization. Level of government funding compared to the percent of operating budget spent on personnel costs results in an R Squared value of .084. A more appropriate comparison is between percent of personnel costs and who pays the staff. R Squared for that test is .225. Both R Squared values are too low to support the assumption. The results may be affected by the fact that each garden's personnel percentages are based on different accounting procedures.

#### **E.2.8. Government Funding & Four Other Variables**

- a. Limited Government Funding & Age of Garden: R Squared is 0.
- b. Limited Government Funding & Community Size: R Squared is .061.
- c. Inclusive Government Funding & Number of Staff: R Squared is .169. The number of staff in a garden is more closely related to the intensity of plantings and the volume of programs offered to the public than to the source of operating funds.
- d. Inclusive Government Funding & Operating Budget Size: R Squared is .077. Operating budget size is a function of planting intensity and

public programs (how the money is spent) rather than where the money comes from.

## **F. EVALUATION OF GOVERNMENT AFFILIATION**

The telephone interview portion of the survey solicited opinions about fundraising, civil service, the bidding process, general garden operation, and future trends from garden directors, managers, trustees, and senior staff. In most cases I talked to only one representative from each garden. Private and public agency representatives have differing opinions about some issues, but agree on others. The following summary of responses covers the full range of opinions.

### **F.1. General Advantages and Disadvantages of Governmental Support**

#### **F.1.1. Advantages of Governmental Support**

- a. The primary advantage is financial stability or a reliable source of funds. The civil service system also helps stabilize employee numbers, since changes require more effort than in the private sector.
- b. In-kind services from other government departments are available.
- c. Maintenance and operating money is easier to obtain from government sources than through private fundraising efforts.
- d. When a garden receives government support, it is more responsive to a larger share of the population. In turn, the public is more interested in what happens at the garden (which could also be a disadvantage).
- e. Other financial advantages: (1) Government affiliation means the garden has access to bonds, and other tax base sources for capital and operating funding. (2) Emergency funds are more easily available. (3) There is increased credibility with private donors because government affiliation

assures the donor that the institution will be around a long time (in contrast to Disadvantage (e) below).

- f. Government agency management means more flexibility than private gardens because there is less governing authority interference (in contrast to Disadvantage (c) below).

#### **F.1.2. Disadvantages of Governmental Support**

- a. Bureaucracy is the most frequently cited disadvantage. There are a plethora of administrative procedures, accounting procedures, and purchasing restrictions.
- b. Planning is more difficult. Economic downturns mean less tax money in government budgets. Garden managers must be more involved in local politics. Because it is a political system, promises are not always kept and long-term planning is difficult.
- c. Government affiliation means less flexibility (in contrast to Advantage (f) above). Policy determination is not always in the hands of the most appropriate personnel. Some of the regulations restrict operating procedures so that money and staff are not used to the best advantage. Examples include staff hiring, government approval for minor items like operating hours and accepting gifts, and government agency supervision of construction contracts even if private money is used.
- d. There is increased competition for funds. Other government agencies may have higher priorities, so in difficult economic times, gardens are one of the first to be cut. This is less of a problem for park districts and special tax districts than it is for city and county park agencies.
- e. It can be more difficult to get private money when a garden is affiliated with a government agency due to private foundation policies restricting grants to government agencies, or government's reputation for inefficiency (in contrast to Advantage (c) above).
- f. Government-affiliated (and managed) gardens are less innovative and less concerned about quality.
- g. There are few increases in government funding support.

## **F.2. Strengths and Weaknesses of a Written Agreement**

Fifty-seven percent of the gardens surveyed have a written agreement.

In this study, a written agreement includes contracts, local or state statutes, or memoranda of understanding establishing a relationship between a government agency and a private not-for-profit. Statements of purpose from the private affiliate's Articles of Incorporation, or contracts restricted to food or gift shop operation are not included. Gardens with or without written agreements were invited to respond to the question.

In addition to strengths and weaknesses, I asked if they were satisfied with the agreement, whether it was written or unwritten, and what they would change if they could. Seventeen gardens are satisfied with their current arrangement; five gardens are not. Each arrangement depends on particular circumstances for that garden, so frequency counts for each response are low and the range of responses is wide.

### **F.2.1. Strengths of a Written Agreement**

- a. Funds of the private not-for-profit are controlled by a board of directors, so money generated by the private organization goes to the garden and not to a government general fund. A few government-operated gardens appreciate the fact that the private not-for-profit is not involved in garden administration.
- b. Government representation on the not-for-profit board of directors when required by the written agreement precludes the possibility of divergent goals or directions.

- c. Agreement spells out sufficient detail, such as where donated money goes, and what maintenance responsibilities go to each group. In contrast, others felt that the strength of an unwritten, or broadly worded agreement allows more flexibility in interpretation.
- d. One-year renewable agreements make changing terms easier than a longer term agreement. This is especially valuable for newer partnerships that are rapidly changing.

#### **F.2.2. Weaknesses of a Written Agreement**

- a. The document is open to interpretation. Responsibility for specifics is often unclear, i.e., defining who has what responsibility for different program and display areas and which items belong to whom. Who sets standards for maintenance and capital improvements is also seldom spelled out, or each partner has different standards.
- b. For unwritten agreements, funding is based on the good will of the government agency. In these conditions, the perceptions of the relationship may change as personnel in each organization change.
- c. Two management agencies means two bosses for some of the employees, which sometimes makes management difficult.
- d. Due to a government policy, county employees cannot serve on the private not-for-profit board. This prevents people in other county agencies from serving on the Board.
- e. Due to a government policy, the private organization cannot charge an admission fee even though they lease the property and manage the garden.

#### **F.2.3. Suggested Changes to Written Agreements**

The following list applies to written agreements. Most gardens with unwritten relationships feel that it is important to develop a written agreement which spells out roles and responsibilities, preferably with the help of legal council.

- a. Review agreements on a regular basis, and update as circumstances change.
- b. Management should be under one agency, preferably the private not-for-profit, with representatives from both agencies elected and/or appointed to serve on the board of directors.
- c. In written agreements, specifically define each partner's commitment to funding, including what maintenance and other services are provided by the government agency.
- d. If land is leased from a government agency, make sure the time period of the lease is long enough to protect investment in capital.
- e. If there is a specific amount of annual government support written into the document, include an escalation/inflation clause.
- f. Increase the role of the private not-for-profit in garden administration and policy.

The more equally public and private partners share funding responsibility, the more difficult it is to assign one organization governing authority. A thorough, written agreement may be enough to satisfy both partners. Another option is to set up a quasi-independent board or commission composed of representatives from both organizations. This commission could oversee activities and serve as the governing board, while management is assigned to one of the partners.

### **F.3. Patterns of Changing Relationships**

Gardens are in different stages of growth. One survey question addressed patterns of privatization: is there is a pattern of change in public/private

partnerships, and if so, is it determined by the age of the garden or by other circumstances?

Twenty gardens feel that circumstances are the controlling factor. The trend is toward more private support, encouraged by current federal policies. Fluctuations in government support are caused by the economy, not the age of the garden.

In contrast, some gardens feel that there are broad trends toward self-sustaining operations as a government garden matures. A new garden is more dependent on government, and as it becomes more established, there is increased private not-for-profit participation and local foundation support. Start-up support from government is important, as well as occasional "jump-starts" into new phases of development. Although participants feel that private participation grows over time, partnerships are easier to develop in the early stages. It is more difficult get support and attention from government when the garden is older, unless the garden has fallen into disrepair and the public pressures government into action.

The role of the private not-for-profit may also evolve. Private organizations are often involved in garden construction projects when the garden or private organization is young. When a garden has reached a certain level of development, the private organization moves into a service mode--programs, activities, and revenue generation. At a later stage, larger, more mature or sophisticated gardens may have more opportunity to work with government in new

ways--cooperative efforts with natural resource agencies, support from federal granting agencies, and special tax bases.

#### **F.4. Continued Government Support**

The survey asked what supporting arguments are used to ensure continued government support, and what communication techniques are most effective for delivering that message.

##### **F.4.1. Supporting Arguments for Continued Government Support**

- a. The garden serves the local (tax-paying) population.
- b. It enhances the "quality of life."
- c. It serves as an important oasis or recreation site in the urban environment.
- d. It provides an educational resource.
- e. It is a tourist attraction.
- f. A strong constituency voice encourages political support, since politicians like to be associated with popular projects.
- g. Government support is an obligation and investment in ownership by the city/county/district. It may be essential for garden survival, since there are no other sources of funds.
- h. The garden stretches the government dollar through matches with private dollars and revenue-generation, and stretches private money with government matches.
- i. Some communities have a strong tradition of supporting cultural and educational institutions.



- j. In a city/university affiliation, the garden provides a facility for a teaching mission, good public relations in the community, and may enhance the University's academic reputation.

#### **F.4.2. Communication Techniques for Continued Government Support**

The best methods for relaying these messages are to:

- a. Be visible.
- b. Provide constant, effective communication. Make sure political figures know what is going on in the garden, and how the money is being spent.
- c. Use political pressure from constituency groups.
- d. Invite government officials into the gardens.

#### **F.5. The Effects of Government Support on Fundraising**

One survey question asked about the impact of government support on private fundraising efforts. Twenty-four gardens feel that government support does not affect fundraising efforts for a variety of reasons. (a) Division of responsibility in the written agreement spells out why private money is needed. (b) Private money is used for restoration or special projects rather operating funds. (c) The public is unaware that the garden is part of a government agency. (d) Government affiliation gives assurance of continuity and perpetuity. (e) Government funds match private funds, making both private and public dollars go further. (f) The public understands that gardens are different than other parks, and need additional private support.

Fourteen gardens feel that fundraising is more difficult with government affiliation for the following reasons. (a) A public perception that there is sufficient government support discourages contributions. (b) In a solicitation of private funds for capital projects, a foundation or donor may question whether or not the government agency will continue to support maintenance and repair of the facility. (c) Fundraising for endowment money is difficult because donors feel that government should provide continued support. (d) The perception of government being wasteful affects fundraising efforts, especially when the garden is mostly funded by government funds. (e) Potential donors and the public need to be educated about the issues.

Several gardens feel that public misconceptions concerning the amount of government support affects smaller donors more than larger donors. Smaller donors are more likely to think that paying taxes entitles them to "membership benefits," while larger donors tend to be more aware of the issues.

#### **F.6. Civil Service and/or Union Agreements**

Sixty-three percent of the gardens in the study have full-time civil service employees. Twenty-nine percent have part-time civil service employees as well. Gardens in this study which are managed by private not-for-profit organizations do not usually have union or civil service employees, but there is at least one interesting exception. At that garden (the private not-for-profit manages

the garden but receives government money), the garden has civil service union employees. The government agency negotiates with the union, but the contract is between the union and the garden so that special clauses for different hours and job descriptions can be included. If the union negotiates with the government agency and receives salary increases which raise garden payroll costs above government allocations, then the government provides extra money to meet payroll costs.

At gardens with both government and private employers, inequities in pay and benefit packages do occur. Supervision of government employees by private organization staff is sometimes difficult.

#### **F.6.1. Advantages of Civil Service**

- a. Employees are attracted because of good benefits, protection from injustices and inequities, and guaranteed long-term employment.
- b. The civil service system ensures that gardens comply with proper employment regulations, policies, and affirmative action.
- c. The hiring and/or grievance process is handled by other government agencies, or assistance is available.

#### **F.6.2. Disadvantages of Civil Service**

- a. The garden cannot always hire the most qualified person, and is sometimes forced to accept transfers from other government agencies.
- b. The usual civil service job descriptions may not be appropriate for the needs of a garden, and altering job descriptions is difficult. (One garden indicated, however, that they can rewrite specifications for jobs, and hire skilled staff.) It is sometimes difficult to have civil service or union employees do something outside their job description, and on the

flip side, volunteers and non-union staff may not be able to do certain tasks usually assigned to union employees.

- c. It is difficult to fire employees with unsatisfactory performance, and rewards for excellent performance are difficult to arrange.
- d. Some gardens feel that there are more salary and benefit costs to gardens than a commercial operations would have, and if one union in the city gets a wage increase, others want it, too.
- e. The hiring process can be long and drawn out. In an attempt to meet staff needs, some people are temporary for long periods of time.
- f. The grievance process can be long and involved, and take time away from work.

These results parallel those reported by Donahue (1989).

#### **F.7. Fair Bidding Practices**

Government agencies are usually subject to fair bidding practices, such as accepting the lowest bid, requiring a certain number of bids, and/or actively seeking minority contractor representation. One survey question solicited opinions about the advantages and disadvantages of fair bidding practices in a public garden, as well as information on policies when both private and public money are involved. Once the bidding process is completed, someone manages the contract. In most gardens, the agency soliciting bids also manages the contract, but there are exceptions.

**F.7.1. Advantages of Government Bidding Procedures**

- a. Procedures ensure that government is honest, and affirmative action is served. It also protects gardens from discrimination lawsuits.
- b. The government agency often solicits the bids, saving garden staff time and hassle.
- c. The procedure often saves money, especially for computer systems, custodial supplies, and other non-specialized items.
- d. A few gardens feel that it encourages them to be more cost effective, because they need to compare prices and plan thoroughly before soliciting bids.

**F.7.2. Disadvantages of Government Bidding Procedures**

- a. Lowest bid does not always mean the best product, according to 16 gardens. The lowest bid principle may apply only to the base bid, so optional features may be much higher. In one community, however, government guidelines focus on best bid, not lowest bid. Several other gardens are not required to take the lowest bid if they provide good justification.
- b. Fair bidding practices take more time, so staff must plan ahead.
- c. It is sometimes difficult to make quantitative specifications for qualitative work and to set standards for plants or services. Tight guidelines can be written, however, to get the best product or service.
- d. Bureaucracy increases costs. One garden is frustrated by a policy requiring federal prevailing wage standards, which increase labor costs by 30% in a negotiated contract. The bureaucratic paperwork may also discourage good vendors from submitting bids.

**F.7.3. Dollar Limits for Bidding Procedures**

In addition to advantages and disadvantages, participants were asked when fair bidding procedures are used. Some flexibility is permitted below certain

limits. These limits are highly variable from garden to garden. For example, the garden director, supervisor, or advisory group makes the decision themselves if the value is below a specific limit. That limit ranges from \$50 to \$3,000, with an average of \$760. Another limit is often set for an intermediate set of procedures. Full procedures and closed bids are implemented when the value is over a third limit, which ranges from \$300 to \$25,000, with an average of \$6,700.

#### **F.7.4. Funding from Private and/or Government Sources**

Funding for projects can come from private sources, government sources, or both. Bidding and contract procedures may change, depending upon the source of funds.

##### **(1) Project uses only private funds:**

- a. Seventeen gardens follow fair bidding procedures established by the private not-for-profit (rather than government procedures).
- b. At one garden, if the project involves private money and no labor, government bid procedures are not necessary.
- c. At three gardens, the government bidding process is used even if it is all private money, because the garden is on city property.
- d. At one garden, the private group raises funds for improvements, but the government agency reviews, selects and manages the contracts if the amount is over \$5,000.

(2) Project uses both private and government funds:

- a. Two gardens often divide the job into smaller units and sort out which jobs are paid for by which funds, since no bids are needed for private funding.
- b. Five gardens take turns. Projects are managed by the private not-for-profit or government, in part depending on who has knowledge or available time.
- c. Three gardens use government procedures if government funds are involved. One more garden uses government procedures if labor costs are included in the project. In another garden, the private organization manages the bidding and contract when they have a specific written agreement with the government agency for that project.
- d. For five gardens, construction projects always follow fair bidding practices.

(3) Project uses city, county, state, or park trust fund money:

- a. All gardens follow government procedures.

**F.8. Partnerships with Educational Institutions**

Partnerships with educational institutions can provide cash funds, student workers, advice from experts, and/or enhanced reputation. Six gardens receive some financial support from educational institutions, ranging from staff salaries (two gardens) to work-study (one garden) to school district funds for educational programs (three gardens).

Five other gardens cooperate with local colleges with no financial benefit. Seven more gardens have plans for affiliations which would provide research affiliation, educational training for professionals, or interns.

#### F.9. Concession Contracts

Concession contracts allow outside professionals to manage revenue-generating activities. The following points were made by survey participants.

- a. Liability for alcoholic beverage service is better left in the hands of professionals.
- b. Quality is important. The garden needs to monitor the food and gift shop facility and service because it reflects on the garden. Prices should be appropriate for the audience. If they are too high, volume drops.
- c. Long-term contracts are not good, since the concessionaire may let quality slide, or may increase prices. Some gardens suggested a one or two-year contract, especially for new contractors.
- d. Each caterer has a particular style, so it might be advantageous if the contract allows a limited number of outside caterers for special events.
- e. Gift shops are more often run by the private not-for-profit organization than by the government agency. (See Table 1, page 14.) In gardens where the government agency manages the garden and the private organization operates the gift shop, the profits are usually reinvested in the garden.

The following is a listing of the types of food service contracts described by survey participants.



- a. First three years rent-free to compensate for equipment purchases, then the concessionaire pays a percentage of the gross profit with a specified minimum.
- b. 10% of gross profit after the first \$1,000 profit.
- c. 10% of gross profit, and a smaller percentage if caterer takes in less than a certain amount per month.
- d. 15% of gross profit (30% for alcoholic beverages). The contract is between the private not-for-profit and the concessionaire, after permission was granted in a contract between the private organization and government agency.
- e. Flat fee per year. (In the last fiscal year it was the equivalent of 7%.)
- f. Flat fee/month, and concessionaire can sub-rent for other events after paying a fee based on amount of space used.
- g. Vending machine operation: 18% of profit.
- h. Binocular-viewing service: 30% of gross, contractor does maintenance, and garden staff collects the coins.
- i. Flat fee and 30% of all profit over \$50,000.
- j. Some gardens without a regular food service charge a flat fee or percentage for food service at special events. The amount charged depends upon the type of event.

#### F.10. Budget Issues

One survey question asked gardens administered by government agencies what they felt were the advantages and disadvantages of separate budgets. "Separate" is a relative term, it seems, and the question prompted a variety of comments about the budgeting process.

- a. With or without a separate budget, successful funding depends on the relationship of the garden director to the person or people who control the purse strings.
- b. Survey participants feel that a separate budget allows the garden to control how its money is spent. For a few gardens, the budget is separate on paper, but still subject to fund transfers for non-salary items. At several gardens, income generated at the garden is deposited in the government agency's general fund and control of those funds is lost.
- c. One of the disadvantages of government budgets is that if money is not spent by the end of the fiscal year, it may be reappropriated to another agency which needs it. This aspect of government budgeting encourages "spending sprees" near the end of the fiscal year.

#### **F.11. Advantages and Disadvantages of In-kind Services**

Many government-affiliated gardens use in-kind services to stretch their operational costs. See Table 5, page 28, for quantitative information on in-kind services. The question in the evaluation portion of the survey asked about advantages and disadvantages of these in-kind services.

##### **F.11.1. Advantages of In-kind Services**

- a. The garden gets something without paying for it.
- b. The garden has access to skilled, specialized personnel, which is especially useful for smaller gardens and for services which are only occasionally needed.

**F.11.2. Disadvantages of In-kind Services**

- a. The garden may have to wait longer for a government service than if a contractor was hired, since someone in another agency is setting priorities.
- b. Many gardens said that the quality of the work may not be up to their standards. One garden felt that jobs were more likely to be done well because workers would just have to come back and fix it again if they did it poorly.
- c. It is more work for the garden director to maintain working relationships with other agencies.
- d. Procedures, scheduling, and work orders are sometimes a problem.
- e. Utilities are one of the services often provided. Garden managers would be more cost-conscious about utilities if it were an item in their own budget rather than a "free" service.
- f. It is difficult to estimate the value of in-kind services when applying for grants.

**F.12. Future Trends**

The survey asked participants what they thought the future held for government-affiliated gardens. Private efforts, diversity of funding (revenue generation, other sources of support, admission fees), and endowments will account for a greater share of operating funds, according to 33 responses. In part, the future for each garden depends on the economic and political conditions of their area. Although the short-term future is not good in general (1991), the economic situation is different in various regions of the country. In one area fewer capital funds are available. In another, government is emphasizing infrastructure repairs.

It seems to be more difficult to get support in bigger, older cities with failing infrastructures, but the timing is right for funding support in suburban communities conscious of open space preservation and environmental issues.

Even with increased private and generated income support, staff at many gardens feel that a move toward complete privatization is not for them. It is more difficult to raise operating costs privately, so partnerships seem ideal. Three gardens expect the ratio of government to private support to stay the same over the next 10 years. Five gardens expect the ratio to reflect less government support.

New areas of government funding are being considered. One option is to move beyond municipal funding into regional or metropolitan tax bases. Other options include special sales taxes for cultural amenities, or special state money such as conservation program funds.

Increasing competition for existing government funds also means increased pressure for better business management, and changes in programming. Environmental issues will be increasingly important, as will educational programs and conservation issues. Gardens will also need to become more creative, increasing cooperation with other cultural groups, and improving accessibility to minority populations.

### F.13. Advice for New Gardens

The survey asked participants what advice they would give to a new garden considering affiliation with a government agency. Further discussion of this topic can be found in the next chapter, but here are the responses in decreasing frequency. The number of gardens giving that response is in parentheses at the end of the item.

- a. Make sure that the written agreement includes a commitment to funding, and sets standards for maintenance. Include a specific amount of money if possible. Clearly spell out who is responsible for what. Make sure money generated by programs goes directly back into garden, not into a government agency general budget. If government supplies the funds, then it is also important that the volunteer group knows what their boundaries are. Administrative control should always be in hands of professional paid staff. (13)
- b. Planning is essential. Mission, objectives, audience, needs assessment, and costs should all be considered when determining management organization. Think long-term--what will the garden need 20 years down the road? Hire a consultant to do the initial analysis, then look at all possible partners and roles that they can play. Analyze organizational structure and personalities in government positions. How subject are they to political winds and whims? Be wary of agencies which are mandated to fund many social services--it is hard to compete for those dollars, and they are less predictable. (13)
- c. Try to keep as much management as possible in private hands--government can supply land and minor maintenance. If a choice is possible, then private management with government support is the best arrangement. (10) A few gardens recommended complete private funding if possible.
- d. Government management is a good choice, if well planned. Too much dependence on private money may mean serving a more limited audience, and a self-supporting operation may limit those who cannot afford to come. (9)

- e. . Your funding goal should be diversity, in order to be financially stable for the bad times. (9)
- f. Keep communication between partners. (6)
- g. Be as visible as possible. Keep your name in front of government through constituent feed-back, good public relations, and presence at city functions. (5)
- h. If garden administration will be in a park agency, try to get as much autonomy as possible, with the garden director reporting in at the highest possible level. (5)
- i. The beginning is the strongest point of association. Set up the partnerships at the beginning, since it is more difficult to negotiate after the program is in operation. (4)
- j. Relationships are so community-specific, it is difficult to offer recommendations. (5)
- k. Better to have one management agency, even in a partnership. (3)
- l. Schedule an early educational session with city staff and mayor/council. Get them to understand and endorse the concept that a botanic garden is not a park. (2)
- m. Take advantage of in-kind services. (2)
- n. Maintain a quality operation. (1)
- o. Avoid park district or park agencies altogether. Try cultural or museum affiliations to avoid recreational orientation and perspective. (1) (Another choice is management by a county agricultural service.)

## Chapter

### 4. SUMMARY AND RECOMMENDATIONS

#### A. FUNDING SOURCES

Table 13, page 81, summarizes information about the most common funding sources. Averages and range of percentages for each source are listed. The amount of funds from these sources was not given for capital expenditures, so only the number of gardens using these sources is listed.

A wide range of responses is found within each budget size (small, medium, and large). The average percent of operating budget supplied by government, earned, and contributed income is not significantly different in the three budget sizes.

The survey analysis reveals two funding source responses to changes in government funding levels. As government funding decreases, contributed income increases. Earned income also increases initially as government funding decreases, but then levels off. This may be due to the self-limiting nature of some earned income sources.

### A.1. Government Income (Table 13)

Total government income ranges from 10% to 100% of operating budgets, with an average of 64% for 36 gardens. Thirty-three gardens use government sources for capital projects. General tax funds are the primary source of government funds. The average general tax support is 57% of the operating budget.

The primary advantage of government support is funding stability. Government funds support operating and maintenance costs, which are more difficult to raise through other sources. In addition, it provides access to in-kind services and to special bonds and levies which can fund capital improvements. The most commonly cited disadvantages are bureaucracy and politics.

### A.2. Earned Income (Table 13)

Earned income percentages range from 1% to 57% of operating budget in 29 gardens. The average is 19% of operating budget for those gardens reporting earned income. Nine gardens use earned income for capital projects. In general, admission fees provide the largest contribution (up to 35%). Gift shops and rentals are the second and third largest sources (up to 18% and 14% respectively) and the most frequently used earned income sources.



Table 13. Summary of Funding Sources for Operating and Capital Funds

Income Source	Number of Gardens Using Source for Operating Funds	Average Percent of Operating Budget (%)	Range of Responses for Operating Budget (%)	Number of Gardens Using Source for Capital Funds
General Taxes	35	57	7 to 100	26
Special Taxes	2	n.a.	1 & 31	4
Bonds	0	0	n.a.	18
State, Federal, Other Govt Funds	10	15	1 to 50	9
<b>All Govt Income</b>	<b>36</b>	<b>64</b>	<b>10 to 100</b>	<b>33</b>
Admissions	17	13	2 to 35	4
Gift Shop	20	6	1 to 18	5
Food Service	7	2	1 to 6	3
Rental Income	25	6	1 to 14 [40]	5
<b>All Earned Income</b>	<b>29</b>	<b>19</b>	<b>1 to 57</b>	<b>9</b>
Donations	23	12.1	1 to 30 [80]	26
Memberships	21	6.2	1 to 20	7
Fundraising	21	8.4	1 to 24	19
Endowments	12	12	1 to 38	8
Investments	10	3	1 to 12	8
<b>All Contributed Income</b>	<b>34</b>	<b>23</b>	<b>1 to 55 [80]</b>	<b>28</b>

Note: Numbers in brackets are significantly greater than the normal range of percentages. Averages are based on those gardens reporting that income source.

Percentages in Table 2 (page 18) may indicate practical limits for operating support from various earned income sources. Food service and rental income figures may not accurately reflect potential income since some gardens combine rental and food service income.

The importance of increasing a garden's earned income must be balanced with the garden's overall mission. The United States Congress is reviewing the Unrelated Business Income Tax, and some state governments have already started looking at how much money tax-exempt organizations are making in their "businesses" (Olson, 1990; Platt, 1988).

### **A.3. Contributed Income** (Table 13)

The percentage of operating costs from contributed income ranges from 1% to 55% of operating budget (with one exception) in 34 gardens. The average is 23% for all gardens reporting contributed income. Nine gardens use this source for capital projects.

Donations, memberships and fundraising are the most common types of contributed income (23, 21, and 21 gardens each). Donations provide the highest percentage of these three sources (12.1%). Endowments also provide an average of 12% of operating budget, but this figure is calculated based on 12 gardens reporting endowment income.

Survey results in this category may also reflect practical limits for what contributed income sources can add to operating budgets. Although these sources are less dependent on available facilities than earned income, circumstances will still vary greatly by community and character of the garden.

Sixty-three percent of the gardens felt that government support does not affect fundraising efforts. Government affiliation gives assurance of continuity and perpetuity. Successful fundraising depends upon a written agreement which spells out role of private support, the use of private money for special projects, and donor education.

#### **A.4. In-kind Services**

Thirty-three gardens use at least one in-kind service. The three most frequently used services are insurance coverage, building maintenance, and legal services (76%, 65%, and 65% respectively). Budget size does not affect how often services were used, but higher levels of government support are associated with more in-kind services.

### **B. PARTNERSHIPS**

A private not-for-profit organization is associated with 89% of the surveyed gardens. Community circumstances and the preferences of the

government agency and private organization determine the type of partnership that exists.

### **B.1. Written Agreements**

Fifty-seven percent of the gardens with a public-private partnership have a written agreement between the government agency and the private organization. Based in part on the advice of survey participants, I recommend the following guidelines for partnership agreements.

- (1) Written agreements are better than unwritten agreements, especially as the role of the private not-for-profit increases.
- (2) A written agreement should spell out roles and responsibilities for each partner. Although some garden representatives feel that general wording allows more flexibility, it also opens doors for conflicting interpretations and dissatisfaction with the other partner's performance. If specific dollar commitments are possible, an inflation or escalation clause should be included with it.
- (3) Agreements should be updated periodically to allow for changing roles.
- (4) Keep public and private money separate.

### **B.2. Governing Authority**

Governing authority indicates who makes most of the policy and budget decisions. It does not necessarily indicate the level of funding support by each partner. The following groups control most budget and policy decisions in the frequencies indicated:

Government Administrators: 16 gardens

Private Board of Directors: 8 gardens

Government Commissions: 6 gardens

Government AND Boards of Directors: 5 gardens

Government administrators are more often governing authorities for small budget gardens and for gardens with moderate and major government funding. Boards of directors are more often governing authority for large budget gardens and for gardens with minor government funding.

### **B.3. Program and Funding Responsibility**

In the surveyed gardens, responsibility for various aspects of garden operations is assigned to particular organizations. Government agencies are most often in charge of building maintenance (79% of the gardens), administration (61%), and horticulture (58%). Private organizations take more responsibility for membership (94%), gift shops (79%), and fundraising (73%). Educational programs are more often the responsibility of private groups (42%), but also the area most likely to be shared (33%). Capital funding responsibilities are most often shared by both partners (72%). These percentages are based on the number of gardens that have partnerships and conduct the specified activity.

### **B.4. Staffing**

Gardens with larger operating budgets have, as expected, more staff. Higher levels of government funding also mean more staff paid by government.

Sixty-three percent of the gardens have full-time civil service employees. The percentage of operating budget spent on staff salaries and benefits, however, is not affected by either budget size or amount of government funding.

## C. FUTURE

### C.1. Recommendations for New Gardens

Based on my research and the existing literature, I recommend the following guidelines for new gardens considering public-private partnerships.

1. Set up the partnership at the beginning. It is more difficult to negotiate after the program is in operation. Understand the political realities of the community. Consider how existing organizational structures, political agenda, and personalities will affect the garden's mission.
2. Spell out terms in a written agreement. Define who will manage the garden, which partner will be responsible for which aspects of garden programming, and who will be in charge of which funds.
3. Strive for a diverse funding base.
4. Maintain good communication between partners.
5. Ensure that the garden director reports to the highest level possible when the garden is administered within the government agency.

### C.2. Recommendations for Existing Gardens

The above recommendations also apply to existing gardens in which government and private agency roles are changing. Although a number of gardens

recommend private management with government support, not every private organization is able to, or even aspires to take on that responsibility. Economic and organizational factors affect each garden's arrangement. No matter what the terms of the agreement are, I think a partnership needs to meet the following conditions. These recommendations are based on the results of my research and the advice of Karsten (1989):

1. The partnership must have a written management agreement, a mission statement and primary operating objectives, by-laws for support groups, a capital development plan, and a three- to five-year business plan.
2. The agreement must have the support of all departments of the governing authority and the garden staff.
3. The garden's mission, rather than one partner's objectives, must serve as the primary guide for decision-making.
4. The director and staff must have the trust of the governing authority.

A garden's role as an educational resource and tourist attraction affects the amount of support it receives, according to survey participants. In addition, I think that a garden can improve its position within the government agency, whether or not it is managed by a government agency, by taking certain steps. These recommendations, based on my research, are similar to those suggested by Schlieder (1982):

1. Expand your role within the parent organization, for example, by becoming a regional demonstration site for street trees used by other government agencies.
2. Understand and cultivate the political figures who have influence.

3. . Build public support through outreach programs and constituency groups.
4. Be a catalyst for new ideas, rather than waiting for things to happen.

### C.3. Trends in the Future

Private efforts, revenue generation, and endowments will account for a greater share of operating budgets in the future. The economic and political conditions of each community will influence the speed and pattern of these changes. Partnerships, however, not privatization, is still the long-term goal for most of the surveyed gardens.

Some gardens are considering new areas of government funding such as metropolitan tax bases and cultural sales taxes. These strategies will work in a few communities, but not many. Management and policy changes will also occur. I think more efficient management and a larger role for private organizations in policy decisions will be the most common trends. Environmental issues and educational programs will become increasingly important. Gardens will become more creative at attracting new audiences and increasing cooperation with other cultural groups and plant societies.

### C.4. Conclusions

This research summarizes major benefits and problems faced by government-affiliated gardens, documents funding strategies, and offers



recommendations for successful partnerships. Although general correlations exist between some factors, public-private partnerships are extremely varied because each community is affected by distinctive political and economic factors. Specific arrangements may vary, but private participation in government-affiliated gardens and arboreta will continue to grow in the future.

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## **APPENDIX A: SURVEY QUESTIONS**

**A Survey of Funding Strategies**  
for Display Gardens, Botanic Gardens, and Arboreta  
Affiliated with City, County and Regional Government Agencies

**I. Background and General Information**

- 1 Full Organizational Name \_\_\_\_\_
- 2 Address (if different than cover letter) \_\_\_\_\_  
\_\_\_\_\_
- 3 Phone Number \_\_\_\_\_
- 4 Person Completing Survey \_\_\_\_\_
- 5 Job Title \_\_\_\_\_
- 6 What is the total acreage of the garden? \_\_\_\_\_ acres
- 7 What year did the garden first open to the public? \_\_\_\_\_
- 8 Do you offer more than 8 horticultural education programs (guided tours, classes, lectures, or special events) per year?  
\_\_\_\_ yes \_\_\_\_ no
- 9 Do you have a plant record system which provides name and location data?  
\_\_\_\_ yes \_\_\_\_ no
- 10 Are your major plant displays labeled?  
\_\_\_\_ yes \_\_\_\_ no
- 11 What is the estimated number of annual visitors to your garden, averaged over the past three years?  
\_\_\_\_\_ people
- 12 What is the total population of the metropolitan area or region you serve?  
\_\_\_\_\_ people
- 13 How many staff members does the garden have in each of the following categories?  
\_\_\_\_ full-time  
\_\_\_\_ part-time  
    (which equals \_\_\_\_ full-time equivalents)  
\_\_\_\_ seasonal  
\_\_\_\_ volunteers who serve at least 12 hours/month

## Funding Strategies Survey, Page 2

**II. Ownership, Governance and Organizational Structure**

This survey has been sent to gardens with a wide variety of management arrangements. Please answer the following questions as well as you can. If you cannot answer these questions as they are presented, please provide an explanation of your organizational structure in the comments section at the end of the survey. Some of the following questions may not apply to your situation at all and may be skipped.

**PLEASE NOTE THE FOLLOWING DEFINITIONS:** The term "government agency" includes city and county park departments, park districts, and any other government agency involved in funding and/or administration of the garden.

The term "private nonprofit" refers to a private nonprofit organization or corporation run by volunteers and/or paid staff which is affiliated with the garden.

- 14 Is there a private nonprofit organization affiliated with the garden which has its own 501(c)3 IRS ruling?

\_\_\_ yes \_\_\_ no

- 15 Who owns the following assets of the garden? Please check all that apply. If you use "Other", please specify.

Property Type	Ownership		
	Government Agency	Private Nonprofit	Other: _____
land	___	___	___
buildings	___	___	___
plant	___	___	___
collections	___	___	___

- 16 If an affiliated private nonprofit organization exists, is there a written agreement, contract or memorandum which defines the division of responsibilities between the government agency and the private nonprofit?

\_\_\_ yes \_\_\_ no

**If one exists, would you please attach a copy of the document to this survey**

- 17 If both a private nonprofit organization and a government agency are affiliated with your garden, does each organization have its own separate garden program budget and administration?

\_\_\_ yes \_\_\_ no

## Funding Strategies Survey, Page 3

- 18 Which agency is responsible for the operation of the following program areas. Please **check** all that apply. If you use "Other", please specify.

Program Area	Responsible Agency		
	Government Agency	Private Nonprofit	Other: _____
administration	_____	_____	_____
horticulture	_____	_____	_____
programs/tours	_____	_____	_____
building	_____	_____	_____
maintenance	_____	_____	_____
membership	_____	_____	_____
fundraising	_____	_____	_____
gift shop	_____	_____	_____

- 19 Who is the Garden Director's immediate supervisor?
- a \_\_\_\_\_ an appointed or elected governmental commission
- b \_\_\_\_\_ a government agency administrator
- c \_\_\_\_\_ an appointed advisory committee
- d \_\_\_\_\_ a private nonprofit Board of Directors
- e \_\_\_\_\_ other, please specify \_\_\_\_\_

- 20 If the answer to question 19 is choice b, how many layers of administration exist between the Garden Director and the government commission level? \_\_\_\_\_ layers

Example of a garden with 4 layers:

Garden Director = 1st layer  
 Administrator A = 2nd layer  
 Administrator B = 3rd layer  
 Government Commission = 4th layer

- 21 Who determines garden policy?
- a \_\_\_\_\_ an appointed or elected government commission
- b \_\_\_\_\_ a government agency administrator
- c \_\_\_\_\_ an appointed advisory committee
- d \_\_\_\_\_ a private nonprofit Board of Directors
- e \_\_\_\_\_ the Director
- f \_\_\_\_\_ a combination of \_\_\_\_\_ and \_\_\_\_\_ from above
- g \_\_\_\_\_ other, please specify \_\_\_\_\_

- 22 Who determines the annual operating budget of the garden?
- a \_\_\_\_\_ an appointed or elected government commission
- b \_\_\_\_\_ a government agency administrator
- c \_\_\_\_\_ an appointed advisory committee
- d \_\_\_\_\_ a private nonprofit Board of Directors
- e \_\_\_\_\_ the Director
- f \_\_\_\_\_ a combination of \_\_\_\_\_ and \_\_\_\_\_ from above
- g \_\_\_\_\_ other, please specify \_\_\_\_\_

## Funding Strategies Survey, Page 4

- 23 Who determines the capital budget of the garden?
- a ☐ an appointed or elected government commission
  - b ☐ a government agency administrator
  - c ☐ an appointed advisory committee
  - d ☐ a private nonprofit Board of Directors
  - e ☐ the Director
  - f ☐ a combination of ☐ and ☐ from above
  - g ☐ other, please specify \_\_\_\_\_
- 24 In some gardens, the staff are employees of more than one agency. Who pays your garden staff? Indicate the number of full-time, part-time, and seasonal employees that fit into each category. (If the figures vary from year to year, use figures from your last complete fiscal year.) If you use "Other", please specify.
- | Employee Type | Official Employer |                   |              |
|---------------|-------------------|-------------------|--------------|
|               | Government Agency | Private Nonprofit | Other: _____ |
| full-time     | _____             | _____             | _____        |
| part-time     | _____             | _____             | _____        |
| seasonal      | _____             | _____             | _____        |
- 25 How many employees are regulated or protected by civil service regulations?
- ☐ full-time employees
  - ☐ part-time employees

**III. Funding Strategies (Sources and Uses)**

- 26 What has been the annual operating budget of your garden, averaged over the past three years? If you have more than one organization which administers regular garden programs, please combine operating budgets from both organizations.
- ☐ under \$200,000
  - ☐ \$200,000 to \$400,000
  - ☐ \$400,000 to \$600,000
  - ☐ \$600,000 to \$800,000
  - ☐ \$800,000 to \$1 million
  - ☐ \$1 million to \$3 million
  - ☐ \$3 million to \$5 million
  - ☐ more than \$5 million



## Funding Strategies Survey, Page 5

- 27 The following question refers to your **OPERATING REVENUE SOURCES**. Which of the following possible sources do you utilize? Please indicate **approximate percentage of the total operating budget** under the agency or organization which collects and is responsible for that source. If you use "other", please specify.

Funding Source	Responsible Agency		
	Government Agency	Private Nonprofit	Other:
admission fees	____%	____%	____%
gift shop	____%	____%	____%
food service	____%	____%	____%
rentals	____%	____%	____%
private donations	____%	____%	____%
membership fees	____%	____%	____%
fundraising events	____%	____%	____%
endowment	____%	____%	____%
other investments	____%	____%	____%
local general taxes	____%	____%	____%
local special taxes- including cultural districts, serial levies, etc.	____%	____%	____%
local bond issues	____%	____%	____%
state funds for operating costs	____%	____%	____%
federal funds for operating costs	____%	____%	____%
other, please specify _____	____%	____%	____%

- 28 Please **check** which in-kind services (services which are not part of operating budget calculations) are provided by other sections of the government agency.

- ☐ equipment loans  
☐ building maintenance and skilled trades  
☐ legal services and contract compliance advice  
☐ insurance (including government self-insurance)  
☐ administrative services  
☐ architectural and engineering services  
☐ turf or tree care  
☐ utilities  
☐ landscape production (annuals, etc)  
☐ other, please specify \_\_\_\_\_

## Funding Strategies Survey, Page 6

- 29 The following question refers to your **CAPITAL EXPENDITURE SOURCES**. Which of the following possible sources have been used for capital projects and expenditures? Please place a check under the organization which collected and was responsible for that source. If you use "other", please specify.

Funding Source	Responsible Agency		
	Government Agency	Private Nonprofit	Other: _____
admission fees	_____	_____	_____
gift shop	_____	_____	_____
food service	_____	_____	_____
rentals	_____	_____	_____
private donations	_____	_____	_____
membership fees	_____	_____	_____
fundraising events	_____	_____	_____
endowment	_____	_____	_____
other investments	_____	_____	_____
local general taxes	_____	_____	_____
local special taxes- including cultural districts, serial levies, etc.	_____	_____	_____
local bond issues	_____	_____	_____
state funds for operating costs	_____	_____	_____
federal funds for operating costs	_____	_____	_____
other, please specify: _____	_____	_____	_____

- 30 What percentage of your current annual operating budget goes to personnel, fringe benefits, payroll taxes and other associated costs ? \_\_\_\_\_ %

- 31 Does your garden have concession contracts with other businesses or organizations? If so, please check all that apply.

☐ catering or food service  
☐ gift shops  
☐ other, please specify \_\_\_\_\_

If you do have a contract for one of the above services, what is the gardens' share of the profit? Please give an actual percentage or dollar figure.

☐ % of gross profit  
☐ % of net profit  
☐ flat annual fee of \$ \_\_\_\_\_

## Funding Strategies Survey, Page 7

## 32 Additional Comments:

This is the end of the written section of the survey.

The last section is an evaluation and opinion section, which should be faster and easier in a phone conversation. The evaluation section is very important to the practical interpretation of the quantitative sections you just filled out. It will enable new gardens considering government affiliation and existing gardens considering funding changes to understand the **advantages** and **disadvantages** of their choices.

**REMINDER: If you do have a written agreement between a GOVERNMENT AGENCY AND A PRIVATE NONPROFIT regarding management of the garden, please enclose a copy.**

After you return the written portion, I will call you to make an appointment to briefly discuss these last questions. If you think I should talk to someone else in your organization about the issues raised in these next questions, please be sure to add their name to Questions #4 and #5 on page 1 of this survey.

**PLEASE KEEP A COPY OF THE QUESTIONS IN THE LAST SECTION FOR REFERENCE.**

Please return the completed section of this survey in the enclosed envelope to:

Cheryl Lowe, Graduate Fellow  
Longwood Graduate Program  
153 Townsend Hall  
University of Delaware  
Newark, Delaware 19717-1303

If you have questions, I can be reached at Longwood Gardens (215-388-6741 X 474) or the University of Delaware (302-451-1369.)

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**IV. Opinions and Evaluation****PHONE INTERVIEW QUESTIONS**

This last series of questions seeks your opinions about various funding strategy choices. Based on your own experiences, please provide your perspective on the advantages and disadvantages of these issues. Not all questions will apply to all gardens.

- 33      What do you think are the advantages and disadvantages of governmental support for gardens?
- 34a     If you have a written agreement, contract or memorandum of understanding between a government park agency and a private nonprofit organization, are you satisfied with that agreement? What are its strengths and weaknesses? What would you change if you could?
- 34b     If you have an unwritten understanding between a government park agency and a private nonprofit organization, are you satisfied with that arrangement? What are its strengths and weaknesses? What would you change if you could?
- 35a     Gardens are all in different stages of growth. Do you think that there is a pattern of evolutionary change in government/private nonprofit relationships ?
- 35b     Do you think that certain types of funding partnerships between government and private nonprofits work better in a particular stage of growth?
- 36a     What are the most important supporting arguments for continued government support of your garden?
- 36b     What have you found are the most effective ways to communicate these arguments to those who control the funds?
- 37      If you solicit private funds, what are the advantages and disadvantages of partial government tax support? How does the public's perception that government taxes already pay for the garden affect your fund-raising efforts?
- 38      If some or all of your employees are covered under civil service and union agreements, what are the advantages and disadvantages of those arrangements?

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- 39a Government agencies are usually subject to fair bidding practices, such as accepting the lowest bid, requiring a certain number of bids, or minority contractor representation. What do you think are the advantages and disadvantages of those fair bidding practices for a public garden?
- 39b Does your garden follow those practices? If not, why not?
- 40 Do you have a partnership with a local University or educational institution which provides partial funding for your programs? What are the advantages and disadvantages of that funding source?
- 41 If you have contracts with concessionaires, what are the advantages and disadvantages of those arrangements?
- 42 Participants in this survey have a budget which can be separated from the government agency's general operating budget. At some time in the past, has your garden been part of a government agency department budget which was not separated out? If so, what do you think are the advantages and disadvantages of not having a separate budget?
- 43 Many government affiliated gardens use in-kind services (services from other government agencies which are not part of operating budget calculations) to stretch their operational costs. What are the advantages and disadvantages of these in-kind services?
- 44 What do you think the future holds for funding strategies of government affiliated gardens?
- 45 What advice would you offer to a new garden considering affiliation with a city, county or park district agency?
- 46 Other comments:

**AN ABUNDANCE OF THANKS FOR YOUR TIME AND THOUGHTS !**

## APPENDIX B: LIST OF PARTICIPATING GARDENS

Birmingham Botanical Garden  
Boerner Botanical Gardens  
Brooklyn Botanic Garden  
Brookside Gardens  
Center for Urban Horticulture/Washington Park Arboretum  
Chicago Botanic Garden  
Como Park Conservatory  
Dallas Arboretum  
Des Moines Botanical Center  
Fellows-Riverside Gardens  
Foellinger-Freimann Botanical Conservatory  
Fort Worth Botanic Garden  
Hoyt Arboretum  
Inniswood Botanical Garden and Nature Preserve  
Leach Botanical Garden  
Leu Botanical Gardens

Los Angeles County State and County Arboretum

George Luthy Botanical Garden

Manito Conservatory and Gardens

Wilbur May Arboretum

Maymont Foundation

Memphis Botanic Garden

Mercer Arboretum and Botanic Garden

Missouri Botanical Garden

Mitchell Park Conservatory

Mounts Botanical Garden

New York Botanical Garden

Norfolk Botanical Gardens

Oak Park Conservatory

Olbrich Botanical Gardens

Phipps Conservatory

Quail Botanical Gardens

Regional Parks Botanic Garden

Staten Island Botanical Garden

Strybing Arboretum

Toledo Botanical Garden

Washington Park Botanical Garden