

Creating Connections

The Pennsylvania Greenways and Trails How-To Manual

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Pennsylvania Greenways Partnership

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Preface

Pennsylvania is fortunate to have a vast network of greenways and trails. As a result of our ridge-and-valley topography, we have endless stream miles and ridge tops running from one border to another. Our ancestors' efforts to transport themselves and their products created a vast interconnected system of Native American paths, canals, and rail lines built alongside, around, over and under this challenging landscape. This, the part of our heritage we are known for best, is now being recycled into greenways and trails, once again linking together our cities, towns, and open spaces.

This evolving green infrastructure can play a larger role in protecting our Commonwealth's natural and historic resources, provide more recreation opportunities to our increasingly active citizens, and give us safe and convenient routes to walk or ride bicycles to work, to school, and to other destinations in our communities.

The positive economic impacts of greenways and trails, including tourism and increased property values, are especially encouraging. Greenways and trails, once protected, will be sustainable resources that will continue to provide benefits to future generations.

The purpose of this manual is to encourage citizens, civic organizations, governments and private enterprise to collaborate more effectively on greenway and trail development. It is intended to provide information and resources specific to Pennsylvania for greenway and trail planning, acquisition, construction and management.

Thanks to countless volunteer hours, and state funding programs, Pennsylvania is the leading state in greenway and trail projects underway. As of 1994, 55 local land trust organizations had preserved 326,616 acres of Pennsylvania's open spaces. In addition, there are 692 miles of rail-trails open in the Commonwealth. The miles of foot paths, trails, and woodland roads on public and private land is beyond count.

This manual is a product of the Pennsylvania Greenways Partnership Initiative, a cooperative effort of the Pennsylvania Department of Conservation and Natural Resources, Pennsylvania Environmental Council, Pennsylvania Field Office of the Rails-to-Trails Conservancy, and The Conservation Fund. It also is a product of Pennsylvania's first-ever Governor's Conference on Greenways and Trails held in April 1997, the largest statewide conference of its kind in the nation. We trust you will find this manual to be a useful and valuable resource in your greenway endeavors.

Introduction

The Pennsylvania Greenways Partnership

This manual was written by the Pennsylvania Environmental Council on behalf of the Pennsylvania Greenways Partnership, a joint endeavor of the Pennsylvania Environmental Council, The Conservation Fund, the Pennsylvania Field Office of the Rails-to-Trails Conservancy, and the Pennsylvania Department of Conservation and Natural Resources (DCNR). Funding and in-kind services for the Partnership have been provided by the Howard Heinz Endowment, the William Penn Foundation, DCNR, the National Park Service, and PEC.

The purpose of the Partnership is to develop a coordinated approach for the planning, promotion, and funding of greenway projects throughout Pennsylvania by addressing four key areas:

- Coalition building and networking with public, private, and nonprofit sector greenway groups and organizations;
- Informational and educational materials development, communications, and marketing;
- Assessment of greenways programs, legislation and issues; and,
- Development of post-conference goals, strategies and plans of action to guide future greenway initiatives based upon input received at the Governor's Conference on Greenways and Trails.

Throughout this manual, examples of Pennsylvania greenways and trails are highlighted by a leaf icon 

Purpose of This Manual

This manual is intended to give all who work, or wish to work, on greenways and trails a command of the overall process for creating greenways and trails in Pennsylvania. Wherever possible, the manual presents information specific to the institutions and laws of the Commonwealth. It represents the collective wisdom of numerous Pennsylvanians from all regions of the state. It is not, however, designed to be a replacement for the many excellent greenway and trail guides already in existence. As the reader becomes familiar with the work of creating greenways and trails, he or she will want to seek out the publications listed in the Bibliography for in-depth theory and detailed procedures.

Using This Manual

If you are a veteran of the greenways and trails movement and are already familiar with some of this information, use this manual to brief and orient new members of your organization. If you are undertaking a greenways or trails project for the first time, read through the manual from cover to cover to understand the scope of the work you are undertaking. But don't be discouraged by the size and complexity of the tasks!

There are several distinct phases in the development of greenways and trails. Each section of this manual covers one phase, and describes the tasks to be completed in that phase, gives samples of plans and documents, provides lists of resources needed, and discusses helpful "Do's and Don'ts." Some quips, quotes, and anecdotes contributed by individuals who have been "in the trenches" on similar projects illustrate the lessons learned by Pennsylvanians. Fundraising is a major activity that will need to be done during every phase of the process, so a chapter is included on obtaining the necessary financial support.

We have provided examples and ideas from numerous trail and greenway groups in Pennsylvania. For more details contact the group that provided the example. You will find contact information in the Green Pages section of the appendices, an easy-to-use list of important contacts.

Since no two greenway or trail projects are alike, the reader will be able to use this manual as a guide, but will need to adapt the advice to fit local terrain, personalities, politics, preferences, needs, and resources. Remember, as you build a permanent amenity for your community, you are also building part of a green infrastructure that will preserve the quality of life for all Pennsylvanians.

Doing the research, completing the physical work, bringing in the resources, and building the partnerships to successfully complete any given phase can pose a daunting series of hurdles. Remember that private citizens, planning and consulting firms, governmental institutions, non-governmental organizations, and private enterprise all have roles to play. This manual explains the function of these players and provides the reader with contact information on the partners and players who should be involved at every stage. You will find ready and willing contributors if you or your group can articulate the vision and provide leadership. You must track the overall progress of the project and provide the leadership at each stage necessary to move the project along.

As mentioned above, the Green Pages provide contacts for agencies and groups in Pennsylvania that play a role in greenways and trails. This includes agencies at all levels of government, and statewide non-governmental organizations. Keep in mind that this is not a comprehensive list of all the greenway and trail groups or projects in Pennsylvania.

Since laws and policies, programs and projects, organizations and institutions change over a period of years, this manual will be updated from time to time. Meanwhile, since the individuals holding office or assigned as staff often change, the Green Pages gives titles rather than names of individuals. You can consult references listed in the Bibliography, such as the Conservation Directory of Pennsylvania and the “Commonwealth of Pennsylvania Telephone Directory” to find the names of appropriate individuals to contact.

The Greenways and Trails Creation Process

This manual deals with both greenways and trails since, in practice, there is often a great deal of overlap between the two types of corridors. Greenways may be created along the margins, as abandoned rail lines are converted to trails, and trails may be created during development of greenways. The process of creating a greenway or a trail generally breaks down into phases, which are graphically shown on the next page, and which are discussed in detail later in this manual.

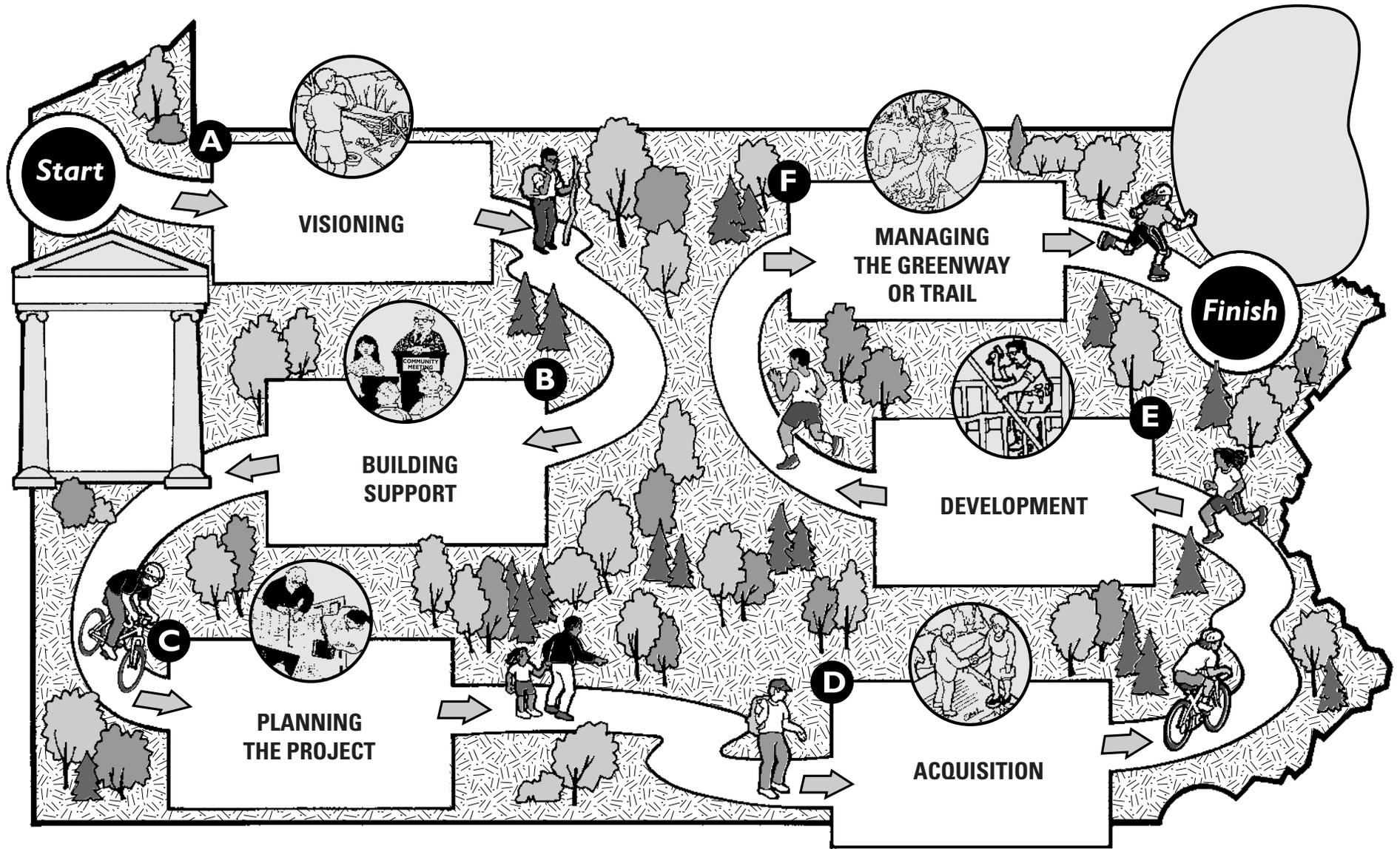
“Every step of the way, there is a new problem. But help is out there. You just have to ask.”

Lynn Conrad
Rail-Trail Council
of Northeast Pennsylvania

“Every project, every neighborhood is different. There is no single formula. There is no substitute for thinking.”

Andy Loza
Allegheny Land Trust

Phases of Creating a Greenway or a Trail



Section I

Overview: "Building a Green Legacy for Pennsylvania"

Greenways and trails take many forms and have many functions. This section provides a working definition of greenways, a discussion of their functions, and definitions of trail types.

Chapter 1: Introducing Greenways and Trails

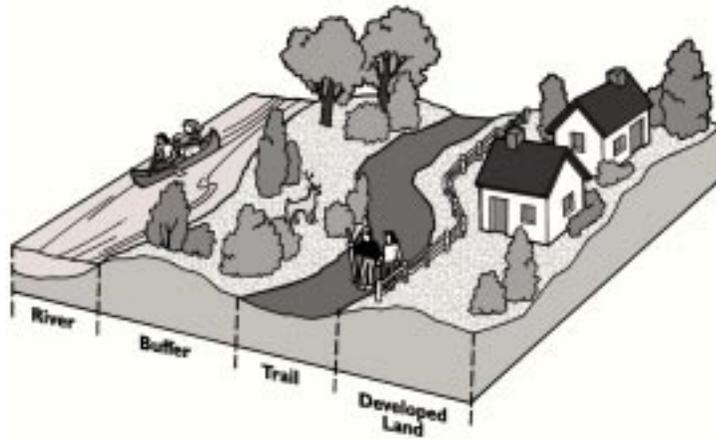
Groups and individuals have long struggled to define the term “greenway,” and the word “trail” can have many meanings. To clarify these terms, this chapter gives a working definition for “greenway” and descriptions of different trail types. The functions of various types of greenways and trails are given. Any particular greenway or trail corridor may fit more than one definition, and perform more than one function.

Defining Greenways

The following is the working definition of the term “greenway” adopted by the Pennsylvania Greenways Partnership:

“A greenway is a corridor of open space. Greenways vary greatly in scale, from narrow ribbons of green that run through urban, suburban, and rural areas to wide corridors that incorporate diverse natural, cultural, and scenic features. Greenways can be land- or water-based, running along stream corridors, shorelines or wetlands. Some follow old railways, canals, ridge tops, or other features. They can incorporate both public and private property. Some greenways are primarily recreational corridors, while others function almost exclusively for environmental protection and are not designed for human passage. Greenways differ in their location and function, but overall, a greenway network will protect natural, cultural, and scenic resources, provide recreational benefits, enhance the natural beauty and the quality of life in neighborhoods and communities, and stimulate economic development opportunities.”





Understanding Greenway Forms and Functions

The connectivity function is the defining characteristic of greenways, and distinguishes them from isolated parks and conservation lands with a more compact shape commonly referred to as greenspaces. *How Greenways Work: A Handbook on Ecology* by Jonathan M. Larabee offers a readable explanation of the ecological functions of greenways (see Bibliography).

Types of greenways include conservation greenways, recreational greenways, riparian buffers, landscape corridors, greenbelts, and natural areas. As linear features, greenways provide conduits for wildlife mobility along corridors and suitable habitat. A prime example of the conduit function of a greenway is the Mason-Dixon Greenway, which will connect the White Clay Preserve at the Pennsylvania-Delaware border to the Fairhill Preserve in Maryland. The two preserves are separated by only a few miles, and the greenway will allow for the movement of wildlife populations between the two green spaces.

Conservation Greenways

Conservation greenways exist primarily for the value of their ecological functions. As conservation land, they provide habitat for wildlife. The classic example of the habitat function is the greenway along a stream corridor that provides food, shelter, and cover to numerous species. The Loyalhanna Creek Greenway, created by the Latrobe Foundation, Latrobe, Westmoreland County, is primarily a conservation greenway, although it contains the Creekside Trail.

Recreational Greenways

Recreational greenways are created primarily for informal, low-impact recreation. Recreational use by residents and tourists may take place over the land or along a river enclosed in a riparian buffer greenway. Most recreational use of greenways occurs on trails, but hunting, fishing, wildlife watching, and enjoyment of cultural and historic sites in greenways are additional examples of such use.

Riparian Buffers

A riparian buffer is a conservation greenway along a river or creek that traps sediment and nutrients, shades and cools the water, protects the banks from erosion, and provides for wildlife movement and habitat. The Commonwealth is promoting the planting of riparian buffers, including 600 miles by the year 2010 in the Chesapeake Bay watershed.

Landscape Corridors

Landscape corridors are tracts, even within conservation lands, that are managed to maximize greenway values. In the Allegheny National Forest, such internal greenways are managed to assure that pockets of old-growth timber are connected to other similar habitat areas by a band of mature forest. One such corridor connects the Clarion River to the Tionesta National Scenic Area, continues on to the Heart's Content National Scenic Area, and ultimately connects to the Allegheny River National Recreation Area.

Greenbelts

Greenbelts are interconnected conservation tracts and corridors that wrap around a community. For example, a series of greenspaces connected with trails around Harrisburg has been designated the Capital Area Greenbelt.

Natural Areas

Natural areas are greenspaces or greenways with nature observation or environmental education functions. The natural resources incorporated into greenways make them useful as outdoor learning sites. If a greenway has access and parking, it is very likely to be used by school groups and environmental and civic organizations. Groups operating greenways often conduct interpretive programming and consider their corridor a nature area or an outdoor learning center.

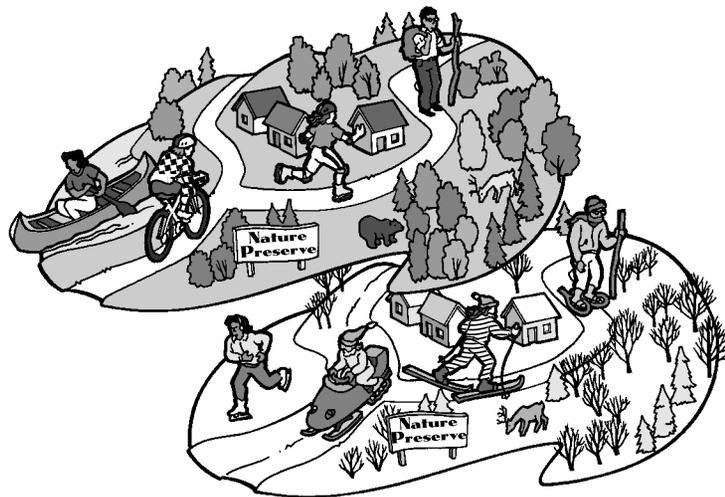
Relating Greenways to the Pennsylvania Landscape

The wide variety of landscapes in Pennsylvania, both natural and human-altered, dictates that greenways take many forms. For an understanding of the geology that formed our landscapes, consult *Roadside Geology of Pennsylvania* by Bradford B. Van Diver.

Throughout Pennsylvania, and especially in the Valley-and-Ridge Geophysical Province in the center of the state, inaccessible slopes have remained largely undeveloped, forming de facto greenways. The ridge tops and other highlands represent an opportunity to conserve natural resources in long and broad segments with a high degree of connectivity.

Pennsylvania's valleys have seen their share of industrial and residential development, which has often resulted in a fragmented landscape. The developed valleys and lowlands represent a challenge in piecing together remaining fragments of natural land to form greenways.

The systems of rivers and creeks that drain our hillsides and valleys constitute another geographic feature that can define greenways built along their banks. The waterways are natural connectors between mountain and valley. The banks, unless channeled between man-made structures, or severely impacted by construction, erosion, grazing or other human-associated activities, are often bordered by green swaths. The Schuylkill River Greenway is



an example, and is being created to connect conservation lands and riparian buffers along a major river system.

The shore line of lakes and ponds, undevelopable wetlands, and watershed protection areas around reservoirs and wellheads may constitute de facto greenways. For example, a conservation buffer protects Lake Scranton, a reservoir which provides water to Scranton, Lackawanna County.

Human activity has altered the landscape in such a way as to both provide threats to natural habitats and opportunities for greenways. Long bands of highway present barriers to the mobility of some wildlife, while forming habitat and conduits for other plants and animals. The grassy margins provide a green verge, usually populated with non-native species that have been planted for erosion control or beautification, or which have colonized the disturbed sites. Abandoned public roads, little used rural roads, and customary rights-of-way may function as greenways and are easily adapted as trails. Last, in agricultural areas, another landscape altered by human activity, windbreaks and fence rows can serve as linear habitats.

The rights-of-way of canals and railroads, as well as utility corridors, often accommodate a band of natural or naturalized vegetation functioning as a greenway. For example, the Delaware River Greenway follows the Delaware Canal in Bucks County.

Cities and suburbs contain structures and intensively managed parcels of land with greatly reduced amounts of natural habitat. Greenspaces in these "built landscapes" are often totally isolated and lacking in species diversity. The ecological stability of these greenspaces is enhanced when they are connected with greenways.

"This landscape corridor will allow a goshawk, which needs undisturbed riverbank and mature forest, to cross safely through areas of the forest that are managed for timber production and other uses."

Mary Hosmer
Allegheny National Forest

Opportunities for urban greenways exist in abandoned transportation corridors, streams and creeks, and even vacant industrial tracts.

 In Southeastern Pennsylvania, the GreenPlan, adopted by the Greenspace Alliance and numerous communities in the area, provides an example for the linking of such greenspaces within the developed areas around the City of Philadelphia.

 Greenbelts have long been used to separate developed areas from rural areas. The Montour Trail, which loops around the south of Pittsburgh in Allegheny and Washington counties, serves this function.

The effect of linking non-contiguous parcels is dramatic and the value of existing greenspaces is increased when they are joined to other conservation areas and to population centers. The ecological functions of greenways are enhanced when they connect critical, threatened, and endangered habitats, such as wetlands. Wildlife from one such area can intermingle with that of another, providing opportunities to recharge depleted areas and to prevent in-breeding of isolated populations. The ecological functions of greenways are also enhanced when they encompass waterways, since most wildlife is dependent on clean water and there is often a greater diversity of species along waterways than in upland habitats. These functions are further enhanced in proportion to the width of the greenway, since this provides more “interior” habitat and less “edge” or boundary between two distinct habitats. Wider greenways also provide more space for separation of recreation and other human activity from the conservation areas of a greenway.

“Trails of all types ought to be endemic to all communities.”

Bill Sellers
Brandywine Conservancy

Defining Trails

The total mileage of trails existing in Pennsylvania is unknown. From small footpaths at campgrounds and state parks, to fire breaks and lumber roads in state forests, trails come in all designs, widths, and lengths. For purposes of this manual, only longer, well-developed, named, and marked trails, under

 the care and management of an agency or organization are considered. The Appalachian Trail, for instance, is managed by a number of volunteer trail organizations, each maintaining a small segment of the trail. Together, these groups form the Appalachian Trail Conference.

People seek out trails as routes for transportation by foot and bike, separated from routes used by automobiles. They seek trails for recreation on softer surfaces surrounded by green buffers and pastoral or wilderness scenery. Trails connect human communities and points of interest, and very often provide greenway functions.

Understanding Trail Forms and Functions

Trails are usually described by the predominant activity, such as hiking trails or snowmobile trails. A trail’s use depends on the amenities offered along the trail, its length, proximity to population centers, access points, the terrain it passes through, and the trail surface. Trails, like greenways, have several purposes including recreation, fitness, commuting, and access to points of interest. A trail may be a grassy lane through woods, a historical path, or a designated route over streets and sidewalks. If heavy commuter traffic parallels the corridor, the trail may see more use as people seek alternative modes of travel to the workplace and shopping centers.

Hiking trails are usually located in wilderness areas, are at least several miles in length, and may be only a narrow footpath with minor improvement to the trail bed. If camping is allowed along the trail, it may be suitable for backpacking. Most trails are used for day hikes. Both backpackers and day hikers tend to seek out trails where changes in elevation bring scenic vistas, and where there is less likelihood of running into motorized vehicles.

Nature trails are usually shorter trails of a mile or two in length and are likely to form complete loops. They are most likely to be used by citizens of the surrounding region, but if promoted, advertised, or cited in a guidebook, tourists from across the Commonwealth and beyond may use such trails. One trail traveled by visitors to Pennsylvania is the North Lookout Trail at Hawk Mountain. 

Nature trails often have interpretive signs, bird-watching blinds, observation towers, boardwalks, and a variety of enhancements for studying wildlife. The Tannersville Bog, a nature-study site operated by the Monroe County Conservation District, is well-known for the boardwalks that make the wetland terrain accessible while protecting it from degradation. 

Hike-and-bike trails exclude motorized conveyances except maintenance vehicles. Flatter, wider trails with improved surfaces appeal to a wider audience of pedestrians, mountain bikers, horseback riders, and cross-country skiers. The Lambs Creek Hike-and-Bike Trail connects the Borough of Mansfield in Tioga County with a picnic area two-and-a-half miles away. It has a paved trail surface that is seven feet wide.

Multi-use trails may allow motorized conveyances and, in general, provisions are made to separate motorized vehicles, non-motorized conveyances, and pedestrians. The separation may be physical, establishing lanes for different modes of travel. Sometimes, the separation is accomplished by establishing different seasonal uses.

Exercise trails close to population centers may attract runners, joggers, speed-walkers and others for fitness purposes. Rodale Fitness Park, a legacy of the late Robert Rodale, a leading Pennsylvania publisher and proponent of environmental sustainability, provides a trail with separate lanes for pedestrians, cyclists, and users of in-line skates. Exercise trails often incorporate elements of a fitness course such as balance beams, chin-up bars, and sit-up benches.

Where paved with a smooth surface such as asphalt, and especially where close to population centers, a trail will attract users of in-line skates, roller skates, skate boards, baby carriages, and strollers. Touring bikes add to the traffic when pavement is available.

Fairmount Park, along the Schuylkill River in Philadelphia, is intensively used because it is accessible to a large population and accommodates a wide variety of recreation modes.

Bike paths, such as the Philadelphia-Valley Forge Bike Path, are separate paths designated for bicycles only. Mountain bikes have made many trails formerly reachable only by foot accessible to wheeled conveyance. Even narrow footpaths over steep terrain are sought out venues for adventurous “single track” riders. Land managers in some areas seek to separate cyclists from hikers by restricting them to designated mountain bike trails.

Bike routes are usually routes over streets and state highways with pavement wide enough to accommodate bicycles side-by-side with cars, or where other characteristics make them preferable for cyclists. A multi-use trail through a greenway may be designated as a bike route.

Rail-trails are a significant category of trails because the rail system in Pennsylvania is so extensive. The Bureau of Rail Freight, Ports, and Waterways, in the Pennsylvania Department of Transportation, reports that, although Pennsylvania’s main lines still carry passenger and freight traffic, short lines and spurs are being abandoned at the rate of approximately a dozen each year. Where rail lines can be “rail-banked” before abandonment, purchased during the abandonment process, or reacquired, they provide nearly ready-made trails and the rights-of-way provide greenway corridors. *Secrets of Successful Rail-Trails*, by the Rails-to-Trails Conservancy, is a guidebook to the complexities of rail-trail acquisition and development (see Bibliography).

Rails-with-trails are a special case where a trail co-exists with an active rail line, such as the Five Star Trail, a project now underway in Westmoreland County, and in York County, where the Heritage Rail-Trail runs beside an active line over the route of a seasonally operated scenic train ride. This concept can be extended to other types of transportation corridors.

Tow paths, once used by mules who pulled canal boats, are being converted to trails and incorporated into greenways in several places in Pennsylvania. Although not as vast as the system of railroads, Pennsylvania once had an extensive system of canals used for transportation. In the eastern part of the state, the Delaware Canal State Park is popular with pedestrians and bikers.

Snowmobile trails and **ATV trails** may pass through parks, along sections of multi-use trails, or over private land where a club or trail riders association has obtained agreements with the landowners. These accommodate tracked snowmobiles, three- or four-wheeled all-terrain-vehicles (ATVs), and motorized dirt bikes. Cross-country skiers often take advantage of these trails as well. The Northeast Snow Trails Association maintains a system of trails and works with the Rail-Trail Council of Northeastern Pennsylvania.

Utility corridors for power lines and pipe lines are also linear features that lend themselves to trail development. In suburban and rural areas these corridors are managed to prevent overgrowth and usually contain rudimentary access roads. Hikers, mountain bikers and ATV riders often make unofficial use of these corridors. Most utilities can co-exist with trail development as the Plainfield

 Township Recreation Trail co-exists with the Transcontinental Gas Pipeline Corporation's pipeline and the power transmission lines of GPU Energy Company.

Understanding Corridor Concepts

In addition to trails, there are other greenway corridor concepts:

- Heritage Corridors
- Scenic Byways
- Blueways

"The Delaware and Lehigh Navigational Canal Heritage Corridor follows the canal and the rail lines that brought coal from Wilkes-Barre in the Wyoming Valley to market at tidewater, at Bristol on the Delaware River. The corridor is 130 miles long. Although we promote and interpret historical features all along the way, we actually do not own any of it."

Gerry Bastoni
D & L Navigational Canal
Heritage Corridor

Heritage Corridors

Heritage Corridors, formed under federal or state heritage parks programs, are not necessarily greenways. They usually have a large management area with little actual real estate. They are charged with interpreting the historic and cultural features of a distinct region or area, such as the

 Allegheny Ridge State Heritage Park. When the predominant heritage resource is a linear feature, as is the case of the  Delaware and Lehigh Navigational Canal Heritage Corridor, there are often trail and greenway components of the corridor development.

Scenic Byways

Scenic byways can be thought of as auto-trails and may function as greenways. Scenic byways offer travelers an alternate route to beautiful scenery, cultural and historical resources, and recreational activities. Where a road corridor has a significant cultural and historic heritage, and where the view from that corridor is deemed scenic, the route may be designated a scenic byway. The landscape along

a scenic byway is usually wilderness or pastoral and may be preserved by conservation efforts, such as easements. When the area protected from the visual clutter of development is sufficiently large, the area is referred to as a "viewshed."

Blueways

Also called blue routes or water trails, blueways are primarily recreational routes through scenic areas where rivers form the corridor and are used for extended trips by canoe, kayak, or raft. For example, campsites on islands and shorelines provided by the National Park Service in the Delaware Water Gap National Recreation Area provide a functional water trail between Milford, Pike County, and Water Gap, Monroe County. In some cases, protected areas of wilderness habitat along shorelines effectively act as a greenway. 

Understanding Community Benefits of Greenways and Trails

Greenways and trails offer numerous direct and indirect benefits to the communities in which they are located. In fact, the benefits are so numerous that a greenway or trail can contribute measurably to the overall quality of life. Penn State University conducted a study of three trails for the National Park Service. The results are published in a report entitled *The Impacts of Rail-Trails: A Study of Users and Nearby Property Owners From Three Trails* (see Bibliography).

The National Park Service has compiled a resource book titled *Economic Impacts of Protecting Rivers, Trails, and Greenway Corridors* (see Bibliography). This document cites dozens of studies showing economic and other benefits. It also gives examples of how to use documented benefits to make the general public and important decision-makers aware of the value of greenways and trails.

Recreational Value and Health Benefit

The recreational value of greenways and trails is often their foremost attraction. In addition to the entertainment value of recreation, there is a significant health and fitness benefit as most recreational activities pursued on trails involve exercise. This health benefit accrues to the individual, and, in the form of reduced health-care costs, to society as well.

COMMUNITY BENEFITS OF GREENWAYS AND TRAILS

- Recreational value
- Health benefit
- Pollution mitigation
- Flood mitigation
- Transportation enhancement
- Safety enhancement
- Economic benefit
- Historic preservation
- Scenic preservation

Pollution Mitigation and Flood Mitigation

Greenways play a role in pollution mitigation. Some forms of pollution mitigated by our green infrastructure include noise, water, thermal, and air pollution. There are savings to society over the cost of other clean-up and mitigation methods, and health benefits from the reduction of pollution. Floodplain forests and wetlands protected by greenways provide a flood mitigation benefit as well, reducing stormwater damage and recharging aquifers.

Transportation Enhancement and Safety Benefit

Serving as transportation corridors, trails encourage pedestrian and bicycle commuting as an alternative to automobile commuting, thus reducing traffic and congestion on roads, and reducing fuel consumption and its associated pollution. Again, there is a health benefit in choosing this mode of transportation. Safety is another community benefit where designated pedestrian and bicycle paths provide an opportunity to separate human-powered commuters from automobiles.

Economic Benefits

Recreational, educational, historical and cultural sites, nature centers, museums, and trails attract tourists. This brings a direct economic benefit to local restaurants, hotels, and service stations as tourists spend dollars on food, lodging, and gasoline. Liveries, equipment and clothing vendors, and other commercial establishments may move into the area to serve the population attracted by a greenway. For example, the regrowth of downtown Jim Thorpe, Carbon County, from six businesses to sixty, has been attributed to a constellation of attractions, including the Switch Back Trail, rafting on the Lehigh River, and the Lehigh Gorge State Park.

There may be a synergistic effect as “civilized comforts” become

available close to the attractions. More and more people are attracted to the outdoor recreation destination, knowing that there is civilization to fall back on in inclement weather and that their hospitality needs will be met before and after their excursion.

There are economic benefits derived directly from the development and operation of greenways and trails. Direct benefits include employment created and money spent on greenways and trails. Indirect benefits include the savings to community taxpayers when comparing the expense of greenways and trails to the expense of developing, operating and maintaining other types of public recreational facilities.

Some recreational activity takes place beside or at a distance from a greenway, and the people engaged in that activity benefit from the greenway’s existence. Indirect benefits can be seen in the example of the angler who catches fish in a creek where a greenway upstream has protected the water quality and provided a healthy habitat for the species that later become a part of the aquatic food chain.

Communities with trails and greenways often benefit in terms of improvements in corporate relocation and retention rates, since quality of life is an important factor in choosing sites for business and industry.

And last, but not least, there is an economic benefit as property values increase due to proximity to greenspace and increased overall community livability.

Historic Preservation and Scenic Preservation

Greenways can be important to historic preservation and can protect a scenic view or landscape tourists see from a prominent overlook or roadway.

“You have to look at a trail and ask what advantage there is to the people in town. Whether you live beside the trail or four miles away, it enhances your property value. Trails enhance the positive image of your community and improve the quality of life.”

Glenn Solt
Whitehall Township



Section II

The Vision and Organization Phase: “Volunteers with a Vision”

Greenway and trail projects begin as a vision and culminate in the use of the greenway or trail itself. This section discusses the development of a vision, provides information on sharing that vision, and gives guidance on creating a team, committee, or organization to mobilize the resources of the community to bring it to life.

The flowchart on page viii graphically represents this process.

Chapter 2: Visioning the Greenway or Trail

In *Greenways for America*, author Charles Little chronicles the evolution of the greenway movement, beginning with Boston’s “Emerald Necklace,” a system of parks designed by 19th-century landscape architect Frederick Law Olmsted (see Bibliography). Little characterizes the greenways movement as “citizen-led.” Since the time of Olmsted, across the country and in Pennsylvania, greenways and trails have been proposed and created under the leadership of those who have a vision, articulate that vision, and recruit others to make it a reality. Forming the vision is the essential act that begins the greenway development process.

Forming The Early Vision

Sometimes a greenway or trail is conceived, planned, and developed by a professional in the employ of a resource conservation agency or a municipal agency. The planner may be looking for transportation corridor alignments, or the parks and recreation manager may want to provide safe walking or biking routes. In other cases, private citizens are the leading proponents when individuals or small groups of people notice an available corridor in their community. For example, citizens may be fishing on a creek and notice the threat of habitat destruction along its banks. At some point, someone sets the vision by asking, “Wouldn’t it be nice if this were preserved, protected, cleaned up, and opened to the public?”



Sharing the Vision

In Pennsylvania, most greenway and trail development is initiated by local volunteers who share the vision with the local community and form a partnership with local, county, and state officials. Within this partnership, the scope of the project and the process are defined and leadership emerges.

Providing Leadership

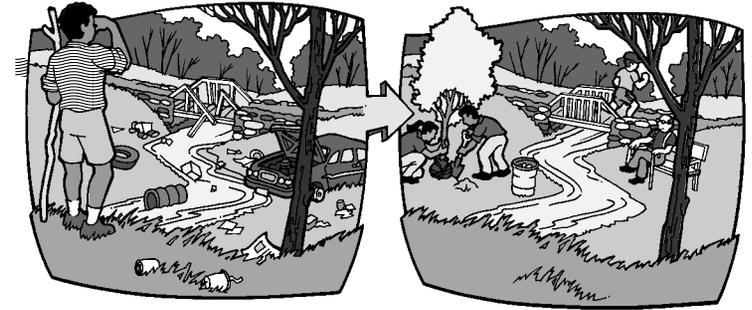
An agency or non-governmental organization (NGO) may take the lead on a greenway or trail project, or citizens may band together to form an ad hoc committee to start the process. Either the manager assigned by the agency, staff of the NGO, or a volunteer from the grass roots level will need to provide leadership from this stage onward. Leadership is a key ingredient in transforming vision into reality.

“The leader sees where peoples’ interests are and motivates them to volunteer in accordance with those interests. You seek out who does what best, and encourage them to contribute according to their potential. And always let them know how important their contribution is.”

Judy Rimple
Anthracite Scenic Trails Association

The ideal candidate for project leader will have strong communication skills and the ability to foster teamwork. He or she will have knowledge of how government works and understand local politics. The leader will also be a person who is sensitive to the needs and desires of many different types of users and who has tenacity and patience. The leader must be open to continual learning.

Duties will include but not be limited to: understanding the vision and the overall process and articulating them to others; guiding planning to accomplish each step; obtaining commitments and support; building relationships and partnerships; and building an organization or coalition of organizations. The leader will also conduct meetings and make presentations.



No one person is likely to have all the abilities and personal resources to carry on an entire greenway or trail project single-handed. The most important thing to realize is that much of the work will be done by a team of interested people from all walks of life and in cooperation with professionals from numerous agencies. To do that, the leader must concentrate on building the organization and effective partnerships.

The organization, agency, team or coalition engaged in the project will need to recruit other people with the necessary talent and commitment to undertake specific tasks at each stage of the project. Some of those tasks are listed below.



VOLUNTEER AND STAFF TASKS

- Soliciting public input and educating the public and officials
- Seeking additional resources and motivating additional participants
- Producing publications, such as brochures and news releases
- Raising funds and writing grant proposals
- Organizing events
- Seeking and organizing information about targeted properties
- Researching environmental liabilities
- Conducting real estate appraisals and negotiating agreements
- Assessing and planning to reduce risks under liability law
- Planning for environmental resource management

Recruiting Initial Support

In a citizen-led effort, the person or persons with the original vision may spread that vision informally among friends, colleagues, and families. Often fellow members of an existing club or organization are recruited as the first enthusiastic supporters. Begin by gathering to discuss the possibilities. Take a trip together through or along the corridor. Discuss your vision of what you could be looking at. Accept input from everyone. If people begin to contribute their own ideas at this early stage, they are more likely to remain involved with the project.

As soon as a few people are involved, the effort can gather momentum. These early supporters reinforce the vision, provide labor for early tasks, provide additional contacts, and represent a variety of viewpoints for early decision making. They may form the nucleus of an ad hoc committee. As the effort to share the vision continues, the ad hoc committee can expand and become a steering committee for the project.

Forming a Steering Committee

When a project is being led by an existing agency or non-governmental organization, form a steering committee. While you will welcome all those with interest in the project as supporters, and possibly as members in an organization, “hand pick” the steering committee members based on their talents, abilities, resources and commitment. Try to recruit representatives of all the communities along the corridor and representatives of potential user groups. Be sure to include residents in the neighborhood of the corridor and individuals in the business and civic communities as well.

 The management agencies for any independently managed properties such as preserves, parks, and state forests in the corridor should be invited to steering committee meetings. The Conemaugh River Greenway, for instance, incorporates two state forest natural areas, three parcels of State Gamelands, and a State Park.

Defining a Purpose

A very important task at the first meeting of the Steering Committee is to define a purpose. Is your mission to convert a rail line to a trail, turn it over to the county recreation department and then

disband? Is it to foster and promote greenways throughout a certain geographic region indefinitely?

The convener of the meeting may continue to act as chairperson or a chairperson may be elected. A recorder or secretary should be appointed. Although informal steering committees most often operate by consensus in making decisions, some decisions are important for future reference and should be recorded in minutes.

Choosing a Name

Another early job of the steering committee is to select a name for the greenway or trail. Name selection is important since it will distinguish the corridor from others, and will often be the very first words anyone hears about your project. It will denote the function of the corridor and connote something of local history, culture, and landscape. It should be “catchy,” as are, for example, the names of the “Path of the Flood Trail” in Johnstown, Cambria County, and the “Ghost Town Trail” in Indiana and Cambria Counties. Check with Rails-to-Trails Conservancy or the DCNR (see Green Pages) to be sure that your name is distinct from others. Begin using the name as soon as possible to build an identity for the corridor.

Obtaining Non-profit Status

If an existing not-for-profit group or government agency does not take the lead on a greenway or trail project, a separate non-profit organization will need to be formed to raise funds by charitable contribution, receive grants, enter into legally binding contracts, and hold titles and easements. Section 501(c)(3) of the U.S. Internal Revenue Code of 1986, defines and limits the activities of not-for-profit organizations. Your organization will need to file articles of incorporation and adopt formal by-laws. Samples are provided in the Appendix, but you should obtain legal advice to guide you in the process.

“A greenway along the Conemaugh could serve a variety of purposes. Each of these purposes may have different implications for greenway layout, design, development, and management. These purposes do not have to be mutually exclusive, however; the most effective greenways accomplish several goals compatibly.”

From *Conemaugh River Greenway Concept Plan*,
National Park Service and
U.S. Army Corps of Engineers

“Landowners and citizens are more likely to support you if they perceive you as a grass-roots effort rather than as part of a governmental bureaucracy, at least here in northern Pennsylvania.”

Destiny Kinal
Carantouan Greenway

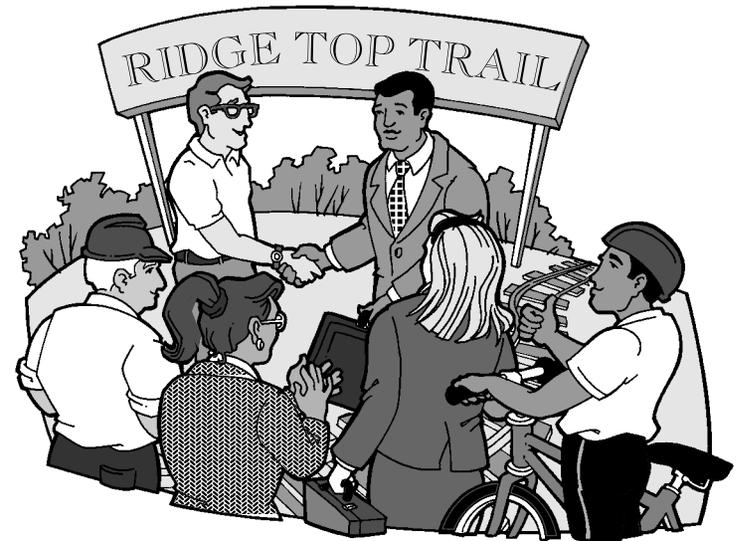
The organization formed may be a trail conservancy, a land trust, or an alliance of other organizations. Numerous models for organization exist, including the Carantouan Greenway, which is incorporated as a non-profit in both Pennsylvania and New York because the founders realized that this was the easiest way to relate to agencies in two states. Contact the Bureau of Charitable Organizations at the Pennsylvania Department of State for additional information (see Green Pages). Consult with the other not-for-profit organizations in your area for advice.



Chapter 3: Sharing Your Vision

Sharing the vision means reaching out to key members of the community and to the general public with information about your proposed project. This may involve introducing them to the concept of greenways and trails for the first time and educating them about their benefits. Various tools can be developed to assist your effort to communicate with the public.

- First, create a concept plan.
- From this, a case statement can be prepared for dissemination.
- Initiate personal contacts with key community leaders, landowners and neighbors early in the process.
- Finally, follow up with a full-fledged publicity campaign.



Developing a Concept Plan

After you have established a team to work on a greenway or trail project, the first critical task is to define the scope of the project. Fleshing out the vision and beginning to plan for how the vision will be brought to life can be done through developing a concept plan. It is the first formal rendering of the vision on paper. This is a document that will set a framework for how the group will proceed to carry out the project. It is also an accumulation of information and a record of decisions.



QUESTIONS TO ANSWER IN YOUR CONCEPT PLAN

- What is it now?
(Riverbank? Abandoned rail line? Ridgetop?)
- Who owns the corridor now?
(Individual landowners? A corporation? A public entity?
Are there few parcels or many?)
- What could it be? (Potential greenway? Potential trail?)
- Where does the corridor start and end?
- How wide is it? How wide could it be?
- What points of interest does it connect?
- What is interesting about the corridor?
(History and features)
- Who else is using the corridor now?
- What could it look like when fully developed?
- What are the obvious benefits to the community if this were to be developed?
- What might be some of the liabilities?
- What entity will ultimately manage the corridor?
- What else is going on in the community that might help or hinder?
- What are some likely sources of funding?
- Who are potential partners, with expertise and resources?

The discussion at this stage is still broad in scope. As more information is accumulated, and as circumstances change, revisit some of these questions. As information is accumulated, you and your team will develop a dossier of information about the corridor. This information should be organized into a suitable file system and made available for reference. Use the information to revise the concept plan and to create a case statement.

Developing the Case Statement

When you and your team are able to answer the questions listed on this page, you will begin to develop a case statement for the project. A case statement is a one- or two-page write-up that can be presented to the public to explain the basics of the project. It can be illustrated with a map (from available sources) and perhaps with photos or sketches of interesting features in the corridor. It should list at least one person to contact for more information, and contain the date it was created.

The case statement is also the first fact sheet you will disseminate to a larger audience. It can form the basis of later brochures and articles. Give the case statement to each member of your team, prospective members, prospective funding sources, public officials, agency staff, news reporters, landowners, neighbors, and key community leaders.

Making Initial Contacts with Public Officials and Opinion Leaders

When you have a concept plan, a case statement, a sense of where the resources will come from and an idea of the shape of the final product, you are ready to begin public outreach efforts. Public officials and opinion leaders should be informed directly by the group as soon as possible. Whenever possible, they should be enlisted as partners in your project. Even if they cannot contribute resources directly, their good will is important and they will have information and suggestions to offer at some point in the future.

Step 1: Make a list of “who’s who” in the community.

Work to obtain a good cross-section of the people in the area your project will serve. Obtain names, addresses, and phone numbers of leaders in each of the categories listed on the next page.

“People would rather hear it from you in person than read about it in the paper. Then they know you really do care about their concerns and are more likely to work with you than against you. Also, you don’t want them to hear and react to rumors before you give them the real information.”

Mike Quinn
Jenkins & Quinn Transportation
Specialists

Step 2: Send a copy of your case statement along with a cover letter expressing your group’s willingness to listen to their ideas and concerns. Include an invitation to attend any of your meetings, and mention that you or a member of your group would be willing to meet with them individually if they cannot attend the next meeting. Follow up with a phone call to schedule the interview at a time and location convenient to them.

It is also a good idea, even on first contact, to include a simple survey or response card that the recipient of the letter can fill out and return. Simple questions might identify which user groups the respondent belongs to, desired trail activities, and whether he or she feels the project would provide a community benefit. Ask what level of support he or she or his or her organization could supply. A sample Partner Profile Survey is included in the Appendix.

Meeting with Public Officials and Opinion Leaders

To promote good relationships with people who may influence your project or influence public support for the corridor, obtain an interview, if possible, with each key contact. At the end of the interview, sit down for a few minutes and make notes while your memory of the interview is fresh. You may use them when reporting back to your steering committee and as you move on to advanced stages of the project.

MEETING PREPARATION CHECKLIST

- Bring your case statement
- Bring a map
- Show sketches and photos
- Ask for input
- Ask for referrals to other key people
- Keep the interview short



A "WHO'S WHO" LISTING OF CONTACTS

- Staff in local offices of federal, state and county agencies
- Elected officials at federal, state, county, and municipal levels
- Planning commissions, park and recreation departments
- Environmental Advisory Councils
- Environmental and conservation groups
- Chambers of commerce
- Leaders of industry and commerce
- Historical, cultural, and heritage groups
- Outdoor recreation groups
- Corridor landowners
- Owners of adjacent properties
- Media (newspapers, radio, TV)

Meeting with Landowners

Landowners with whom you will need to negotiate easements or purchase of property are also people to consider for key initial contacts. Send the case statement, make a follow-up phone call, and ask for an interview. It is recommended that individual meetings be set. Do not enter into negotiations at this point; just make them aware of your intent to create a greenway or trail, let them know what it is and how it will work. Be a good listener. Ask what benefits they see from the project, and what problems they foresee, as well.

Chapter 4:

Building, Strengthening and Managing Your Organization

Building, strengthening and managing your organization effectively involves not only attracting and maintaining members, but also deciding on a management structure for the organization and developing and implementing a strategic plan. This chapter includes information on five key tasks:

- Recruiting supporters, members, and volunteers
- Keeping them on board by orienting, educating, and empowering them
- Working together to produce results
- Managing the organization
- Creating a strategic plan.

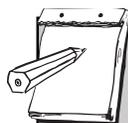
Recruiting Supporters, Members and Volunteers

The minimum level of individual support is simple approval of your concept and endorsement of your plan. At a higher level of support, you want people to join a greenway or trail organization, and participate in meetings and events. At the most enthusiastic level of support, citizens will become active volunteers and provide sustained efforts in making the vision a reality.

It takes time, energy, and money to recruit supporters, members, and volunteers. Interested citizens can demonstrate their support by attending public meetings and writing letters. Membership dollars and donations can provide operating capital, and volunteers can provide labor on all types of activities and connections to the community. Potential supporters, members, and volunteers may be solicited through articles in the paper, interviews on radio and TV, and presentations to clubs and organizations. Volunteers may be recruited from agencies such as the Retired Senior Volunteer Program (RSVP) and the Service Corps of Retired Executives (SCORE). Consult your local telephone directory for contacts.

Holding On to Supporters, Members and Volunteers

If it takes effort to recruit citizens to your cause, it takes even more to hold on to them. The cost of initially recruiting a member and processing the membership may be so high that there is no net income to the organization until that member is solicited for renewal or persuaded to give at a higher level.



TIPS FOR HOLDING ON TO SUPPORTERS, MEMBERS AND VOLUNTEERS

- Make sure they understand the project and their role
- Conduct a thorough orientation
- Provide frequent newsletters and correspondence
- Hold member events and recognize volunteers
- Provide appreciation awards and premiums (pins, decals, discounts)
- Ask volunteers what they are interested in doing and involve them in tasks
- Have regular membership and volunteer meetings
- Present entertainment or educational programs at each meeting
- Accept their input and ideas

“We have over 80 businesses that give a discount at their place of business to card-carrying members. We then produce a brochure that lists each of these businesses, which we distribute to all members annually. This encourages members to visit those businesses, and the businesses provide our members with a valuable benefit.”

Vickie Greenlee
Friends of the National Park at Gettysburg



Working Together to Produce Results

There are three key tasks volunteers can undertake:

- Public relations
- Fundraising
- Work projects

Most greenway and trail groups handle these diverse tasks by finding individuals to take the responsibility, or by forming subcommittees.

Public relations tasks include:

Writing, editing, layout and design; photography and videography; publishing; public speaking; and creating audio and video tapes. An individual with media experience or public relations training should be recruited to lead this effort.

Fundraising tasks include:

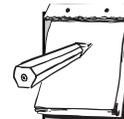
Grant writing, charitable foundation work, organizing fundraising events, and designing and marketing logo-bearing merchandise. A well-known community fundraiser should be recruited to lead this effort.

Work projects may include:

Clean-ups, preparing large mailings, distributing materials, construction projects, staffing events, and assisting with inventories. Scout groups, RSVP, and civic organizations, such as the Jaycees, can be recruited to assist with specific projects. For example, the RSVP of Wyoming Valley, Luzerne County, has a team of volunteers trained to handle bulk mail preparation for a variety of non-profit groups.

Managing the Organizational Structure

Managing the organization involves tasks such as convening meetings, providing information, raising operating funds, maintaining an office, and offering membership services. You will want the most efficient management possible so that valuable resources can be focused on the greenway or trail project itself.



A MANAGEMENT RESOURCE TIP

La Salle University, in Philadelphia, runs the Non-profit Management Development Center and can provide training courses and guidance on management and planning for your organization (see the Green Pages).

Consider hiring a consulting firm for management, or cooperating with an existing non-profit group. This may be more cost-effective than establishing your own office and staff and will take advantage of the contacts and expertise of people already in the field.

Creating a Strategic Plan

If you are building an organization it is useful to develop a written strategic plan. When your members, partners, and other stakeholders see that a firm plan to undertake specific actions is in place, their enthusiasm can be turned into active participation. Hire a consulting firm to create the entire strategic plan, or do the work yourself under the guidance of an experienced facilitator.



ELEMENTS OF A STRATEGIC PLAN:

- Mission statement
- Goals
- Objectives
- Action items
- Evaluation

Mission Statement

The first step in a strategic planning process is to develop your mission statement. For example, the mission of the Susquehanna Warrior Trail might be stated as follows:

“To redevelop the Delaware, Lackawanna and Western Rail right-of-way as a trail to provide public recreation and a greenway to provide a riparian buffer for the Susquehanna River.”

Goals

The second step is to set goals specific to the project. Goals may include acquiring land, creating interpretive programs, strengthening the organization, making the public aware of the benefits of greenways and trails, and connecting to other organizations. A goal is a specific and measurable accomplishment that fulfills part of the mission, and should be written as a statement such as: *To educate the community about the health and fitness benefits of trails.*”

Objectives

The third step is to devise one or more specific objectives that can be undertaken to achieve each goal. One objective for the above goal could be: *“Five hundred participants at the May Fitness Fair will be able to describe the health benefits of a trail.”* Before adopting a set of objectives, check that adequate resources are available to carry out each objective. Also, it is important to identify at least one person responsible for implementation of each objective.

Action items

The fourth step in writing a strategic plan is to list the action items. For the above example, action items could include: *“Contact the health fair organizers to schedule a presentation. Write a script for the presentation. Prepare a fact sheet about the health benefits. Give the presentation and distribute fact sheets.”* Develop a timetable and estimate costs for each set of action items as part of the plan.

Evaluation

The last step in developing a strategic plan is the design of an on-going evaluation process to assess whether or not each objective has been met. This process should include the collection of evidence or documentation. In the example above, one could give a quiz to the participants at the health fair and if 500 of them can actually describe the health benefits of greenways and trails, you know that the objective has been met.

Section III

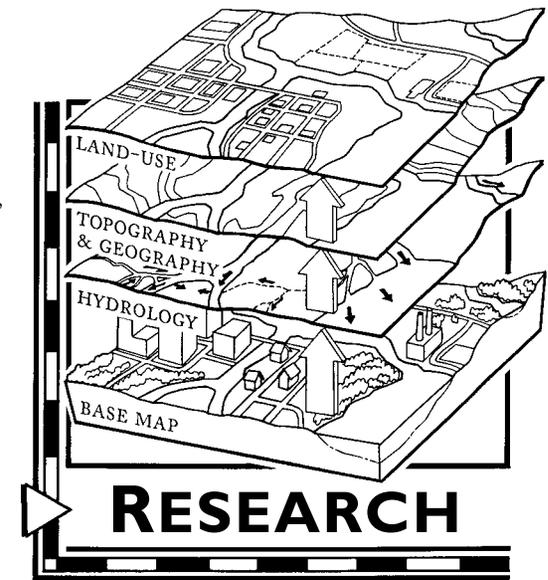
The Research Phase: "Working Within The Community"

As you begin working on your project, you will gather information on the property and on the community, which will be essential, since your goal is to use the property to benefit the community. This section covers reaching out to the community and gathering public input. It also covers contacting landowners, neighbors, public officials, and other stakeholders.

Chapter 5: Obtaining Public Input

After creating the vision and mission statement, putting concepts on paper, organizing the team, and making the community aware of the proposed project, it is time to listen to what the community has to say. Public input from the community is important for two reasons: first, showing, and acting on, a sincere desire to be sensitive to their concerns can build trust and engender the goodwill of the public; and, second, residents will have useful information.

Here are examples of useful information and ways to collect it.



INFORMATION SETS	
Information available from the public	Means of collecting information
Historical information	Gather letters, photos, clippings, and memorabilia; conduct interviews
Natural history information	Gather field notes and journals
Current conditions of the corridor	Conduct interviews
Demographic information	Use questionnaires
Cultural data	Conduct interviews and solicit comments at public meetings
Attitudes and preferences of the community	Conduct opinion polls and attitudinal surveys

Conducting Interviews

Adjacent landowners and public officials are key contacts. Members of potential user groups and neighbors in the general vicinity of your project should also be given the opportunity to give input. Getting their input through person-to-person interviews is recommended and can double as education and outreach if the interviewer provides information about the project to the respondent.

Interviews may be conducted by appointment, canvassing door-to-door, phone, or approaching passers-by in a public place, such as a mall or park. Another approach is to conduct group interviews by attending civic or social organization functions.



DO'S AND DON'TS FOR INTERVIEWS

- Do prepare a script
- Do train interviewers
- Do map out “target” areas
- Don't go door-to-door alone
- Don't overdress for the occasion
- Don't canvas door-to-door before 10 AM or after 8 PM
- Do present your case statement
- Do respect the right of an individual to decline an interview
- Do record the number of people who decline to respond
- Don't attempt to steer or prejudice the responses
- Do record responses on a standard form
- Do allow anonymous responses
- Do keep all responses confidential

Using Questionnaires

A survey distributed by mail or printed in a local newspaper is less labor intensive than interviews, although the validity of the results of the latter may be questionable. Questionnaires and the material accompanying them may function to make the public more aware of your project if accompanied by a cover letter explaining who you are, what your project is about, why you want public input, and how it will be used. Include a copy of your case statement or brochure.



DO'S AND DON'TS FOR QUESTIONNAIRES

- Do choose and word questions carefully
- Do have volunteers test questions for clarity and bias
- Don't make questionnaire longer than a page
- Do allow plenty of space for answers on the form
- Do code for zone or demographics
- Do include a deadline
- Don't expect all the responses by the deadline
- Do provide a return envelope, with stamp if possible
- Do allow anonymous responses
- Do get names and addresses, if possible
- Do keep all responses confidential

Reporting Results

After having collected all data, convene a team to compile and analyze it. The results may be given in tables and graphs or reported in text. The information provided in your survey is one means to reach conclusions and make recommendations. The results, conclusions, and recommendations should be compiled as a formal report. This report will help to demonstrate both the need for your project when you apply for funds, and public support when you approach public officials and private corporations. The report, or at least an executive summary of the important findings, should be distributed to the media, your partners, public officials, and potential funders.

The results of simple “yes” or “no” questions should be tallied and reported as a percentage of total respondents. For example: “73 per cent of the surveyed population had not heard of our project before.” If demographic data is available, results can be broken down to give a more detailed picture (e.g., “35 percent of respondents under age 35 rollerblade while only 5 percent of those over age 35 rollerblade”).

For factual data, the results of open-ended questions might simply be reported as a list. The question, “Please name someone who may know about the history of the rail line,” will generate a list of names. The results may also be condensed using a count of the frequency with which respondents use key words or phrases. In an attitudinal survey, for example, one might report that, “30 percent of the respondents used language judged to be supportive of the proposed trail, according to criteria established in advance.”

Using Public Input

Your team may draw conclusions from the data collected. For instance, “Since 80 percent of the respondents indicated that a greenway was desirable to protect Cobble Creek, and only 20 percent thought the area had recreational value, we conclude that the community prefers a protective buffer without recreational facilities along the creek.” Your team may make recommendations based on the findings (e.g., “We recommend that a riparian buffer without trail access be constructed to protect Cobble Creek”).

Planning an Initial Public Meeting

In the initial stages, the greenway or trail group should hold at least one public meeting. If your project has more than two or three municipalities involved, plan to hold several meetings, in convenient locations, to assure that each community has an opportunity for access.

Sample Public Meeting Notice

“The Pennsylvania Environmental Council and the Anthracite Scenic Trails Association will hold a public meeting to introduce the proposed Susquehanna Warrior Trail to residents of Plymouth Township, Plymouth Borough, and Larksville. The meeting will be held at the Plymouth Public Library at 7:00 PM on Thursday, November 7, 1996. For more information contact . . .”

Agenda Items and Tips:

1. Registration (use a sign-in roster; hand out agenda and materials)
2. Begin meeting (moderator summarizes purpose, introduces sponsors, reviews agenda, and states ground rules)
3. Introductions (participants give name and affiliation)
4. Presentation (speaker, videotape or slide show on greenway and trail basics)



DO'S AND DON'TS FOR PUBLIC MEETINGS

- Do hold the meeting in a neutral place
- Do prepare a press release
- Do advertise the meeting widely
- Don't forget personal invitations to key contacts
- Do print a notice in the legal notices section of the newspaper
- Do prepare an agenda
- Do begin and end at the announced times
- Do issue name tags
- Do restate (verbatim) questions and comments
- Do provide fact sheets and hand-outs
- Do listen to opposing or divergent points of view
- Do respond to opposition by calmly presenting facts and opinions
- Do try to fill the room with your supporters
- Don't allow one attendee to monopolize the meeting.



5. Opportunity for questions and comments on presentation
6. Overview of specific project (use slides, maps, charts)
7. Opportunity for questions and comments on overview
8. Discussion (participants give information, input and discussion on project, possibly in break-out groups or in workshop format)

9. Summary (report from groups on points of discussion)
10. Closure (moderator introduces next step in process and invites interested citizens to continue participation)

Conducting Public Meetings

Choose a person to act as recorder and note all comments and questions on an easel pad. If necessary, have a stenographer record the proceedings if you intend to use this meeting to satisfy a public input requirement established by an agency providing public funds for your project.

Be as open as possible but carefully choose which questions to answer. For instance, you should decline to answer questions of a confidential nature, such as those relating to parcels that are under consideration or under negotiation.

If it seems that participants have more questions and comments than time allows for, discuss the possibility of hosting a follow-up meeting in the near future.

Chapter 6: Working With Landowners and Neighbors

While you will be directly involved in negotiations for sale or lease of land or easements with the owners of lands needed for the corridor, it is also important to consider the adjacent landowners, since they will be affected by your actions. As you begin research to determine parcel ownership within the corridor, also gather information on adjacent landowners.

This chapter gives information on identifying landowners and abutters, communicating your vision to them, understanding their needs, and obtaining permission to enter their property to continue your research.

Identifying Landowners

To identify landowners, go to the tax assessor's office for copies of the tax parcel maps for each parcel of land in the project corridor. These maps will also show the boundaries of individual parcels. While at the tax office get the current owner's address, and the property identification number (PIN) or tax parcel number, which will be used to check the chain of title on each separate parcel. In Pennsylvania, the PIN system was started approximately ten years ago, with numbers being assigned as properties are transferred. If the property has not been transferred since then, it may not have a PIN.

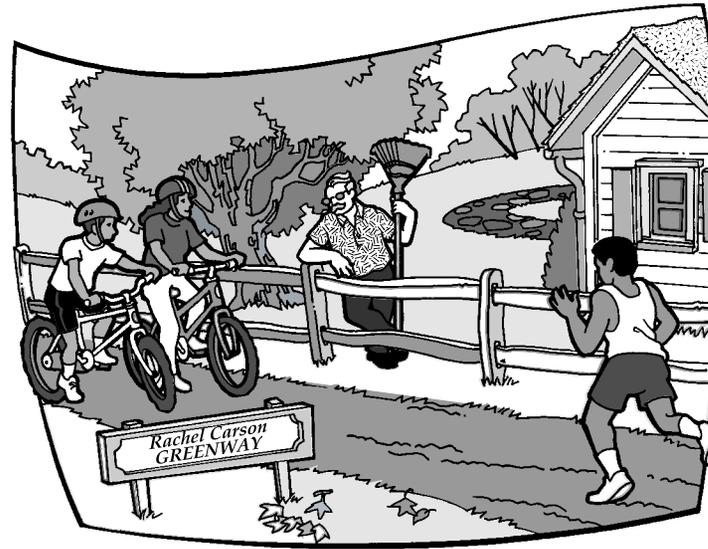
If the proposed corridor is not under the ownership of a single entity, collect documents on each individual parcel. Start a file on each property in and abutting the corridor. Include a print-out of

the tax map and the owner's name and address in each file. Keep copies of all correspondence with the owner, and any additional information gathered about the parcel.

Making Initial Contact with Landowners

The next step is to contact and arrange to meet separately with each landowner to introduce the group, its mission and vision. This will help to establish a positive relationship and open lines of communication. During this meeting, ask for more information about their parcel and permission to conduct further research on their property.

On a cautionary note, keep in mind that at this stage, it is unknown if the whole project is feasible. It would be premature to ask for donated land, an easement, or to enter into any kind of negotiation. If asked about the conveyance of land, answer openly and honestly that additional research of the property is needed and a master plan must be developed prior to any further discussions. Inform the owner that consideration will be given to alternative alignments for the corridor. Be careful not to jeopardize any future bargaining position or to give the landowner false expectations.



Obtaining Permission to Enter the Property

A major goal of the initial meeting is to obtain the landowner's permission for the investigative team to enter and cross the property and conduct a few preliminary tasks, such as researching the historical and natural features to see if the parcel should be included in the corridor alignment. The landowner will probably be concerned with accepting liability for accidents. A sample permission form and liability waiver is included in the Appendix. Offer to sign one each time you enter the property. Access the property only on dates and at times prearranged with the landowner.

When scheduling sessions for property research, invite the landowner to see what is being done. This will satisfy his or her sense of curiosity, continue to build a sense of trust, and promote interest in the project.

"Do go to the municipality first and inform them of your intentions. Some individuals may call them to see what's going on."

Anna Breinich
Middle Paxton Township Supervisor

"We thought of this as tourism promotion. We didn't realize how much the local people would think of it as 'their trail'."

Hank Park
Somerset County Chamber of Commerce



DO'S AND DON'TS FOR INITIAL LANDOWNER CONTACTS

- Do get someone the landowner knows to "break the ice"
- Do share your vision with the landowner through your case statement
- Do inform the landowner of community benefits of trails and greenways
- Do show him or her trail manuals, guide books, brochures, and photos of existing trails and greenways
- Do get him or her to look carefully over a map and verify the boundaries
- Do let the landowner know that you will keep him or her fully informed
- Do invite the landowner to walk the parcel with you at a future date
- Don't neglect to ask about the landowner's interests and concerns
- Don't forget to send a thank-you note

"In our first ten miles, problems with property owners were a major concern. But in the next ten we anticipate fewer problems because we have publicized the positive aspects.

People can look at our first section, and the North Central Rail-Trail just across the state line in Maryland, and see that they really don't have to worry."

Gwen Loose
York County Heritage Rail-Trail

Identifying Neighbors

Neighbors should be identified by using the tax maps. In addition to landowners who hold adjacent property, identify tenants, both residential and nonresidential, of those properties. This is best done by having local supporters identify property owners or by touring the area and knocking on doors.

Making Initial Contact with Neighbors

Plan to meet with neighbors individually, if there are only a few, or invite them as a group to a special "neighborhood meeting" to inform them of the proposal and to listen to any concerns and suggestions. Doing so will go a long way toward ensuring their cooperation and lessen the likelihood of neighborhood opposition.

Understanding Landowner Concerns

The landowner may have a number of concerns, fears, and misconceptions. The biggest misconception of a landowner is that their land will be taken or otherwise reduced in value. They may fear that the trail or greenway will impose conservation restrictions that will somehow limit future opportunities to sell or develop land for profit. Another major concern is the landowner's sense of privacy and security. Open communications can address these concerns and dispel fears and misconceptions.

LANDOWNER CONCERNS	
Concern	Addressing the Concern
Land will be "taken"	Express support of "willing seller, willing buyer" policy; choose minimum width necessary for easement; point out individuals who are donating easements.
Loss of privacy	Include privacy screens in development plans.
Security fears	Create security plans (patrols, limited hours); design for security (gates, lights, sight-lines); provide positive examples from existing trails.
Interruption of customary use	Provide right-of-way or existing customary use.
Reduced property values	Provide statistics and case studies; plan for clean-ups, maintenance, pruning; design for attractive amenities.
Higher taxes	Provide statistics and case studies; point out reduced public costs; point out increased tax base due to business development.



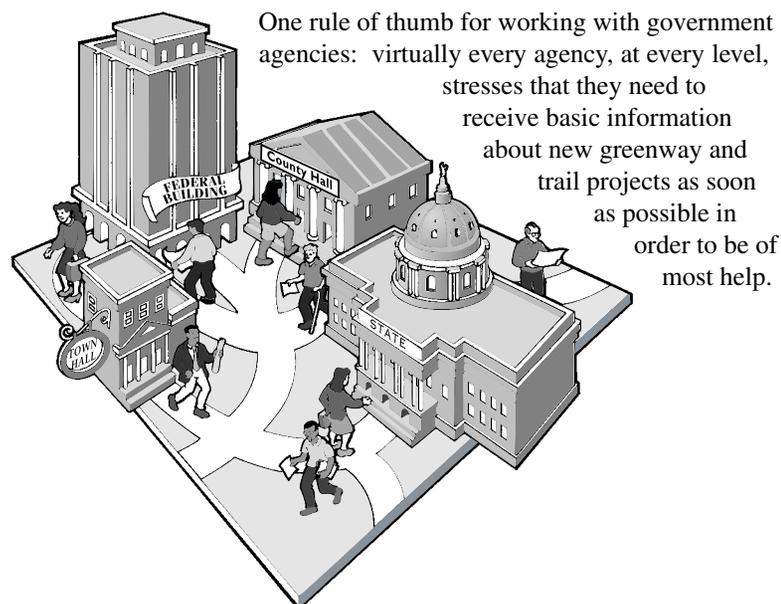
DO'S AND DON'T FOR WORKING WITH NEIGHBORS

- Do get local supporters to accompany you to "break the ice"
- Do inform the neighbors of your visions and intentions
- Do present a case for the benefits of the project
- Do stress that you are a community-based, non-profit group (if you are)
- Don't cross property to access the corridor without permission
- Do inform neighbors of work scheduled in their area
- Do respect their desire for privacy
- Do solicit feedback and take note of their concerns

Chapter 7: Working with Public Officials and Non-Governmental Organizations

This chapter presents an overview of the function of various governmental and non-governmental entities as they relate to greenway and trail development in Pennsylvania. Federal, state, county, and municipal entities will likely be involved in your project. Some have a regulatory function and need to be fully informed to discharge their duties to protect and serve the public. Others will be potential resources to the greenway and trail group. Some will have only a peripheral involvement at certain stages of the project. Others will be involved from start to finish through the life of the greenway or trail.

Greenway and trail groups will most often start with local contacts at the municipal and county level and work with regional, state, and federal agencies later. This chapter, therefore, begins with information about the municipal government level. In addition, a number of not-for-profit non-governmental organizations (NGOs) are active at the state and federal level are covered later in this chapter.



DO'S AND DON'TS FOR WORKING WITH PUBLIC OFFICIALS

- Do approach public officials with a partnership attitude
- Do present your case statement and your concept plan
- Do ask what level of involvement their agency would like
- Do realize they have other commitments and priorities
- Do demonstrate that your group will work hard over time
- Do invite appointed and elected officials to regular meetings
- Do invite them to view your project site
- Do inform officials through individual letters
- Don't let them learn about your project from the media alone
- Do design your work to conform to municipal and agency standards

Working With Municipal Government

In Pennsylvania, there are four primary types of municipal government: boroughs, townships, cities, and counties. For a discussion of the form and function of these governmental units, see *The EAC Handbook* by the Pennsylvania Environmental Council (see Bibliography). The roles of boroughs, townships and cities in greenway and trail development are considered here. Counties are considered in a following section.

“What citizens have to remember is that most public agencies have a prescribed process that we have to work through to achieve our goals and objectives. Our priorities are set during public meetings. The public can also comment during the design sequence. Plans are set well in advance. And once set, we have to work from the plan.”

Bill Mineo
Chester County Recreation
and Park Department

“The Ironton Rail-Trail, and some other land acquisitions, will link six major parks. The town executive and commissioners initiated this project and worked on it through three administrations. It is incumbent on municipal governments to lead the charge on projects that enhance the entire community.”

Glenn Solt
Whitehall Township

Eighty-percent of Pennsylvania’s 2,572 municipal governments serve communities with populations of under 5,000 people. Sixty-one percent serve communities with fewer than 2,500 residents. They may not have all or any of the various departments or boards described in this section. In these municipalities, the elected officials should be contacted and worked with directly.

Councils-of-Government (COGs) are entities created by several municipalities to provide or coordinate services jointly. Municipal authorities are governmental bodies created by municipalities or counties to provide specific services. For example, Lackawanna County and several municipalities collaborated to create the Lackawanna Valley Heritage Authority, which is working with the Lackawanna River Corridor Association on trail and riparian buffer projects in the Lackawanna River corridor.

transferred to Coplay Borough and North Whitehall Township when an intergovernmental cooperation agreement for maintenance of the trail is completed between the three municipalities. For more information on intergovernmental cooperation agreements, see the *Intergovernmental Cooperation Handbook* from the Center for Local Government Services (see Bibliography).

Municipal Parks and Recreation Departments and Boards

Your municipality may have a parks and recreation department, commission, or board. About 200 communities across the state have a recreation department with a full-time director and approximately 900 communities have parks and recreation boards or commissions. These units develop and maintain facilities for formal and informal recreation, run programs, and promote recreation. They may conduct an assessment of the community’s needs and may have plans for acquiring additional land for parks and recreation.

Municipal Planning Departments and Commissions

Planning for greenways and trails may be assisted or facilitated by the planning department or planning commission. These units are charged with guiding development to see that community infrastructure, such as streets, water supply, and sewers are adequate, and that development is consistent with adopted future land use plans, density goals, the need for housing, business, recreation and industry, and the need for protection of natural resources. They can also recommend capital improvement projects, such as acquisition of land for conservation and recreation.

It is strongly advised that the municipality be kept informed of your plans and progress. The municipality should have a comprehensive plan that spells out how it will guide growth and protect resources. A proposed trail or greenway should be consistent with the comprehensive plan. If not, a greenway or trail group should request that a revision to the plan be considered to incorporate the greenway or trail. Some municipalities may have conducted an Environmental Resource Inventory (ERI) or created a Greenspace Index to provide information during the comprehensive planning process. ERIs and Greenspace Indices are a series of maps with text that describe important features. More information on ERIs is provided in *The EAC Handbook* by the Pennsylvania Environmental Council (see Bibliography). ERIs and open space indices are helpful to greenway groups in aligning corridors and making meaningful connections to important conservation areas and cultural assets.



POSSIBLE GREENWAY AND TRAIL - RELATED FUNCTIONS OF MUNICIPAL GOVERNMENT

- Convene a task force or advisory committee
- Develop municipal-level plans and provide planning services
- Purchase and hold property
- Provide the operation and maintenance
- Form intergovernmental agreements with other municipalities

Municipalities may join together by forming intergovernmental cooperation agreements to create greenways and trails. For instance, portions of the Ironton Rail-Trail, owned and being developed by Whitehall Township, Lehigh County, will be

The planning commission will know whether there are current proposals to develop land needed for the greenway or trail corridor and adjacent properties, which could influence your designs.

The planning commission may influence the development of greenspaces and connecting corridors by imposing conditions on developments and subdivisions that require setting aside land or providing for pedestrian access. Pocopson Township, Chester County, has had such an ordinance for approximately a decade. For more information on planning and growth management at the municipal level, refer to *Guiding Growth* published by the Pennsylvania Environmental Council (see Bibliography).

Other Municipal Entities

Larger, more populous municipalities may have other departments or officers that may be resources for a greenway or trail project, such as an environmental advisory council, downtown manager, historical commission, road, highway or public works department, park and recreation department, or engineer or engineering department.

Working With County Government

The governing body of a county is a board of commissioners, and a county executive or county clerk may supervise the executive arm. Counties have the ability to work on greenway and trail projects that cross municipal and county lines. In the case of the Ghost Town Trail, the Indiana County Parks Department operates the portion in that county while the Northern Cambria Community Development Corporation (NORCAM) handles the segment in Cambria County. Elsewhere, York County created a Rail-Trail Authority.

A number of counties have passed bond issues for acquisition and development of parks and open space. In the case of Montgomery County, a \$50 million bond issue, together with additional matching funds from state, federal and private sources, was used over a ten-year period to plan for open space, purchase county recreation lands, support purchase of agricultural and conservation easements, provide grants to municipalities for open space and recreation projects, and fund recreation departments for small development projects.



POSSIBLE GREENWAY AND TRAIL-RELATED FUNCTIONS OF COUNTY GOVERNMENT

- Convene a task force or advisory committee
- Complete county-level plans and provide planning services
- Purchase and hold property
- Provide for operation and maintenance
- Establish intergovernmental agreements with other municipalities and counties
- Serve as a clearinghouse for county-wide greenway and trail information

County Planning Commissions

All counties have or share a planning director and commission. These agencies have a variety of functions that bear on greenway and trail development.



POSSIBLE GREENWAY AND TRAIL-RELATED PLANNING COMMISSION FUNCTIONS

- Create county comprehensive plans
- Conduct open-space studies and ERIs
- Plan to acquire and develop open space and recreational facilities
- Create the county Transportation Improvement Plan (TIP)
- Effect county zoning in the absence of municipal zoning
- Oversee stormwater management
- Operate agricultural conservation easement programs
- Provide technical assistance and grants to municipalities

"You won't see 'greenway' or 'trail' listed as a use under most zoning ordinances. The concepts are too new. If you need a change of zoning, try to get the corridor zoned for conservation and recreation."

Nancy Snee
Luzerne County Planning Department

County Engineering Departments

A County may have an engineer or engineering department, or may contract for engineering services with a local firm. County engineers can be a resource for technical services. For instance,  in Luzerne County, the county engineer conducted a safety study of three bridges on the Susquehanna Warrior Trail, a rails-to-trails conversion.

"We call them trails but they are really parks 75 feet wide and 16 miles long."

Ed Patterson
Indiana County Parks Department

County Park and Recreation Departments

At this writing, 28 of Pennsylvania's 67 counties have park and recreation departments. These departments have a great deal of expertise in the areas of recreational land development and management, and should be consulted for their suggestions and input at an early stage. Check your local phone book or contact the Pennsylvania Recreation and Parks Society for listings (see Green Pages).

County Conservation Districts

The county conservation districts can assist greenway and trail groups with technical expertise and information about soils, erosion, farming practices, land use and wetlands protection. Conservation districts also may handle agricultural easement programs. Check your local phone book or contact the Pennsylvania Association of Conservation Districts for listings (see Green Pages).

Working With Regional Agencies

Regional agencies that can provide resources and technical assistance to a greenway or trail project include metropolitan planning organizations (MPOs) and local development districts (LDDs); economic development agencies; tourist promotion agencies (TPAs); and Resource Conservation and Development Districts (RC & Ds).

MPOs and LDDs

 Pennsylvania's fourteen Metropolitan Planning Organizations (MPOs) serve urbanized areas and seven Local Development Districts (LDDs) serve rural districts. They consist of appointees from each county served and are charged with integrating transportation and development plans. One MPO, the Delaware Valley

Regional Planning Commission, conducted a study of abandoned railroad rights-of-way and provided mapping for a component of the East Coast Greenway. Call your county planning commission for information on your MPO or LLD.



POSSIBLE GREENWAY AND TRAIL-RELATED FUNCTIONS OF MPOs AND LDDs

- Provide demographic information and statistics
- Conduct transportation and development studies
- Undertake land-use planning and mapping, and conduct corridor alignment studies

Economic Development Organizations

Economic development organizations promote the advancement of business and industry in a region. For example, the Fay-Penn Regional Economic Development Council, a non-profit organization in Fayette County, has a strong focus on tourism and outdoor recreational opportunities.  It worked to railbank, acquire, and develop the Youghiogheny River Trail, now a major recreational tourism destination in Western Pennsylvania. Check your local phone book or contact the local Chamber of Commerce or development organization serving your area for similar services.



POSSIBLE GREENWAY AND TRAIL-RELATED FUNCTIONS OF ECONOMIC DEVELOPMENT ORGANIZATIONS

- Assist with planning
- Assist in developing your organization
- Assist with creating a business plan
- Provide information on sources of funding
- Assist in creating proposals
- Assist in assembling a fund raising committee

Tourism Promotion Agencies

Tourism promotion agencies (TPAs) take a comprehensive approach to promoting tourism and developing attractions in a region. The TPA can help market a greenway or trail beyond its locality and contact potential greenway and trail supporters and users, such as hotels, restaurants, travel agencies, and bus tour operations. Check your local phone book or contact the Commonwealth's Travel and Tourism Office (see Green Pages).

Resource Conservation and Development Councils

Resource Conservation and Development Councils (RC&Ds) were established by the 1962 federal farm bill to work on the conservation, development, and utilization of natural resources to improve the general level of economic activity and to enhance the standard of living of multi-county service areas. Check your local phone book or contact the Pennsylvania Association of Conservation Districts (see Green Pages).



POSSIBLE GREENWAY AND TRAIL-RELATED FUNCTIONS OF RC & Ds

- Negotiate with several counties as a unit
- Help with deed research and assessments
- Purchase land and easements
- Advise and assist with erosion and sedimentation controls
- Act as administrator of "pass-through" grants
- Administer funds through a charitable trust

Working With State Agencies

A variety of Pennsylvania agencies are critical to greenway and trail efforts and are described in the following pages. Contact information on all agencies within the state government can be found in the *Commonwealth of Pennsylvania Telephone Directory* (see Bibliography). In addition, individual listings are provided in the Green Pages.

The Pennsylvania Department of Conservation and Natural Resources

The Pennsylvania Department of Conservation and Natural Resources (DCNR) is one of the most important supporters of greenway and trail development in the Commonwealth. The Bureau of State Parks and the Bureau of Forestry are housed within DCNR and operate, manage and maintain numerous greenways and trails on state land. The two bureaus also play a role in greenway and trail development through DCNR's "Project Stewardship." Other bureaus and programs that can play a supporting role are also described below.

The **Bureau of Recreation and Conservation** offers a wide range of park, recreation, and conservation funding and technical assistance through DCNR's Community Partnerships programs for community recreation, rails-to-trails, recreational trails, heritage parks and rivers conservation. The Bureau administers five important annual grant programs, described in Chapter 9, which can provide funding for planning, acquisition and development of greenways, trails, blueways and heritage corridors.

Each region in the state has a DCNR regional parks and recreation advisor and a heritage parks advisor available to assist greenway and trail groups. These advisors can help locate resources and network groups to kindred groups throughout the region and are particularly knowledgeable about the various grant programs administered by the Department. They can arrange for technical assistance such as mapping, producing brochures, and facilitating public meetings. They represent DCNR on various committees and boards at the regional level and may be the Commonwealth's liaison to your steering committee. Technical assistance is also available from the Bureau's central office staff in Harrisburg.

"Rivers conservation issues need to be addressed right along with greenways. We are getting together with some landowners to do a riparian forest buffer demonstration project that will protect the river and be part of our greenway."

Ed Chubb
Dauphin County Park and
Recreation Department

"In the course of planning and execution, you should check the database at least once per year, because fresh information is constantly being added."

Edward Dix
PNDI

The **Bureau of State Parks** in DCNR maintains a database of rail-trail projects at various stages of completion. Locations and uses are being mapped and added to a Geographic Information System (GIS). It is recommended that notification be provided to DCNR regarding project location and scope in order to be listed in their database and receive announcements about grant opportunities. The system will be expanded to include greenways mapping in the future. The rails-to-trails map and data can be accessed via DCNR's web site at <http://www.dcnr.state.pa.us>.

A Geographic Information System (GIS) is a collection of related databases in which all data is keyed to a specific location on a map. Sets of data such as roads, waterways, municipal boundaries, and soil types, can be placed on the map as layers and manipulated.

Data such as wildlife sightings, historical information, location of utility poles and individual property lines can be added and keyed to locations on the map. For more information on this technology, contact the DCNR Bureau of Topographic and Geologic Survey or your county map department.

The **Bureau of Forestry** administers the Pennsylvania Natural Diversity Inventory (PNDI) program. The program, created in 1982 by the Wild Resources Conservation Act provides planning data for the protection of sites with threatened and endangered species. Although a program of the Bureau of Forestry, many state agencies including the Pennsylvania Department of Environmental Protection, the Fish and Boat Commission and the Game Commission cooperatively maintain its database.

The PNDI tracks the locations of populations of threatened and endangered species in a database, the Biological and Conservation Data System. County inventories produced by the Western Pennsylvania Conservancy and, in eastern Pennsylvania, by the Nature Conservancy, are entered into the PNDI along with data collected by academic institutions and state and federal agencies. At the time of this writing, the inventory is in the process of being converted to a GIS database.

Greenway and trail design teams should check with the PNDI to be certain that their activities will not put populations of threatened or endangered species at risk. When contacting PNDI, provide the location of the project highlighted on 7-1/2 minute series USGS topographic quadrangle map, samples of which are included in Chapter 11. The PNDI staff will then search the database and provide notification of the presence of any listed species.

If any threatened or endangered species are found in the corridor, contact the PNDI with descriptive information and the exact location so they can be added to the inventory.

The PNDI does not provide the locations of populations of threatened and endangered species to the public, in order to protect them from disturbance and from unscrupulous collectors. It is suggested that greenway and trail groups avoid publicizing the presence of such populations for the same reasons.

The Pennsylvania Historical and Museum Commission

The Pennsylvania Historical and Museum Commission (PHMC) is the agency charged with preserving the Commonwealth's heritage and historic resources. All greenway and trail groups should consider the effect of their projects on historic resources. Under Section 106 of the 1996 National Historic Preservation Act, any project involving federal funds or permits must be reviewed by the Bureau for Historic Preservation (BHP) within the Commission to consider the impact on archaeological and historical resources. Pennsylvania's State History Code, Article 37, Section 500, requires a similar review for any state-funded or -permitted project.



POSSIBLE GREENWAY AND TRAILS-RELATED FUNCTIONS OF THE PENNSYLVANIA MUSEUM AND HISTORICAL COMMISSION

- Maintain an inventory of historical and archaeological sites
- Advise on historic preservation guidelines
- Advise on preserving and rehabilitating historic structures
- Provide assistance in interpreting historical and archaeological sites
- Check National Register of Historic Places
- Advise on eligibility for National Register
- Provide Museum Assistance and Local History Grants
- Provide Certified Local Government Program assistance and grants
- Arrange for an archaeological study



INFORMATION NEEDED FOR A SECTION 106 REVIEW

- The location of the corridor highlighted on a USGS 7-1/2 minute series topographic map
- A copy of your concept plan
- A list of funding sources
- Photos of any historic structures

If you suspect that a structure or site in the corridor has historical significance, record the structure or site before disturbing it and consult with the BHP for ways to mitigate the impact. If the corridor includes a historic building, you may be able to obtain funding to rehabilitate it for use as an interpretive center or administration building. It may also be possible to market the property for residential or commercial use, or relocate the structure to a safer location.

The Center for Local Government Services
Under the Intergovernmental Cooperation Law, Act 180 of 1972, municipalities and counties can band together for any function, power, or responsibility. This may include cooperation on projects such as creating and managing greenways and trails. The Center for Local Government Services of the Pennsylvania Department of Community and Economic Development, is designated to assist municipalities looking for information on intergovernmental cooperation. Its main office is located in Harrisburg, and local representatives are located in the Governor’s regional offices. The Center publishes the *Intergovernmental Cooperation Handbook* that describes the structure of joint authorities and provides model agreements (see Bibliography).



POSSIBLE GREENWAY AND TRAIL-RELATED FUNCTIONS OF THE CENTER FOR LOCAL GOVERNMENT SERVICES

- Provide guidance on sharing costs, equipment, and staff
- Provide loans to local governments at 2% interest rate
- Provide assistance in formulating intergovernmental cooperation agreements

The Pennsylvania Fish and Boat Commission
Pennsylvania Fish and Boat Commission (PF & BC) is a commission formed by the state and governed by an independent Board of Commissioners. It works to enforce fishing and boating regulations, improve fishing and boating access, and manage fish habitat. The PF & BC may be a possible collaborator and a resource if a greenway follows a waterway.

“If your planning process takes longer than a year, we advise checking with us again just prior to starting construction. The list of archaeological sites is constantly growing due to field work conducted every summer by colleges and museums, and many amateur archaeologists report their finds to us. Every spring, citizens call in to report sites uncovered by erosion in the floods.”

Andrew Wyatt
Bureau for Historic Preservation

“Mountains and rivers, highways and air currents are not respecters of municipal boundaries. While a mountain ridge or a river often serves as a boundary line between two municipalities, the physical feature continues even when the municipal border comes to an end.”

Thomas S. Kurtz
Intergovernmental Cooperation Handbook

If the corridor does contain a stream, check with the PF & BC to see if it is on their priority stream list. It may be eligible for funding available through the PF & BC for in-stream habitat improvement, livestock control installations, and streambank stabilization. Contact the habitat manager in your region for information about these programs.

Occasionally, the PF & BC has funds to acquire land to protect streams through the Federal Aid in Sport Fish Restoration Act of 1950 (Dingell-Johnson Act) and the 1984 Wallop-Breaux Amendment. Funds provided to Pennsylvania are derived from Federal excise taxes on fishing gear. Where the Commission acquires such land, it creates de facto greenways, such as the corridor of Spring Creek in Centre County.

If your project includes acquisition of agricultural easements, obtain the PF & BC guidebook *Corridor Management for Pastureland Streams* and consider their recommendations in your planning (see Bibliography).

The PF & BC can help integrate boat-launch access into the corridor if on a suitable water body. This recreational amenity should be considered for multi-use recreation areas. Technical assistance includes a site evaluation by staff, construction plans, and assistance with permits. The PF & BC can also provide pre-cast concrete launch ramp “planks”. After construction, the site owner is responsible for operation and maintenance if the PF & BC does not own the property.

The Commission can help with fishing access points located along a trail. For instance, it recently collaborated with  Pennsylvania Power and Light Company to install a handicapped-accessible fishing pier at Lake Scranton, Lackawanna County.

The Pennsylvania Game Commission

Like the PF & BC, the Pennsylvania Game Commission (PGC) is an independent agency governed by a Board of Commissioners. The Commission enforces hunting and wildlife regulations, and promotes non-game species and wildlife habitat. Its system of gamelands includes about 1.4 million acres; while the land is primarily preserved for hunting, it also protects the habitat of numerous other species.

The Game Commission will work with conservation groups to acquire land title. The Commission has, for instance, purchased land along the Appalachian Trail with the dual intent of providing a protective greenway and providing for hunting access. Usually, a conservancy purchases land and then turns it over to the Commission for designation as a gameland. The Commission is limited to spending no more than \$400 per acre and purchasing tracts of 1,000 acres or more, except in the case of acquisition of in-holdings within existing gamelands, which may be purchased at market value.

To cooperate with the Game Commission on the purchase of conservation land, contact the Chief of Gameland Planning (see Green Pages). The Game Commission also has an active program to provide plantings for food and cover for wildlife that should be considered when developing greenway or trail margins. The regional food and cover specialists and land-management officers may also offer advice.

The Pennsylvania Department of Labor and Industry

The Pennsylvania Department of Labor and Industry administers the Conservation Corps Project, which is essentially a job-training program. The Corps hires teams of young people between the ages of 16 and 25, and supplies a supervisor. Of fifty projects funded each year, approximately 10 percent are related to trails and greenways. Conservation Corps projects include trail surfacing, landscaping, and carpentry on bridges, boardwalks, handicapped facilities, restrooms and shelters.

Projects must be proposed by a sponsoring agency or municipality and must be on public land. Up to \$20,000 for project materials is provided if the sponsor provides a 25 percent match. A request for proposals is published in the Pennsylvania Bulletin in September

or October and proposals are due in January. Actual work follows the state fiscal year, July 1 to June 30. Greenway and trail groups should work through a cooperating municipality after acquisition of the corridor is complete.

The Legislative Reference Bureau

From time to time a greenways or trail group may need to know about rules and regulations and about the statutes that provide authority for them. The Pennsylvania Code and Bulletin Office of the Legislative Reference Bureau can assist in finding the appropriate information.

Pennsylvania Code

The Pennsylvania Code is the official codification of rules and regulations issued by agencies. Each regulation is assigned a unique number consisting of a “title” number, which corresponds to the issuing agency, and a chapter and section number. Rulings promulgated by DCNR, for instance, appear in Title 17. Each title is updated at intervals during the year. Public libraries, county offices and municipal offices often have copies available for reference.

Pennsylvania Bulletin

The Pennsylvania Bulletin, the official gazette of the Commonwealth, chronicles all agency rules and regulations, actions, and announcements as they are proposed, open to comment, adopted, and modified. Comments received in response to proposed rules are also sometimes published, and can be helpful in understanding the final rules. Regulations are published in the Bulletin as they are issued, and are eventually incorporated into the Code. Announcements for grant programs also appear in the Bulletin, as do summaries of state contracts open for bid. Notices are listed by department. The Bulletin is published weekly and is available on a subscription basis (see Bibliography). Both the Code and the Bulletin are available at most larger public libraries and county planning commission offices.

In addition to the Pennsylvania Bulletin, government agencies usually have fact sheets and pamphlets that describe their rules and regulations. Some agencies also publish regular newsletters that report rules, regulations, request for proposals, and activities. Perhaps the best known example is the DEP Update.

The Pennsylvania Department of Transportation

The Pennsylvania Department of Transportation (PennDOT) is charged with overseeing the design, construction and maintenance of the Commonwealth’s roads and bridges and with managing other types of transportation infrastructure and programs. Greenways and trails projects can be incorporated into PennDOT plans. Local PennDOT districts, for instance, may seek advice from bicyclists and use that advice to prioritize maintenance and improvement projects, such as widening and paving shoulders. Opportunities for public input include advisory committees, public meetings and hearings, and direct contact with the bicycle and pedestrian coordinator in each district.

PennDOT projects are planned within engineering districts and scheduled over a long period of time as part of the twelve-year Transportation Program. The Twelve Year Program is updated every two years, and includes the Transportation Improvement Programs (TIPs) of the Commonwealth’s regional planning commissions. Greenway and trail groups can propose projects for inclusion through their local planning commissions when the planning commissions create their TIPs. (See the section on planning commissions.)

When the local PennDOT engineering district office prepares to undertake transportation improvement projects, greenways and trail groups can influence the individual designs through participation on a citizen advisory committee, technical advisory committee, or stakeholder meeting held by PennDOT or other government agencies. For example, provisions for bicycle travel can be made through wider shoulders or travel lanes in conjunction with resurfacing projects.

PennDOT is also charged with administering federal highway funds and the ISTEA (Intermodal Surface Transportation Efficiency Act) program. Each local district has an ISTEA Transportation Enhancements coordinator who can explain the system, help greenway and trail groups plan for intermodal transportation, and get other types of support. (For more information see the section on ISTEA.)

“Please note that questions on the exact interpretation of a regulation should be directed to the legal counsel attached to each department.”

Patti Brassington
Pennsylvania Code and Bulletin Office

Greenway and trail groups need to work closely with the local PennDOT engineering district whenever the corridor meets a state road or bridge, and whenever the trail is expected to increase traffic congestion or pose other problems for users of roads. Highway occupancy permits or maintenance agreements may be needed if your trail crosses or encroaches upon PennDot’s right-of-way. PennDOT should be contacted as early as possible in the design phase of greenway and trail development.

“In most districts, our Bicycle and Pedestrian Coordinator wears several hats. Greenway and trail groups should come to us for help with local design issues.”

Dave Bachman,
PennDOT

Within PennDOT’s **Bureau of Highway Safety and Traffic Engineering** is housed a Bicycle and Pedestrian Coordinator. This individual is charged with producing the state’s Bicycle and Pedestrian Plan. The Department, through the plan, has adopted a mission to increase the share of trips taken via these modes of travel. Currently, it is estimated that 7.9 percent of trips, nationwide, are made on foot or by bicycle. In Pennsylvania, the mode share is slightly lower, at 6.5 percent. The goal is to double these figures by the year 2015. This will be facilitated by the integration of planning and consideration

of these modes in all PennDOT operations. Specific examples include buses equipped with bike racks and secure lock-up areas at public destinations. The Bicycle and Pedestrian Coordinator can provide greenways and trails groups with information resources.

Each local PennDOT district also has a Bicycle and Pedestrian Coordinator responsible for local design issues and problems. These individuals can provide technical assistance, explain the system, help greenway and trail groups plan for intermodal transportation, and provide other types of support.

Another key Bureau within PennDOT is the **Bureau of Rail Freight, Ports and Waterways**. It records all rail abandonment notices published by the federal Surface Transportation Board and attempts to keep the line active for freight service by working with interested shippers. The Bureau suggests that trail groups get on the Surface Transportation Board’s mailing list for abandonment notices. Many railroad companies are amenable to the idea of selling their short spur lines for rails-to-trails conversion or putting them into rail banking, but they are not likely to know of the existence of your group. You will need to take the lead in contacting them.

Working With Federal Agencies

The federal government has a number of agencies that provide resources for greenways and trails. Very often, these resources are passed through the state government, as is the case with ISTEA. In Pennsylvania, six federal agencies have played a role in greenway and trail development. One of these is the Federal Highway Administration, the source of ISTEA funds. The others, which are discussed below, are:

- The National Park Service
- The Army Corps of Engineers
- The National Forest Service
- The Surface Transportation Board
- The Department of Labor

The National Park Service

Within the National Park Service (NPS) is the Rivers, Trails and Conservation Assistance Program. This program provides technical assistance to communities and acts as a clearinghouse of essential information, researching and publishing useful information such as the guidebook *Economic Impacts Of Protecting Rivers, Trails and Greenway Corridors* (see Bibliography). Staffing the program are planners, landscape architects, communication specialists, and natural resource managers. The NPS Mid-Atlantic Regional Office, located in Philadelphia, serves seven states, including Pennsylvania, which makes it a valuable partner in any project crossing state lines.



POSSIBLE GREENWAY AND TRAIL-RELATED FUNCTION OF THE NPS

- Assist with organizational development
- Assist with workshops and public meetings
- Locate programmatic and financial assistance
- Conduct feasibility studies and trail planning
- Maintain National Register of Historic Places, which may include sites in your corridor

 In Pennsylvania, the NPS has contributed to the Delaware Valley Open Space Study and the Lackawanna Heritage Valley Trail project, among others. The NPS is also an advocate on the state and national level for greenway, open space, trail, and river conservation policy and provides staff and financial support to the Pennsylvania Greenways Partnership.

To obtain assistance from the NPS, contact a staff person as early in your project as possible for a consultation. They will help determine needs and what type of assistance the NPS should provide. Follow this consultation with a formal letter of request including your case statement. The Philadelphia Mid-Atlantic Regional Office receives approximately 100 requests per year, but can usually provide resources to only 25 different projects at any given time. All projects are undertaken as partnerships on a cost-share basis. Any in-kind efforts and expenditures can count as cost sharing.

The Army Corps of Engineers

The U.S. Army Corps of Engineers is an agency that undertakes large construction projects for flood control or navigation. The Corps is divided into districts that roughly correspond to major watersheds. Three different offices serve Pennsylvania: the Susquehanna River Basin is served by an office in Baltimore, the Ohio River Basin by an office in Pittsburgh, and the Delaware River Basin by an office in Philadelphia.

 The Corps cannot acquire land primarily for conservation or recreation but can include trails in designs for flood control projects such as the trail atop the levee at Lock Haven, Clinton County, and can work on wetland creation and stream restoration.

 For example, a former Department of Defense site in New Cumberland is being converted by the Corps into Marsh Run Park.

At the district level, the Corps conducts reconnaissance studies that define problems and opportunities related to water resources and identifies potential projects. Then, if the federal government and a local non-federal co-sponsor agree on a potential project and commit to cost-share arrangements, a full feasibility study and environmental impact study are conducted. After approval by the Secretary of the Army or Congressional authorization, the district completes engineering design work. Project construction is done

by private contractors under Corps supervision. Once created, management of facilities may be turned over to local authorities or retained by the Corps.

Local facilities operated by the Corps, such as reservoirs, are staffed by project managers who may be a resource in specific regions within Pennsylvania. For example, the Lambs Creek Hike-and-Bike Trail, in Mansfield, Tioga County, is a 3.2 mile trail that is managed by the Corps staff at the Tioga, Hammond and Cowanesque Lakes facility. Since 1979 the trail has been upgraded several times and rebuilt following flood damage. 

Groups should make contact with the Army Corps of Engineers through local project managers. The Corps may be able to help with consultation on trail design, construction, and maintenance. There is now greater emphasis on non-structural measures for flood control, and technical assistance is available on floodplain management for greenway and trail groups owning properties located in a floodplain.

The National Forest Service

The National Forest Service (NFS) has considerable land holdings in Pennsylvania, most notably the Allegheny National Forest. This forest is managed for multiple uses and contains a number of trails and conservation corridors. The NFS will cooperate and collaborate on trails and greenways connecting to the forests. Its Forestry Sciences Lab conducts research on the best management practices and the health of forests. The Service also publishes information that may be of interest to greenway and trail groups managing substantial conservation land.

A unique computerized data base of the physical attributes of all trails in the Allegheny National Forest is a model that other groups may find useful. Known as RIMTRAIL (Recreation Information Management for Trails), it includes data on maintenance standards, management goals, length, uses, surface and other physical features for each section of trail. The Forest Service staff use the system to answer up to 50 questions per day from the general public. 

The Surface Transportation Board

The Surface Transportation Board (STB), formerly the Interstate Commerce Commission (ICC), is the federal agency charged with overseeing rail line abandonments. All railroad companies that wish to abandon unprofitable lines must file with the STB. Greenway and trail groups can request notification of any such filings in their area of operation. Once aware that a rail company wishes to part with a line, the group may begin negotiations directly with the railroad for conversion of the corridor to trail use.

Although the STB may grant an abandonment, it will still seek to preserve the corridor intact for future transportation needs. A rails-to-trails group that can assume financial liability for the line may petition the STB to order that the line be set aside for rail banking. Rail banking allows for interim trail use while keeping the corridor intact for possible future reconstruction and reactivation. The STB may also be petitioned to impose a limitation on how the railroad disposes of a line. This is known as a Public Use Condition, and can provide a reasonable period of time for your group to conduct research, create a plan, raise funds, and begin negotiation with the railroad for the eventual purchase.

More information about the abandonment process and about rail banking is included in *Secrets of Successful Rail-Trails* (see Bibliography).

The Department of Labor

The Federal Disaster Displaced Workers Program is a program of the U.S. Department of Labor, designed to provide temporary jobs for workers displaced by disasters, and is a potential source of labor for greenways and trails groups. The Carantouan Greenway, located in Sayre, Bradford County, had extensive clearing and construction work done in the aftermath of 1995 flooding. For information about this program, contact your local emergency management agency.

Working With Non-Governmental Organizations

There are a number of national and state-level non-governmental organizations (NGOs) that are active on greenways and trails. Key groups are briefly described here. Contact information appears in the “Green Pages” section of the Appendix. Contact information on additional groups involved in diverse aspects of conservation may be found in *The Conservation Directory of Pennsylvania*, compiled by the Citizens Advisory Council of the Pennsylvania Department of Environmental Protection (see Bibliography). NGOs may provide technical assistance on a variety of subjects. Some may be able to participate as partners in greenway and trail projects and others may be advocates at the state and national level for policies and funding initiatives that support greenway and trail efforts.

The Rails-to-Trails Conservancy

The Rails-to-Trails Conservancy (RTC) is a national organization with an active Pennsylvania Field Office. Acting as a clearing-house, it provides numerous useful publications and organizational and technical assistance on acquisition and development of rail-trails. The group is an advocate for rail-trail policies and provides education about the general benefits of rail-trails. If you are working on a rail corridor, the RTC should be contacted very early in the initial stages.

Local and regional land trusts and conservancies

There are approximately 60 individual land trusts and conservancies in the Commonwealth. These organizations hold land and conservation easements, and some specialize in the preservation of historic and cultural resources, farmland, and open space. All actively raise money for purchase of lands and seek donations of land and easements. They are usually adept at title searches, property research, property management, and related tasks.

Trusts and conservancies may contribute to greenways planning and may conduct county or municipal open space inventories. They may also work with municipalities on planning and zoning to encourage preservation of open space. An example of one such organization is the Natural Lands Trust (NLT), with its office in Media, Delaware County. It is a multi-state organization working primarily in the Philadelphia metropolitan region. The NLT accepts conservation easements and supports the conservation efforts of others. It maintains a system of 48 preserves encompass-

ing some 12,000 acres, some of which are components in larger greenway systems. For example, the Trust's Willisbrook Preserve, in Chester County, is part of the Ridley Creek Greenway.

Many land trusts and conservancies have staff that may include planners, landscape architects, resource conservation experts, and development and fund raising personnel. Many will gladly advise, consult, and partner with greenway and trail groups. Land trusts may also provide management services to a greenway or trail group that does not yet have Section 501(c)(3) status or that wishes to share the burden of administrative work. Management services may include hosting meetings, creating proposals, and handling finances. Land trusts can help coordinate networking and are usually experienced at public relations. Contact the Pennsylvania Land Trust Association (PALTA) for further information (see Green Pages).

Pennsylvania Environmental Council

In addition to serving as staff for the Pennsylvania Greenways Partnership, the Pennsylvania Environmental Council (PEC) is active in promoting sound land-use planning at the state, regional, and local level. Regional offices of PEC are involved with open-space planning and regional greenway planning in multi-county areas. The Council has a number of useful publications (see Bibliography).

Pennsylvania Cleanways

Pennsylvania Cleanways is a statewide organization with local chapters devoted to fighting illegal dumping and litter along roadways, pathways, and waterways. They can collaborate with greenway and trail groups to organize effective clean ups and can help secure resources for the cleanup effort. They have an adoption and recognition program and can recommend specific anti-dumping strategies. Their book and video, *How to Organize a Water Cleanup*, provides clear planning guidelines. *How to Clean Up Your Neighborhood and Keep It Clean* is a 24-page primer that includes "do's and don'ts" for land-based cleanup efforts.

Chambers of Commerce

A chamber of commerce is an association primarily comprising businesses and industries, usually serving a metropolitan area, county, or region. There are other business associations, such as Downtown Merchants Associations, that are quite active in

promoting greenways and trails. Concerned with the economic vitality of their service area, they may be interested in the quality-of-life benefits of greenways and trails and may point them out to executives looking to relocate their firms to a particular region. Others may seek to spur redevelopment in small towns.

As an example of the role a chamber of commerce can play, the Somerset County Chamber of Commerce worked actively to form a Rail-Trail Council and acts as a point of contact for the Council. The Chamber reports numerous inquiries about opportunities to invest in collateral development such as campgrounds, bed-and-breakfast inns, and restaurants. Most chambers will look at the economic benefit of extending the local attractions to tourists and building multi-season visitation.

Chambers may be able to assist greenway and trail groups in a number of ways. They may help with community contacts, host presentations about your project, and provide contact with leadership in the business community to assist with fundraising and political support. They also can connect greenways groups to developers to encourage developers to accommodate greenway connections and open space in their plans. If the chamber in your area has an environmental or land use committee, they may be willing to collaborate on your project.

"A chamber is like any other organization, be it a civic club or a town council. They are interested in the prosperity of their area. So we are all in this together."

Hank Park
Somerset County Chamber of Commerce

ADDITIONAL NON-GOVERNMENTAL ORGANIZATIONS	
Organization:	Greenway and Trail-Related Functions:
Center For Non-Profit Boards	Effectiveness training for board members
Institute for Conservation Leadership	Effectiveness training for professionals
Trust for Public Lands	Assistance with appraisals, title searches and legal work

Chapter 8: Marketing and Publicity

The number of marketing techniques that can be used to gain exposure and name recognition for a greenway or trail is limited only by your imagination. Methods to promote your project include special promotional events, brochures, fact sheets, guidebooks, and tangible products. This chapter gives general information about marketing and publicity, followed by tips on specific activities. Additional information can be found in the *Guide to Public Relations for Nonprofit Organizations and Public Agencies* available from the Grantsmanship Center (see Green Pages).

Creating a Marketing and Publicity Plan

After you have created a vision, formed the greenway or trail group, and made your initial outreach to the public and to your partners, it is time to put together a formal marketing and publicity plan. At this stage, garner support for your efforts. Later, publicize your “finished product.” As you plan for publicity and marketing, keep in mind the various audiences anticipated. One set of messages should be crafted specifically to appeal to key information providers, donors, and potential partners. A different message should be targeted to the general public and potential trail users.

Appoint a publicity committee or an individual skilled as a spokesperson or a good writer as soon as possible. If you do not have volunteers with skills in this area, consider bringing in an expert to train the committee and for specific tasks. Use a professional employed by a partnering agency or hired from a publicity firm. A media or communications department at a local college is also a good source of volunteer expertise. Many firms employ public relations specialists who may also be recruited for pro bono work.

Establishing an Identity

People need to know who you are and what your basic mission is. Communications experts call this “establishing an identity.” The goal is to get the message across and make it stick in the mind of your audience. The mission statement should be short and easily understood. If not, reduce it to a single, finely tuned catch phrase or tag line. A tag line might be “Connecting corridors for wildlife and people,” or “Community connections keeping the county green.”

In addition to the short tag line, it is helpful to construct a longer paragraph that explains, in reader-friendly language, your mission and current projects. This paragraph, called a standard paragraph or standard blurb, can provide a slightly more detailed picture of the organization. This should be included in every press release and can be used to summarize the mission when introducing the project. A sample standard paragraph could be constructed as follows:

“The Montour Trail Council is dedicated to converting abandoned rail lines into hiking trails. The Montour Trail Council owns and operates the 50-mile-long Montour Trail, a hiking and biking trail open to the public. The Trail Council is a non-profit membership organization. For more information contact . . .” 

A graphic artist can design a logo that will catch the eye and make a statement about who you are and what you are about. Use your name, tag line, and logo on all communications, including letters, press releases, signs, and promotional materials, such as T-shirts and refrigerator magnets.

Getting Media Attention

Media attention is vital to educate people about greenways and persuade them that your effort is worthy of support. Good media coverage includes announcement of activities before they occur and reporting on them after they are underway or complete.



EXAMPLES OF NEWSWORTHY EVENTS:

- Initiating a project
- Announcing a name for the greenway or corridor
- Holding a public meeting
- Holding an event (clean-up, fundraiser, hike, etc.)
- Hosting visiting VIPs
- Holding educational events
- Making appearances in public
- Initiating a fundraising campaign
- Initiating a survey or study
- Communicating results of a survey or study
- Completing a plan
- Beginning construction
- Holding a dedication ceremony

Writing an Effective News Release

To get the attention of editors and broadcasters you should periodically produce news releases. Based on information contained in the news release, reporters may call to get a story and prepare an article about project, or for information to be used in writing editorials.

For effective distribution of news releases, develop a database of newspapers, radio stations, television stations and publishers of event calendars. In your database include the media outlets' names, addresses, phone numbers, fax numbers, and e-mail addresses. Note the lead time each media outlet needs in advance of deadlines. Add to your list the names, addresses and phone numbers of individual editors and key reporters.

A news release should cover a single event and be no more than two pages, double-spaced. Begin with a bold heading identifying your organization and large letters identifying the item as a news release. Provide a contact name and phone number. If the item covered is time-sensitive or should be published immediately, type "For Immediate Release" after the heading. Otherwise, advise the recipient of a release date: "For Release January 1, 2001."

In the first paragraph, the one most likely to be read and printed verbatim, state your most important facts. This will be the familiar "who, what, when, where, and why." Put supporting information and details in subsequent paragraphs. Be sure to include a paragraph about the organization, its mission, and its current project (standard blurb). If the release runs to a second page, include "—more—" on the first page. To indicate the end of the release, include "—end—" or "-0-0-0-" at the bottom. If the release is to be mailed, send it first class and include only one news release per envelope. News releases may be faxed, e-mailed, or hand delivered for immediate attention.

Writing an Effective Media Advisory

The main function of a media advisory is to invite the media to attend your meeting or event. Use a format similar to that of a news release, but clearly mark it as an "alert" or "advisory," and use the key phrase "you are invited to cover this event." Time the media advisory to arrive just a day or two in advance of the event. It may be faxed or hand-delivered to gain immediate attention. Specify the time and date and include a detailed agenda, if possible. Highlight opportunities for photography and videotaping. It is very effective to provide a time when VIPs can be drawn aside from the proceeding to be questioned by reporters.

Submit information on your meetings and events separately to the community calendar section or community bulletin board section of each media outlet for a free listing. This listing will be brief and limited to the event, time and place. It also should include a contact for additional information.

Creating a Press Kit

In advance of every event at which you expect media coverage, assemble a folder containing the case statement, contact information, photographs, fact sheets, and other material that could provide the press with substantive background information on the project. Add a detailed agenda for the event. Provide this press kit to reporters attending the event. They will not have time to get much background information before rushing off to their next story and will use the information later to check facts and amplify stories.

OTHER MEDIA OPPORTUNITIES	
Item	Appropriate Media Outlet
Letters to the editor	Newspapers
Opinion editorials	Newspapers
Maps	Newspapers
Brochure as an insert	Newspapers
Feature articles	Newspapers, magazines, newsletters
Advertisements	Newspapers, magazines
Guest appearances	TV or radio talk shows
Videotape documentary	TV

Employing Other Publicity Tactics

A number of other publicity tactics and activities are useful. These include brochures, banners and newsletters, and are described below.

Brochures

A brochure is a promotional piece designed to be attractive and easy to read and targeted at a general audience. A brochure can be designed to be distributed by hand, picked up from a rack, or sent through the mail, and it may include an insert or tear-off section so that the recipient can respond to you. A brochure may give membership information and ask for donations, or advertise the proposed greenway and trail to potential users.

Ways to distribute a brochure widely include arranging with a utility company to insert it in their monthly billing packet, or including it with a municipal newsletter. To advertise outside your area, take advantage of the brochure distribution service provided by many tourism promotion agencies. In your area, post the brochure on community bulletin boards in places such as grocery stores, municipal buildings, public libraries and community centers.

Banners

Banners can be hung across streets and from buildings, and window displays can be placed in storefronts to advertise your project or an event. Inexpensive vinyl fabric banners can be produced at local sign shops. Check with public officials about local ordinances governing display of banners and inquire about municipal or utility company assistance to hang them safely between street lights or utility poles.

Newsletters

It is a good idea to produce your own newsletter to be distributed to supporters and contacts. If you do, it should be published on a regular (monthly or bi-monthly) basis. Members and supporters need to hear from the organization as often as possible. A simple, photocopied, single-sheet publication done with desk-top publishing software on a home computer can be more effective, not to mention a great deal less expensive, than an eight-page quarterly, professionally typeset newsletter, printed by an offset press on vellum stock.

Avoid having to use envelopes by incorporating a mailing cover panel into the design of the newsletter. If you have Section 501(c)(3) status, you qualify for a non-profit-organization bulk mailing permit with the U.S. Postal Service. The permit, obtainable at your local post office, allows significant savings over first



class postage rates. Contact your postmaster for details and restrictions.

Send the newsletter to members, but also send a complimentary copy to key people, such as public officials, friendly reporters, and cooperating partners. Run a few hundred extra copies to distribute as handouts at upcoming events.



NEWSLETTER TIPS

- Print on recycled paper stock and include “recycled” symbol
- List the organization’s officers and contact information
- Report on latest activities and progress
- Highlight next steps to be taken
- Report on important decisions of the steering committee
- Report on policy, legislation, and other developments affecting greenways and trails
- Reprint articles about your project appearing in local media
- Alert members and supporters to actions they should be taking
- Publicize upcoming events
- Ask for needed materials via a “wish list”
- Thank supporters and donors



NEWSLETTERS MADE EASY

“The Same Page” is a quarterly newsletter serving Pennsylvania that includes information of interest to conservation organizations. It is designed to be picked up and reprinted by them. It was started in 1996 with a grant from the Allegheny Land Trust and is being reprinted and distributed by approximately 30 trusts, conservancies, and trail organizations as of this writing. “The Same Page” is produced by The Same Page, Inc. (see Green Pages).

Holding Events

Each event held will require publicity, and each will provide exposure for your project. Events provide an opportunity for supporters to gather, socialize, and enjoy the fruits of their labors. The more cooperating partners involved in an event, the more successful it will be. If possible, hold events in conjunction with natural or cultural happenings. For example, conduct events and guided tours for the public on a solstice, equinox, or holiday. River festivals during Pennsylvania Rivers Month (June), organized walks and hikes on National Trails Day (June 7), and Earth Day events (April 22) can also promote your project.

Races have become traditional events to promote trail values. Local running, bicycling, canoeing/kayaking clubs and other civic organizations can help organize races. Add the suffix “a-thon” to any event and it doubles as fundraising and marketing. In one successful example, the Rail-Trail Council of Northeast Pennsylvania held a bike-a-thon with local celebrities riding stationary bikes at the Steamtown Mall. Passing shoppers received information about the trail, members were recruited, and money was raised. A great deal of exposure was gained when a local TV weatherman gave his forecast live from the seat of a bike.

Clean-up activities, usually day-long events, are great ways to improve the greenway or trail, involve lots of citizens, and attract media coverage. Consult with Pennsylvania Cleanways for information on organizing clean-up events (see Green Pages).

Finally, breakfasts, luncheons, dinners, receptions, and formal dances are traditional events that can be used to draw attention to your organization and raise money. Numerous charities raise money with such events, and therefore it should be possible to recruit an experienced organizer within the community.

Promoting With Products

A variety of products can be used to call attention to your project. These can include give-away items, such as bumper stickers and pins, or sale items, such as commuter mugs and water bottles emblazoned with the greenway or trail logo. Check under “Novelties” in the yellow pages of your local phone book for producers of such items. Work with private enterprise to promote your project in other ways. For example, a local water-bottling company might produce a special label and provide water on the day of your race, or a local winery might produce a commemorative label for a dinner event. Or, you may work with garment manufacturers to produce apparel with the project’s logo. Arrange for local merchants to sell the clothing in their stores, providing royalties to the project, or sell apparel to your members and participants at events.

ADDITIONAL PROMOTIONAL ACTIVITIES

- Establish a World Wide Web site
- Set up and staff an information booth at fairs and festivals
- Obtain a listing in telephone directory
- Publish maps of your greenway or trail
- Publish guidebooks

Chapter 9: Securing Necessary Investments

There are a number of investments that must be made to run your organization effectively. This chapter discusses planning for income and expenditures, delineates some cost categories, and relates strategies for obtaining funding. Due to the nature of the process for creating greenways and trails, more funds will be needed in some years than in others. An annual operating budget should be prepared to plan for routine organizational revenue and expenses. A separate fiscal plan will be needed to plan for anticipated major, one-time project expenses and to identify potential funding sources for each expense.

Creating an Annual Budget

If you are creating a new greenway or trail group for this project, develop a budget for ongoing operational expenses and balance those expenses with revenue. Grant makers are likely to require a copy of your budget as well as an audited financial statement, with a grant application. Having a balanced budget will give potential partners a reason to take the project seriously, and will help contributors appreciate the magnitude of the undertaking and the value of their contribution.

Creating a Fiscal Plan

Major project expenditures include the one-time cost of conducting the feasibility study and creating the master plan. To form a comprehensive program to meet these financial needs, the finance and fundraising committee should develop a fiscal plan and revise it as needed. Once the study and plan are completed, costs for acquiring and developing the corridor should be known and maintenance and operating expense estimates should be available. Sources of funds to meet each expense must be identified and developed. The plan should include a time line showing major project expenditures to help keep fundraising activities on track.

A financial consultant, or a representative of an economic development organization may be able to assist, as can a volunteer from the Service Corps of Retired Executives (SCORE). A small-business development center associated with a local college may also provide planning assistance. Consult your local telephone directory for resources.



Understanding Expenses

Expenses generally fall into one of the seven major cost centers listed and described below:

- Start-up
- Organizational operating
- Promotional and fundraising activities
- Matching funds for grants
- Feasibility study and master plan
- Acquisition and development
- Operation and maintenance

Start-Up

Start-up costs include expenditures to create an organization, set up an office, print initial brochures, recruit members, solicit donors, and conduct kick-off events. Small foundations and individual donors are often willing to provide seed money for start-up costs, hoping to catalyze additional investments in their community. As this money will not likely be renewed, it is critical to spend it in ways that will generate additional funds.

Organizational Operating

Few donors and grant makers are willing to contribute to annual operating expenses, such as rental of office space, staff salaries, and overhead. Use membership contributions, conduct annual appeals, and hold fundraising events to generate operating revenue. Wherever possible, the efficient organization will seek to minimize these costs by using subsidized office space, donated equipment, and shared staff.

Promotional and Fundraising Activities

Virtually every organization interviewed in researching this manual noted the extreme difficulty of obtaining funds to bankroll efforts to develop additional funds. Money from memberships and individual donors should be earmarked for these efforts. Occasionally, individuals or businesses will underwrite the cost of promotional materials. Local businesses may be willing to underwrite a fundraising event in return for positive exposure.

Matching Funds for Grants

For grants, a substantial local match is often required and commitments or pledges for these funds usually must be obtained, in writing, prior to application. Fulfillment of these commitments may be contingent upon a successful grant application. Municipal governments, corporations, and individuals may be solicited for commitments.

"You don't need a huge budget if you are trying to do something beneficial for the community. We have 200 acres and we only needed around \$15,000. Once people understood what open space conservation is, they were willing to donate their land to the greenway."

Linda Boxx
McKenna Foundation

Feasibility Study and Master Plan

Conducting a feasibility study and creating a master plan are major expenses that will require large sums of money. In Pennsylvania, most greenway and trail groups raise local matching funds and apply for grants to fund these activities. Municipalities undertaking feasibility and planning studies typically fund them with general revenue from the annual operating budget. These funds are often augmented with grants. Municipalities may also devote money obtained from fees levied on developers or utilize “wind-fall” funds, such as bequests, fees from leasing public lands, or moneys from fines and settlements.

Acquisition and Development

Funds for acquisition and development are the easiest to obtain by public and corporate contributions. People are more likely to give when they see a tangible, “bricks and mortar” return. Funds for acquisition and development are most often raised through a capital campaign. They may also be augmented through major grants. The efficient greenway or trail group will seek to minimize acquisition costs by obtaining donations of land and easements. Keep in mind that donations of land can serve as a match for some state development grants. It is also possible to recoup some of the expense by reselling the land to a holding agency, such as the Pennsylvania Game Commission, leasing the land back to farmers, selling rights to resources, such as standing timber, or realizing a profit from utility leases.

Operation and Maintenance

Ongoing operation and maintenance expenses can be covered by user fees, membership dues, contributions, or proceeds from product sales. Cost sharing among governmental and non-governmental organizations may be spelled out in a maintenance agreement. Business and industry, or local civic organizations may adopt a section of the greenway or trail and maintain it. An endowment can be established, perhaps through a community foundation, to hold funds raised through a planned giving campaign, large contributions or bequests.

***For all fundraising activities,
I use the F.E.E.D.S. system:
Food, Education, Entertain-
ment, Direct appeal, and Say
‘thanks.’”***

Rhonda Dietz
Wildlands Conservancy

Raising Funds

This section provides an overview of funding sources specific to greenway and trails projects. *The Grass Roots Fundraising Book: How to Raise Money in Your Community* is a good source of detailed information on general fundraising efforts (see Bibliography).

Fundraising Events and Sales

The variety of fundraising activities is limited only by the imagination of your group. A few ideas have been mentioned in the preceding section.

Attracting Members

As the greenway or trail will provide direct benefits to the local community, you should begin your fundraising efforts with an appeal to the citizenry. People who subscribe to your mission should join the organization. Most greenway and trail groups charge a nominal membership fee, from \$10 to \$25. The usual strategy is to make membership affordable and build the membership rolls, then solicit members for larger contributions, in-kind donations, or volunteer efforts. A higher fee is generally charged for businesses and agencies to affiliate themselves as members.

Members can be recruited through a brochure, a display, or an event. Most often, however, they are recruited by word-of-mouth. Once individuals are enrolled as members, they should be solicited for additional donations in an annual giving appeal.

In addition to monetary contributions, each member is valuable as an ambassador of the program. Be sure they are fully informed of the case statement and all activities. Periodically remind them to help widen the circle of supporters by bringing guests to events, distributing membership brochures to friends and acquaintances, and providing referrals. Be sure to follow up and solicit each guest and referral for membership and additional contributions.

Members can be recruited to help raise funds in other ways. One successful strategy is to have dozens of member families host dinner parties at home for their friends on a certain night, and then convene everyone at a central location for entertainment, fundraising activities, and education.

Soliciting Individual Donors (Major Donors)

Fundraising experts commonly say that 85 percent of all donations are from individual donors. Your board or committee should identify people who are prospective donors, and ask donors to help by contacting people they know. In contacting individual donors, ask questions to ascertain their interest in the project. Do they hike? Do they bike? How do they feel about wildlife? Cultivating donors may take months or years. There is a donor life cycle—from first contact, through small gift, large gift, and legacy.

Creating a Corporate Giving Program

A corporate giving program is an essential fundraising tool. Check your public library reference desk for directories of businesses. Begin by identifying corporations with a track record of community giving or a high stake in the quality of life in your community. Insurance companies, managed-health-care providers, and sporting goods manufacturers can often see the benefits of supporting greenway and trail activities. The Chamber of Commerce or other business associations may help identify good prospects.

Many corporations have a committee or a community relations officer who controls a community gift or grant budget. Identify these individuals or committees and meet with them in person to present the case statement. Ask for a specific contribution and tell them how it will be spent. Often, once a corporation qualifies your organization for a contribution, they will automatically renew it in future years.

Many corporations match the charitable contributions of their employees. Ask donors if their employer has a matching contributions program and, if so, write to request a match. Corporations also support charities by supporting events. For instance,  The Luzerne Foundation, a community foundation serving Luzerne County, coordinates a “Tri-fun-athon” in which corporations sponsor teams of runners, bikers and canoeists in a race to build an endowment to benefit greenways and trails.

Recognizing Contributors

Give some thought to how contributors will be recognized and rewarded. Common ways to thank and recognize individual members and donors include a pin, decal, newsletter subscription, member discounts at local cooperating merchants, and recognition in newsletters. Grantmakers and major donors may deserve a plaque at the project site or a certificate of appreciation to display in their home or office. Special member events (other than fundraising events) can be rewards as well.

One example of a successful recognition program is to have bricks embossed with the names of contributors, thereby becoming a permanent display and part of the construction material at a trail or greenway. Symbolic deeds and other tokens may be produced for similar campaigns. For example, in 1992 the Lackawanna River Corridor Association raised \$15,000 for a bridge over the Lackawanna River, connecting parks in  Blakely and Olyphant, Lackawanna County. Three hundred planks were “sold” at \$50 each, and each bears an aluminum name plate recognizing the donor.

“Low dues will not bring members. They come because they agree with your mission. Twenty percent of your members are going to provide eighty percent of your support.”

Vicki Greenlee
Friends of the National Parks
at Gettysburg

Seeking Foundation Grants

Numerous large community, family, and corporate foundations make grants to greenway and trail groups. Copies of directories of foundations can be found in local libraries. These directories provide information on each foundation’s grantmaking history and philosophy.

One well-known directory, *Environmental Grantmaking Foundations*, is published annually by Resources for Global Sustainability, Inc. (see Bibliography). This organization also maintains a database of over 47,000 grant programs that can be searched by keywords to determine the foundations servicing your area and type of project. Foundations can also be located by searching the Internet.

Another way to track down information about appropriate grantmakers is by visiting a center for grants assistance provided by an economic development agency. The Economic Development Council Of Northeastern Pennsylvania, for example, maintains the Foundation Grantseeker's Information Service, which includes a library of directories, files of guidelines and other information provided by foundations, and computers for conducting searches of databases and the Internet. They also provide a staff person to assist with searches and proposal preparation. Some libraries also provide access to this material and information.

Small family foundations and charitable trusts are often managed by trust officers at local banks. A phone inquiry to the bank will suffice to identify these individuals. Arrange face-to-face meetings with trust officers to present your case and ask for assistance in identifying which trusts will fund activities related to greenways and trails.

Although there are too many individual foundations and grant programs to list here, a good example is the American Greenways DuPont Awards Program which is a partnership project of DuPont, The Conservation Fund, and the National Geographic Society that provides small grants for the planning and design of greenways. The maximum grant is \$2,500. Applications are accepted between September 1 and December 31 of each year. Contact The Conservation Fund for information (see Green Pages).

Seeking State Government Grant Support

At the time of this writing, Pennsylvania has six major programs supporting greenways and trails, five administered by DCNR and one by PennDOT:

- The Keystone Planning, Implementation and Technical Assistance Program (DCNR)
- The Keystone Acquisition and Development Program (DCNR)
- The Keystone Land Trust Program (DCNR)
- The Recreational Trails Program (DCNR)
- The Heritage Parks Program (DCNR)
- Intermodal Surface Transportation Efficiency Act (ISTEA) Transportation Enhancements Program (PennDOT)



DO'S AND DON'TS FOR GRANT WRITING

- Do research the institution or agency
- Do meet with them, if possible
- Do follow the application guidelines precisely
- Do keep the proposal as brief as possible
- Don't wait until the last minute to get supporting letters from partners
- Do seek clarification of which "in kind" services will be allowed as match
- Do raise money from local sources before applying for matching grants
- Do have letters of commitment for donations not yet in hand at time of application
- Do involve county and municipal governments
- Don't submit a proposal without proofreading
- Don't submit a grant after the deadline; wait for the next round
- Do keep accurate records of project expenditures on projects
- Don't expect reimbursement on expenses incurred before contracts are signed

Three of these programs are funded by the Keystone Recreation, Park, and Conservation Fund Act (Act 50 of 1993). This Pennsylvania law, sometimes referred to as "Key 93," annually provides money to DCNR from the sale of a bond issue and from real estate transfer taxes. Two of the remaining three programs are funded under the federal Intermodal Surface Transportation Efficiency Act (ISTEA) and are described in more detail later in this chapter.

In general, the opening of a DCNR grant round is announced in the Pennsylvania Bulletin, DCNR's Resource newsletter, and on the DCNR site on the World Wide Web (see Bibliography).

These grants generally require a fifty-percent match for qualified projects. Depending on the program, a portion of the funding may be available at the start of a project, but usually the funding is

available on a reimbursement basis; groups wishing to receive these funds must have access to sufficient resources to cover the entire cost of the project, complete the work, pay the bills, and then file for reimbursement.

The Department publishes a manual on each grant program with full guidelines, application forms and samples that must be consulted for details. Furthermore, DCNR holds informational workshops across the state to brief interested applicants.

The Keystone Planning, Implementation and Technical Assistance (PITA) Program (DCNR)

Within the PITA Program are three separate programs of interest to the greenways and trail community:

- Community Grants
- Rails-to-Trails Grants
- Rivers Conservation Grants.

Keystone Community Grants provide funds for comprehensive recreation, park and open space plans, greenway plans, site master plans for neighborhood or regional parks, county natural area inventories, and peer-to-peer technical assistance. Municipal governments (including counties), councils of government (COGs) and some authorities are the only eligible applicants.

Rails-to-Trails Grants may be requested by appropriate non-profit organizations, as well as municipalities. Money is provided for rail-trail feasibility studies and master plans and for special-purpose studies, such as studies of bridges and tunnels of special concern.

Rivers Conservation Grants are available to municipalities and appropriate non-profit organizations for conducting watershed and river corridor studies and plans, many of which include greenway and trail elements.

Keystone Acquisition and Development Grant Programs (DCNR)

The Keystone Acquisition and Development Grants Program includes three components:

- Community Grants
- Rails-to-Trails Grants
- Rivers Conservation Grants

Although these bear the same names as grant programs under the PITA grants, they are separate programs with distinct features.

Under the Community Program, municipalities, COGs and some authorities are the only eligible applicants. These grants provide funding for the purchase of land for park, recreation, or conservation purposes and the rehabilitation and development of park and recreation areas and facilities, including greenways and trails.

The Rails-to-Trails Program is open to municipalities and non-profit organizations. Grant funds may be used for acquisition of abandoned railroad rights-of-way and adjacent land, and to develop them for recreational trail use.

Under the Rivers Conservation Program, funding is available to both municipalities and appropriate organizations for acquisition and development projects recommended in an approved Rivers Conservation Plan (such as those created under the PITA Program). To be eligible for acquisition or development funding, the Rivers Conservation Plan must be listed in the Pennsylvania Rivers Registry.

The Keystone Land Trust Program (DCNR)

DCNR's Land Trust Grant Program also uses Key 93 funds to provide grants to non-profit land trusts' conservancies and organizations. The funds require a 50-percent match and are used for acquisition and planning of open space and critical natural areas that face imminent loss. Lands must be open to public use and the acquisition must be coordinated with the communities or counties in which the property is located.

Although these funds are targeted to protecting critical habitat with threatened species, many of these lands also provide key open space, greenway, bikeway, trail and heritage corridor opportunities and connections in greenway systems. Many land trusts and conservancies are undertaking greenway initiatives and are willing partners in greenway projects.

The Recreational Trails Program (DCNR)

The Recreational Trails Program is administered by DCNR but uses Federal Highway Administration (FHWA) and federal Intermodal Surface Transportation Efficiency Act (ISTEA) funds. The ISTEA legislation included the Symms National Recreational Trails Act, and these grants are sometimes referred to as “Symms Grants.” (ISTEA as it pertains to intermodal enhancements projects is covered in a following section.)

“I recommend that a county or municipality be the sponsor of an ISTEA project. The sponsor must be able to carry the expense through an extended period until the reimbursement becomes available.”

Barry Beere
PennDOT District 10

Recreational Trails Program grants are available to federal and state agencies, municipal government, organizations, and even private individuals. Grant money may be used for a variety of purposes, including work on trails to mitigate or minimize the impact on the natural environment, provide urban trail linkages, and develop trail-side and trail-head facilities. These grants also require a 50-percent local match. DCNR has a detailed grant application manual that includes necessary application procedures, forms, worksheets, sample contracts and agreements, and as well as an environmental survey form. DCNR also provides technical assistance and training workshops for interested applicants.

Heritage Parks Program (DCNR)

DCNR administers the Heritage Parks Program in conjunction with a task force of other state agencies and non-profit organizations. Annual appropriations from the General Assembly are used to fund study, planning, implementation and management projects in officially designated State Heritage Parks in the Commonwealth. As of the writing of this manual, Pennsylvania has eight designated State Heritage Parks. Three additional sites are being studied and are likely to be included in the system soon.

Heritage Parks are large multi-county corridor and geographic areas that contain heritage elements of national or state significance related to industrial themes, such as oil, steel, coal, railroads, and transportation. Through public-private partnerships and a bottom-up grassroots public participation process, regional management action plans are completed to protect and enhance

the natural, cultural, recreational, historic and scenic resources of the area. These resources are interpreted, packaged and promoted to create economic development opportunities based on tourism for the area.

Most of the designated State Heritage Parks and those being planned include greenways, trails and river corridor projects in their regional strategies for preservation, enhancement, interpretation, education and promotion. Some of the state’s best greenway corridors are found in State Heritage Parks and have benefited from funding through the program. Each Heritage Park is run by a manager and staff, who are available to discuss greenways, trail, blueway and heritage corridor initiatives in their regions. More information about the state’s system of Heritage Parks (and the managers’ telephone numbers) is available from the Department’s central office in Harrisburg or from the DCNR Web Page.

The Transportation Enhancements Program (PennDOT)

The Intermodal Surface Transportation Efficiency Act of 1991, known by the acronym ISTEA, included funding for non-traditional transportation improvements which were categorized as transportation enhancements. This act provided \$3.3 billion nationwide over the six-year life of the act for improvements such as pedestrian and bicycle routes, preservation of historic transportation structures, scenic beautification associated with transportation facilities, and other environmentally-positive transportation projects. ISTEA expired at the conclusion of the federal fiscal year on September 30, 1997, but the transportation enhancements provisions have been included in its successor, the Transportation Equity Act for the 21st Century, dubbed TEA 21.

Transportation enhancements projects are eligible for a maximum of 80% federal funding. Pennsylvania’s program has been structured to have project sponsors fund the pre-construction phases of work, that is the design, right-of-way acquisition, and utility relocation work, with non-federal funding, and to then provide 100% federal funding for the construction phase. This generally results in an approximate 80/20 cost-sharing arrangement.

PennDOT provides staff to administer the program and to provide advice and technical assistance as necessary. Project sponsors are expected to secure the necessary engineering or architectural expertise to develop and implement the transportation enhancements projects.

The ISTEA/TEA 21 process in brief:

1. A group seeking funding follows proposal guidelines and submits an application to PennDOT.
2. A state-level committee comprised of private individuals and public officials selects projects.
3. A legal agreement is signed between PennDOT and the sponsoring group. This establishes the federal and local money to be spent on the project.
4. An RFP/RFQ is issued to hire a consultant (either an engineer, a landscape architect, or an architect, depending on the project). The regional PennDOT District office can assist in identifying consultants and preparing the RFP/RFQ. Municipal or county engineers can be used in lieu of consultants. This saves time, and sometimes money, over the RFP/RFQ process.
5. The greenway or trail project is designed by the consultant.
6. The designs are reviewed by PennDOT District staff to assure conformity with federal requirements.
7. PennDOT or the project sponsor puts the project out to bid for construction, and selects a contractor based on the low bid.
8. Construction begins. The consultant provides construction inspection and record-keeping services.
9. The contractor is paid approximately every two weeks as work progresses. Many projects can be completed in about two to three months.
10. After the final work is complete, PennDOT makes a final inspection.

Section IV

The Planning Phase: “Plan The Work and Work The Plan”

The planning phase consists of three major steps: First, conducting property research; second, determining if the project is feasible; and, third, creating a master plan. These tasks are large and daunting, so they are usually completed with the help of a consultant. In this section, Chapter 10 deals with getting started—creating a scope of work and determining staffing capabilities. Chapter 11 provides a working base for conducting property research and reading maps. Chapter 12 covers the feasibility study and describes further information that will be needed in determining project feasibility. Last, Chapter 13 discusses the master plan and provides design tips garnered from greenway and trail designers across the Commonwealth.

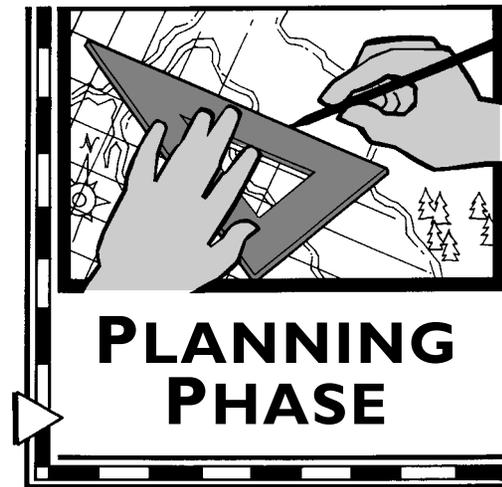
Chapter 10: Getting Started

The planning phase of greenway and trail projects is generally undertaken by planning staff employed (directly or by contract) by municipal governments or land management agencies. But in other cases, particularly when greenway or trail projects are being undertaken by non-governmental organizations, professionals in the employ of consulting firms are best equipped to deal with the complexities of planning tasks. The consultants should have expertise in environmental engineering, architecture, civil engineering, public participation techniques, community and recreation planning, and landscape architecture. If you require the assistance of a consultant, you will have to develop a scope of work and conduct a search. After a consultant has been hired, you will have to play a supervisory role.

Creating a Scope of Work

A scope of work is a detailed outline describing what needs to be accomplished. Define a scope of work to fit your own situation and the requirements of funders, such as DCNR.

To develop a scope of work, identify tasks to be done by volunteers, paid staff, consultants, and cooperating organizations. Chapters 11, 12 and 13 provide guidance on what data is needed and factors to consider in planning your project. Familiarize yourself with them and then construct your scope of work.





Hiring Consultants

If it is necessary to hire consultants, first, develop a list of areas of expertise you will need, such as engineering, architectural, and planning. Then develop a list of firms with specific greenway and trail expertise by contacting the Pennsylvania Recreation and Parks Society, the Pennsylvania Chapter of the Rails-to-Trails Conservancy, Pennsylvania Planning Association or DCNR (see Green Pages) for referral to qualified and experienced firms. Also, consult people involved with related projects in your area for referrals. Your county planning commission may also be willing to refer you to qualified firms.

Next, develop a request for qualifications (RFQ), which is an important step in the hiring process. An RFQ is a request for a consultant's qualifications and experience and should also include your case statement, a generalized scope of work, time schedule, and selection criteria. Send the RFQ to five or ten firms that appear to be qualified. If required by a grant program, place an advertisement in a local paper. If using funds from a state agency, find out whether or not you must publish a notice in the Pennsylvania Bulletin or elsewhere.

Consultants interested in the project will respond to the RFQ. Review responses by the selection criteria outlined in the RFQ, including experience with similar projects in both size and scope, an understanding of the project, and the ability to complete the project on time. Select several consultants and schedule interviews, which should not exceed 45 minutes in length, and ask each

one to present a detailed scope of work during the interview. Prior to the interview, develop one set of questions to be asked at each interview. During the interviews, take notes on the responses to your questions.

After the interviews are completed, review material provided and answers to the set of questions. Using the selection criteria, select two consultants for further consideration. At this time, develop a detailed final scope of work and request cost proposals from each consultant, and check their references. Select a consultant in accordance with the selection criteria.

Keep in mind that a high fee does not necessarily indicate that you will receive better quality work. A firm may inflate the cost because their expertise is in other areas and they expect to make slower progress in the relatively new field of greenways and trails. Also, beware of a quote substantially lower than the others you receive. A consultant new to greenway and trail work may reduce the cost in exchange for an entrée to a new market.



DO'S AND DON'TS FOR HIRING AND WORKING WITH CONSULTANTS

- Do check to see if they have experience with your kind of project
- Don't sign a contract without funding in hand
- Do expect to be billed in monthly installments
- Do assign a liaison to meet with the consultant regularly
- Do provide as much information as possible to the consultant

Chapter 11: Conducting Property Research

It is important to keep a file on each individual property that makes up the corridor and to continue to add valuable information to develop a composite picture of actual conditions and resources of the corridor as a whole. This information will be used to determine if the greenway or trail project is feasible and will provide a base for forming the master plan (see Chapter 13). It will also be vital for negotiations to acquire each parcel as you assemble the corridor. This work may be done by volunteers, a legal professional, or by a title search firm.

PROPERTY RESEARCH CHECKLIST

- Owner(s) name, address, phone number
- Address or location of property
- PIN # (if assigned)
- Tax Map (shows location)
- Tax Card (shows history, buildings, etc.)
- Copy of latest deed (authenticates ownership, gives detailed description)
- Report on title search
- “Windshield” (drive-by) appraisal
- Environmental history

Understanding Legal Instruments of Ownership

Various legal instruments convey ownership or control of property. These are titles, deeds, leases, rental agreements and easements. Some instruments may only provide control of a certain “interest” in a property, such as mineral rights or development rights. *The Conservation Easement Handbook* published by The Land Trust Alliance and *The Trust for Public Land* explains these instruments in depth (see Bibliography).

For each property in the corridor, locate the current deed at the county recorder of deeds office, locate tax information, and then research the chain of title. This is to provide assurance that there are no competing claims for ownership. Lawyers or their legal aides are experienced and may provide this service pro bono, or a title company can be hired to perform the search.

Pennsylvania has the unique problem of overlapping ownership of rail, gas and coal companies, which can make it difficult to follow chains of title. Furthermore, rail, gas and coal companies often sold property, basing the conveyance on their own maps, which may not correspond with official county maps. If a railroad owned an easement and abandoned the line, the underlying property probably reverted to adjacent owners. One may need to look up historical names of railroad lines. For specific information on these situations, see *Acquiring Rail Corridors* by the Rails-to-Trails Conservancy (see Bibliography).



DO'S AND DON'TS FOR TITLE RESEARCH

- Don't underestimate the amount of time this process takes
- Do the title search before making public announcements
- Do recruit professional or experienced people to research the chain of title
- Do use a professional title search company if qualified volunteers are not available
- Do get a written “opinion of title” from an attorney to identify any “clouds” on a title
- Do inquire about title insurance
- Do research back as far as required by title insurance company
- Don't believe claims of ownership made by others without seeing documentation
- Do get “quit claim deeds” or file “quiet title actions” to perfect the title

Conducting Appraisals

The last key information to be determined through property research is the value of the land, determined by conducting an appraisal. The value established by your appraisal will depend on whether you intend to have access agreements or easements, or to purchase the land. There are various appraisal methods. The most accurate is a rigorous survey comparing actual selling prices of similar properties. For most projects a “windshield” appraisal

is all that is necessary to obtain preliminary cost estimates for acquisition. In this method, the appraiser takes an “over the fence” approach, estimating values based on neighboring properties.

If you seek grant funding from DCNR or PennDOT, certain appraisal requirements must be met. Those requirements and the format and content of the appraisal report should be discussed directly with the funding agency.

Appraising Easements: Guidelines for the Valuation of Historic Preservation and Land Conservation Easements, by the National Trust for Historic Preservation, provides useful guidance on this topic (see Bibliography).

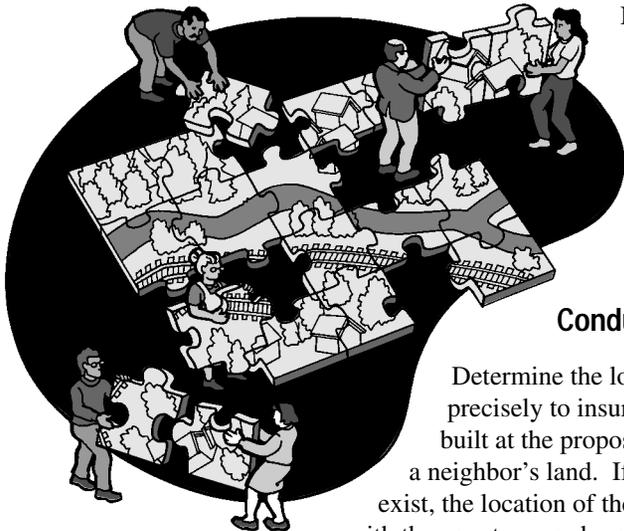
Appraisals may not only assist you in reaching a fair bargain if you purchase land or easements, they may also determine the tax benefit available to donors.

Conducting Surveys

Determine the location of a property line very precisely to insure, for instance, that the parking lot built at the proposed trail head does not encroach on a neighbor’s land. If adequate markers and monuments exist, the location of the lines can be determined. Check with the county recorder of deeds office to see if a survey was ever conducted and recorded. Otherwise a local surveyor should be contracted to conduct a survey.

“If you are going to tell a property searcher you want him to research a property formerly owned by a railroad or coal company, lock the door first!”

Bill Higgs
Anthracite Scenic Trails Association



For long, linear features, such as road and railroad rights-of-way, and for stream corridors, it may be possible to use a center line survey. Rather than calling out metes and bounds, the deed or easement will give a center line and the width to either side. If acceptable, a center-line survey is a less costly alternative to a survey based on the metes and bounds of a parcel.

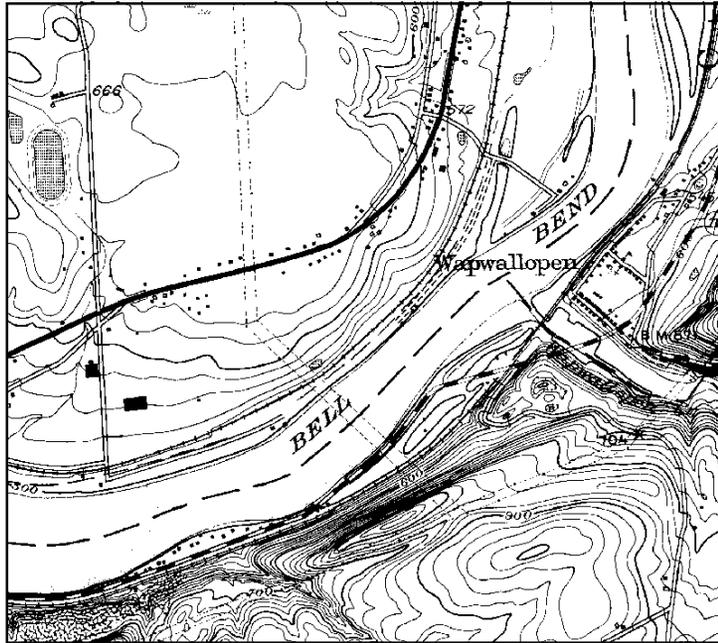
A survey is also used to determine the acreage of a property and may produce a more accurate calculation of acreage than that shown on tax maps or recorded in deeds. This information is necessary if you are purchasing land.

Using Maps

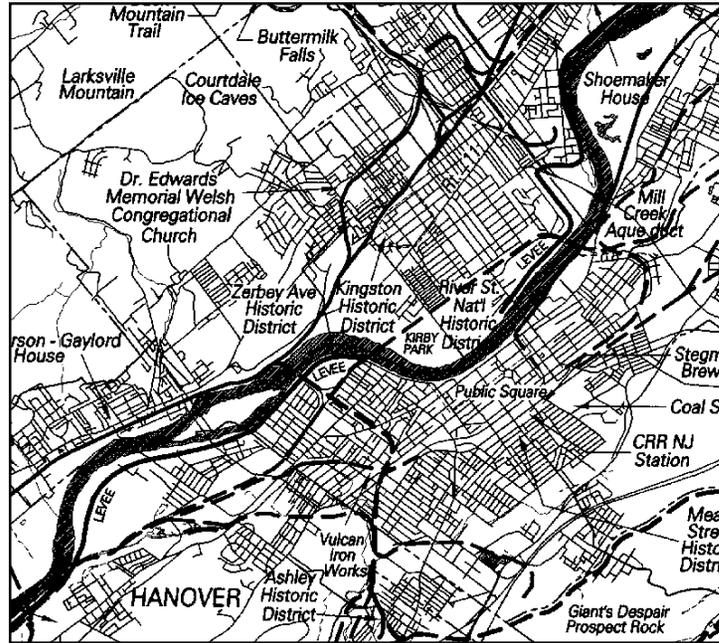
In the process of conducting property research, and later in working on feasibility studies and plans, you will spend a great deal of time working with maps. A copy of the official county highway map is useful to locate the official names and numbers of all roads and to locate political divisions. Use a USGS Quadrangle to identify features and contours. Tax maps are key to property owner and boundary information. More and more information is being converted to computerized Geographic Information System (GIS) mapping. If producing your own maps, consider using GIS-based software to do so. Samples of four commonly used types of maps follow.

SOURCES OF MAPS

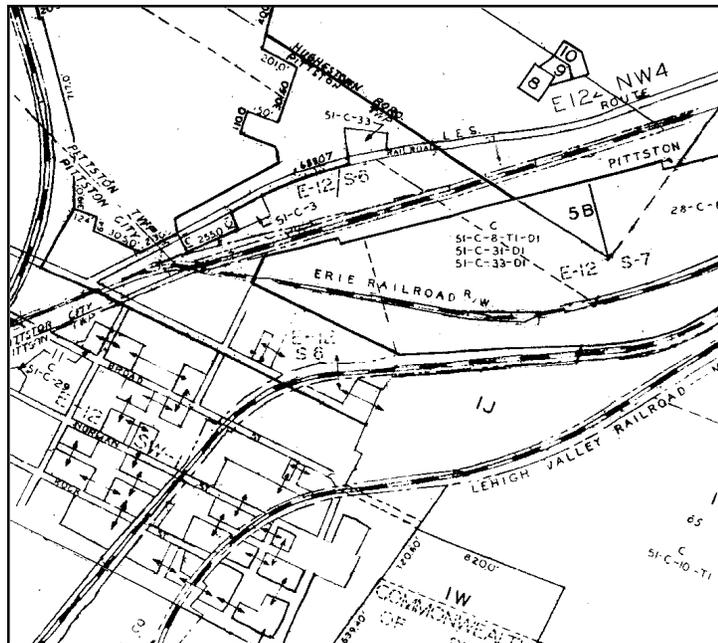
- County and municipal planning offices
- County and municipal tax offices
- United States Geological Survey (USGS) (available locally through authorized retailers)
- Consulting firms
- Colleges with GIS capability
- Railroads (track maps, system maps)
- Utility companies (utility corridors and easements)
- State agencies, such as PennDOT, DCNR, DEP, Game Commission, Fish and Boat Commission



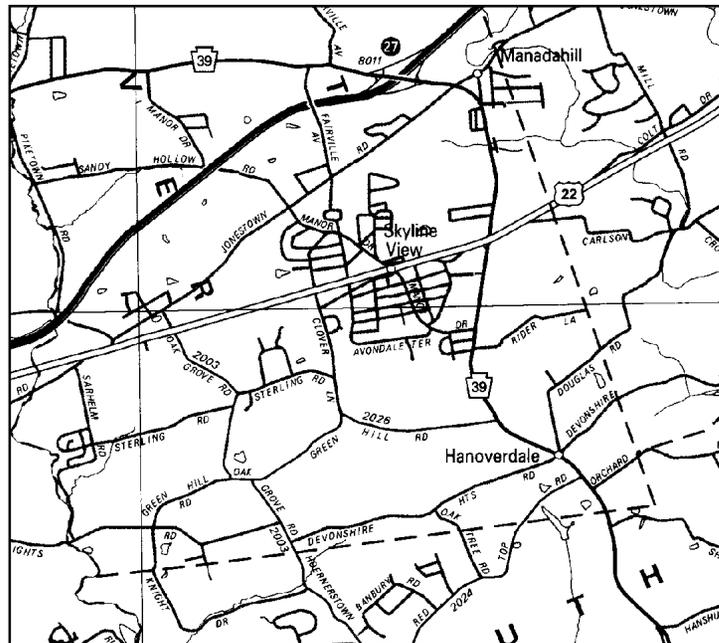
USGS MAP, 7-1/2 MINUTE SERIES QUADRANGLE



GIS-BASED MAP



MUNICIPAL TAX MAP



COUNTY HIGHWAY MAP

Chapter 12: Conducting the Feasibility Study

There are a number of other factors to consider in determining project feasibility. Conducting property research regarding the ownership, physical features, historical, cultural and scenic resources, and the environmental conditions of the corridor will provide information needed to determine if the project is feasible. Questions that must be answered before a project can be considered feasible include:

- Is there a likelihood that the land can be acquired?
- Is there public support for the project?
- Is funding available to acquire property comprising the corridor?
- Is there an entity willing to take ownership and operate the greenway or trail?
- Is funding available to develop, operate and maintain the corridor?



COMPONENTS OF A FEASIBILITY STUDY

- Inventories and characteristics of the proposed corridor
 - Physical inventory and assessment
 - Natural resources inventory
 - Environmental assessment for hazardous and residual waste
 - Engineered structures inventory
 - Public services and utilities inventory
 - Scenic resources inventory
 - Historical and cultural resources inventory
 - Transportation characteristics
 - Population and socioeconomic characteristics
- Potential Demand Analysis
 - Economic benefits
 - Social benefits
- Feasibility determination

“Length of trail doesn’t necessarily increase the cost of a study. We studied 32 miles for the same cost as 11 miles. Cost depends on the level of detail; issues that arise on 32 miles may be the same over and over again throughout the trail.”

Diane Kripas
DCNR

The reported costs for conducting a feasibility study in Pennsylvania vary widely depending on the level of detail and whether or not the corridor is in contiguous ownership. An average of about \$8,000 per mile was calculated from studies funded through the Key '93 grants; costs for these studies ranged from \$2,250 to \$17,300 per mile.

The Physical Inventory Assessment

An important body of information necessary to your feasibility study and master plan is the physical inventory. The physical inventory should cover the area included in the corridor in the original vision. If possible, consider gathering information on a wider swath to allow for the planning of alternative corridor alignments. The physical inventory may be conducted by a consultant, skilled volunteers, or volunteers with support and technical assistance from consultants.

The physical inventory should be presented as a map with layers of data and a written narrative describing the features. If the corridor is extensive, or if it passes through distinct habitat areas with diverse land uses, break the inventory into segments. Many subsets of information may already exist and can be compiled by volunteers.

The longevity of the inventory is a concern. The landscape of Pennsylvania is constantly changing as land use changes. Forests may be logged over, old fields may be overgrown, structures may deteriorate, new populations of wildlife may be located and new archaeological finds recorded. If five or more years intervene between the completion of your physical resources inventory and commencement of your master planning effort, the inventory and plan should be updated. Recheck for updated data on structures, archaeology, and PNDI-listed species just before the construction phase begins.

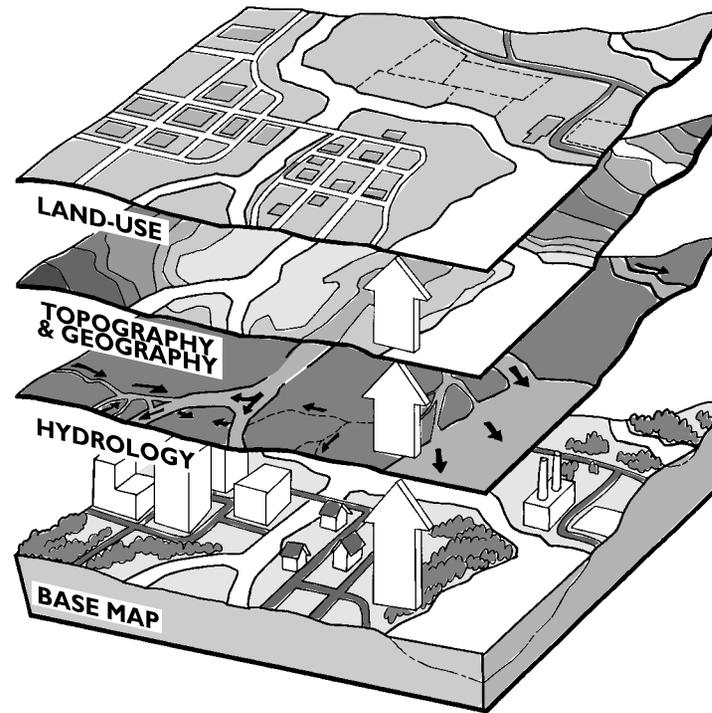
The **Natural Resources Inventory (NRI)** may be compiled by a consultant or by volunteers using information from a number of existing sources. Consider working on this project with municipal environmental advisory councils in corridor communities.



NATURAL RESOURCES INVENTORY CONTENTS:

- Base map / topographic map
- Geology map
- Soil map
- Hydrology map
- Aerial photographs and satellite images
- Vegetation survey
- Fauna inventory
- Assessment of existing trail surfaces
- Assessment of stream bank condition
- Identification of natural topographic landmarks

The DCNR Bureau of Topographic and Geologic Survey can provide geological and hydrological maps. The soil map is available from County Conservation Districts, the Natural Resources Conservation Service or, generally, county planning commissions. The hydrology (lakes, ponds, watercourses, wetlands) should be a data layer available from USGS. Aerial photographs and satellite images should also be available from county planning commissions and public utilities.



Your county planning commission or county emergency management agency can assist in the identification of floodplains. Construction designs and management plans need to address this type of threat. For example, some of the Pine Creek Trail, in Tioga County, was flooded out after just one year of operation. Several small streams washed across the trail, causing severe erosion. 

The PNDI can be consulted for information on threatened and endangered species. More information can be obtained from municipal and county natural resource inventories. Colleges and universities often inventory areas. Wildlife clubs, such as the Pennsylvania Chapter of the National Audubon Society, may have bird and animal census data and atlases containing wildlife information. The Pennsylvania Fish and Boat Commission and the Pennsylvania Game Commission also have information on wildlife populations.

Topographical features such as gaps, rock outcroppings, and caves are probably known to local residents and may have local names. For example, geological and scenic features of the Conemaugh Gorge and Packsaddle Gap are noted on mapping of the Conemaugh River Greenway. *The Atlas of Pennsylvania* contains a wealth of geographical information, and the *Pennsylvania Gazetteer* contains the register of official place names (see Bibliography).

A county agricultural association, a branch of the U.S. Department of Agriculture, or a county agricultural extension service can provide information about agricultural land use. The Pennsylvania Bureau of Forestry district office can provide information about forest cover (see Green Pages).

When your natural resources inventory is completed, your steering committee and your planning consultants can review it to make suggestions and recommendations to protect and use the resources identified in it. For a trail, plan an alternative alignment to avoid a population of threatened wildlife or reroute the corridor to avoid a hazard, as was done for the Allegheny Highlands Trail, which was realigned to bypass a tunnel in danger of collapsing. For a greenway, extend the corridor to include a critical environmental area, or realign your route to include attractive features, such as scenic overlooks.

Environmental Assessment for Hazardous and Residual Waste

If taking ownership of property, your organization may be assuming liability for environmental contamination on the site. The Delaware and Lehigh Canal National and State Heritage Corridor, for instance, contains the site of a former zinc mining and smelting plant, with heavy metal contamination qualifying it for Superfund status. To protect the organization from potentially catastrophic remediation costs, do not take ownership of a property without at least conducting a Phase I Environmental Site Assessment. An environmental engineer or other qualified professional should be hired to perform this work.



CONTENTS OF A PHASE I ENVIRONMENTAL SITE ASSESSMENT:

- A site description
- Geologic and hydrologic conditions
- Search of DEP records of chemical contamination and spills
- Historic information on former industrial use or mining operations
- Underground storage tank records
- Site reconnaissance

In conducting a Phase I Environmental Site Assessment, it is important to consider what lies on adjacent property, as it may be carried onto the project site. If any indications of contamination are found, samples will be taken and analyzed. If contamination is found, additional tests may be necessary to determine the extent of the pollution and to estimate costs of remediation. When contamination is found, there will be a variety of remediation options. Your consultant can advise you about these. Contact the DEP regional office to report findings and to get more information. DEP can assist in creating an effective remediation plan.

If serious contamination is found, you may not want to acquire a given property. If the decision is made to go ahead with the acquisition, negotiate with the seller to remediate before closing the deal. If the problem is relatively minor, or if the parcel is critical to continuity of the corridor, consider assuming responsibility for the clean-up. Funds may be available through DEP and EPA for clean-up (see Green Pages).

The Engineered Structures Inventory

If a railbed or roadbed is present, assess the condition of the surface and base (sub-strata) of the bed. If any bridges, tunnels and grade crossings appear in the inventory, they must be assessed. An engineering firm can be contracted to perform this service, or, as in the case of the Back Mountain Rail-Trail, Luzerne County, a municipal engineer can carry out the study. The Cumberland Valley Rail-Trail Association had help from a local retired engineer.

 Bridges and tunnels are critical to trails. For example, the Ghost Town Trail could not proceed further west than Dilltown, in Westmoreland County, due to the loss of two railroad trestle bridges. In the past, throughout the state, many bridges were removed and tunnels blocked off upon abandonment. In October 1996, Governor Tom Ridge announced a policy directing PennDOT and DCNR to work together to review bridges and tunnels to determine future potential use upon abandonment. The intent is to save as many of these structures as possible for uses such as trails. DCNR and PennDOT have developed a decision tree and manual, with the assistance of the Pennsylvania Transportation Institute at Penn State University, to provide guidance on trail structure issues.

The Public Services and Utilities Inventory

Identifying public services and utilities along the corridor, such as water supplies and sewer systems, can help with the planning and placement of visitor services such as water fountains, rest room facilities, and visitor center buildings. The municipal office or county planning commission should have maps of these systems. Electricity and phone lines are important to visitor services, and also to security along any proposed trail. Conduct a drive-by assessment to see if utility poles are in place, and consult with the appropriate utility about extending service where needed.

The Scenic Resources Inventory

Whether natural or man-made, the corridor will have aesthetic qualities. The visual attributes of the landscape should be assessed, and designs and management practices should be planned to preserve and enhance the scenic value of the greenway or trail. In the assessment, the viewshed is identified, features are recorded, criteria are chosen and a rating scale is developed. Then units of landscape are rated according to the criteria.

Scenic America is a national organization advocating long-term protection of America's scenic landscapes. They provide advice on designing parkways and on community planning. Technical information on evaluating scenic resources appears in their *Technical Bulletin: Evaluating Scenic Resources* (see Bibliography).

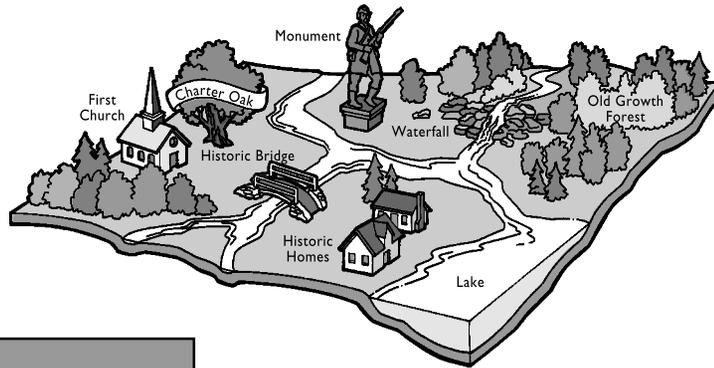
The Historical and Cultural Resources Inventory

The historical and cultural resources inventory can be based on information provided by the local historical society, the Pennsylvania Historical and Museum Commission (PHMC) and your local Heritage Park (if your corridor is in one). If the corridor was once a rail line, the Railroad Museum of Pennsylvania, in Strasburg, Lancaster County, may be able to tell you its history. The Pennsylvania Trolley Museum in Washington, Washington County, is a source of historical information as well (see Green Pages). Local historical societies and cultural councils are important potential partners as well as sources of information.

Note historical and cultural features that lie outside of the corridor because a constellation of attractions in close proximity will draw more visitors than any single attraction would in isolation. In one example of this synergy, the Lehigh Gorge Trail, in Carbon County, was an immediate success, building on visitation to nearby parks, trails, and water sport attractions. The shopping districts and historical and cultural attractions in Jim Thorpe and other trailside communities benefited from the additional visitors drawn to the trail. 

Begin your inventory by noting on your map all historic sites and districts listed on the National Register of Historic Places and the PHMC list of eligible places. Add cultural resources such as museums, and arboretums. Note any historic sites that could serve as commercial tourism-type establishments, such as bed & breakfast establishments, restaurants, and campgrounds. A good way to obtain additional information is to lay out a map at a public meeting and invite residents to comment and identify features.

Properties listed in or eligible for the National Register are given a limited amount of protection by federal historic preservation regulations. Placement on the Register also opens up opportunities for financial assistance. Consult the PHMC or the National Register for information.



“Your access must be feasible according to the way people behave, not just to an engineering plan. People will walk about a quarter mile to get to a greenway before walking gets onerous.”

Peter Hecht
Environmental Research Group, Inc.

Transportation Characteristics

A transportation planning consultant, your municipal or county planning commission, or a PennDOT official may be able to help you identify and describe roads, railroads, and other means of transportation affecting the proposed greenway or trail. Attracting visitors to a trail may be desirable, so placing access and developing a suitable parking area off a heavily travelled road may be an advantage. For a conservation greenway, the opposite may be true.

Population and Socioeconomic Characteristics

The demographics of the immediate area and surrounding region will influence how the proposed trail or greenway is used. Elderly residents tend to use a trail for short excursions. Younger and athletically inclined individuals will use it less frequently, but for longer duration. The county planning commission or economic development agency will have statistics from the U.S. Census Bureau and other sources to assist you in planning to meet the needs of the local population. Information is also available from the Pennsylvania State Data Center and local affiliate data centers located throughout the state.

A number of social and economic factors will influence decisions you make in planning the corridor. An estimate of the potential demand, and potential economic benefits can be derived from socio-economic studies.

Potential Demand Analysis

A key factor that will influence greenway and trail corridor planning is the potential demand. If the region already attracts large numbers of recreational users, a hiking and biking trail may draw a significant number of visitors. In planning for the proposed trail, get attendance figures from similar facilities as a basis of prediction. For example, the Ohiopyle State Park Bike/Hike Trail had an estimated attendance of 150,000 visitors in 1991. Based on this and other data, the planners of the Ghost Town Trail estimated 75,000 to 100,000 visitors per year. Within a year of opening, they reached the higher figure.

If the proposed trail is designed to be a recreation and tourist destination, other nearby tourist attractions may increase your draw as well. Your local or regional tourism promotion agency may be able to provide information about the numbers of visitors those attractions have and this may help you estimate potential demand for the site. Tourism promotion agencies may be contacted through the Office of Tourism and Travel of the Pennsylvania Department of Community and Economic Development (see Green Pages).

Trip generators are points of attraction that people will use the corridor to access. For example, there may be a playground, store, restaurant or public library accessible to residents of a neighborhood by a path within the greenway. Or, a boat launch will generate trips, as will an exercise trail. Your planning team should mark a map with potential trip generators and attempt to estimate the number of trips each could generate when the project is completed. Transportation planners and bicycle and pedestrian coordinators can assist in this area.

Potential Benefits Analysis

Greenway and trail planners think of potential economic benefits as tools to market their concepts. An economist can assist with assessing the potential benefits, which can be describe in the master plan. Economic benefits include:

- Increased real property values
- Increased business revenues
- Additional jobs created
- Increased corporate relocation and retention.

A section on estimating economic benefits appears in *Economic Impacts of Protecting Rivers, Trails, and Greenway Corridors* (see Bibliography). This publication of the National Park Service also cites dozens of studies showing economic and other benefits. It gives rationales for and examples of how to use such models to make the general public and local officials aware of all benefits from protecting rivers, trails and greenways.

Social Benefits

There are numerous social benefits to greenways and trails. Among these are recreational opportunities, health and fitness opportunities, spaces to socialize, historic preservation, environmental protection and community aesthetics. Connecting neighborhoods and bringing people into contact with each other help to build a sense of community. All project-related social benefits should be discussed in your master plan. A technical brief, *The Economic and Social Benefits of Off-Road Bicycle and Pedestrian Facilities*, by the National Bicycle and Pedestrian Clearinghouse contains additional information useful to trail planners (see Bibliography).

Feasibility Determination

Your committee and any consultants involved will need to reach a conclusion about the feasibility of creating the greenway or trail. Refer back to the questions at the beginning of the chapter and discuss other concerns or constraints before writing the recommendation to pursue, delay or terminate the project. Keep in mind that

many barriers to feasibility may be overcome by further action of greenway and trail advocates. What is not feasible this year may become feasible in the future. The following chart suggests solutions to potential barriers to a greenway or trail project.

POTENTIAL BARRIERS	
Feasibility Factor	Potential Solutions
Proposed alignment does not meet community and conservation goals	Choose new alignment
Land is unavailable for acquisition (reluctant seller/donor)	Be patient, stay in touch, negotiate to meet seller/donor needs
Lack of public support for the project (substantial opposition exists)	Delay project, conduct public awareness campaign, negotiate with sensitivity to needs of opponents
Lack of political support for the project	Be patient, renegotiate with sensitivity to political priorities, conduct information campaign, wait for change of administration
Lack of funding to acquire property	Delay acquisition, expand fund search, scale down project, phase acquisitions as funding becomes available
No institution will take ownership and operate the greenway or trail	Form an authority, council of governments, or a not-for-profit organization
Lack of funding to develop the corridor	Acquire land to develop later, expand search for funding, scale down project, develop in phases as funds become available
Lack of revenue stream to operate and maintain the corridor	Delay development, scale down project, begin fundraising campaign and membership drive

Chapter 13: Creating the Master Plan

Once the greenway or trail project has been deemed feasible, the information gathered in conducting the property research and the feasibility study will be used again in the master planning process. The master plan must specify what will be done, who will do it, how it will be paid for, and when it will be done. Questions to consider are in the checklist to the right.

This chapter covers creation of the master plan and gives design tips of a general nature. The variability of goals, resources, and terrain from project to project makes it impossible to give specific site plans for design and development in this manual. For more information, refer to manuals on trail design cited later in the chapter and listed in the bibliography. Keep in mind that the professionals creating the specific site plans will be able to advise you on the best construction options.

Mastering the Master Planning Process

The master plan is not to be confused with detailed site plans for your trail or greenway. Professionals will develop site plans for specific improvements on your greenway or trail based on general decisions recorded in the master plan. The master plan can be created by any of a variety of consultants, including engineers, landscape architects and experienced trail managers, in cooperation with municipal officials. This is a particularly important tool to use to gain the support of these officials early on in the process, and to insure consistency with local and county comprehensive plans, local ordinances and code requirements. Researching these requirements during the design phase could avoid extra costs and delays in the project. Keep in mind that specific site plans may later be required for approval and permitting.

QUESTIONS TO BE ANSWERED BY THE MASTER PLAN

- What will be the actual alignment of the corridor?
- What alternative alignments are possible if problems are encountered?
- Where will it begin and end?
- Where will access points be provided?
- How will access be controlled?
- How will the trail or greenway be used?
- What amenities will be developed?
- What kind of trail surface will meet the usage and loads on a trail?
- Will side-trails be used to connect to additional trip generators?
- How will the rivers, railroads, and roads be crossed?
- How will neighbors' privacy concerns be addressed?
- Who will provide security?
- Who will maintain the trail or greenway?
- How will environmentally sensitive areas such as, forests, floodplains, wetlands, and other habitats be incorporated?
- How will invasive, non-native species be incorporated?
- Which natural features will be protected?
- How will natural features be interpreted?
- Which buildings and structures will be retained, improved and used?
- Where will acquisition funds come from?
- Where will maintenance and operation funds come from?
- Where will operational funds come from?



CONTENTS OF A MASTER PLAN TYPICALLY INCLUDE:

- Goals and objectives of the project
- Location information
- Summary of citizen outreach results
- Summary of resource inventories
- Development plan
- Implementation timetable
- Development cost estimates
- Management plan

Goals and Objectives

The goals and objectives of the project are developed from the vision statement, as modified by input collected from the public, local officials, key contacts, professionals involved in the project, and partners. For example, the *Master Plan for the Ghost Town Trail* states that a goal is to establish a high quality trail with a natural character.

Location Information

The location of the greenway or trail should be shown on a series of maps updated from the feasibility study mapping. One map should indicate a regional location of the project; a second should show the preferred corridor alignment in the community setting. If these maps are not on a scale useful to portray detailed locations of road crossings, access points, structures, and amenities, also include a series of map enlargements to illustrate these items. Descriptive text about the location of features should be included.

Summary of Citizen Outreach Results

The summary of citizen outreach results should focus on identifying the goals and needs addressed by the creation of a greenway or trail. It should list, in brief, the steps taken to reach the public about your project, and, to the extent possible, should include data on the results of your outreach efforts.

Summary of Resource Inventories

The summary of resource inventories should focus on salient features to be protected, interpreted, or otherwise affected by the development of the greenway or trail. The master plan can refer readers to the extensive data assembled for the feasibility study.

Development Plan

The development plan should consist of an item-by-item plan for each section of trail, access area, crossing, bridge, picnic area, or other component of the greenway or trail. With information developed earlier in the process, your planning team can meet in an intensive design session called a design charette to transform your vision into a plan. The charette can focus on and produce such things as artistic renderings of the site, construction specifications for the trail surface, design specifications of structures, and architectural concepts for buildings.

Implementation Timetable

Each element of the proposed project should be prioritized, and a timetable should be developed to accomplish each. The development of these elements may be grouped in phases. For example, all elements necessary to open the core of the trail to the public for minimum use should be completed in Phase I. Later phases can address the addition of amenities, extensions of the trail or greenway, and capital-intensive projects, such as historic site restoration.

Cost Estimates

At this time, professionals should provide cost estimates for each element in the master plan. This will provide guidance for any fundraising efforts. Although the cost of these projects may seem overwhelming, keep in mind that creation of linear parks, trails and greenways often is less expensive than creating other types of recreational facilities. Cost estimates are usually derived by averaging actual costs from a variety of similar projects recently completed around the region or across the state.

“Greenways provide more bang for the recreational buck by taking advantage of otherwise unbuildable landscapes like floodplains and ridgelines, and by linking lands already in public ownership.”

Ed McMahon
The Conservation Fund
American Greenways Program

Management Plan

The management plan outlines all aspects of operations and maintenance and addresses administrative work, promotional activities, security patrols, refuse removal, and educational interpretation, as well as routine and deferred maintenance. The management plan should be detailed enough for use in preparing an annual operating budget. It should also specify which entities will be responsible for each action item.

Presenting the Master Plan to the Public

When a final draft is completed, request that your elected officials present the master plan to the community in a public meeting. This is an important step in solidifying public support. A transcript of the public comments should be attached to the final plan. After the plan has been fine-tuned in keeping with the input of municipal officials, ask that the plan be endorsed or approved by the municipality.

Designing Infrastructure and Facilities

The master plan should specify structures, improvements and amenities needed to meet the stated community goals and needs. Structures might include gates, barriers, culverts, bridges, parking areas, or boat launches. Amenities could include an information kiosk, comfort station, visitor center, picnic area or outdoor study areas. Specifications for the design of these items should be included. For example, in designing a parking lot, determine its location, estimate the size and capacity, and specify amenities, such as lighting and gates. In all cases, be sure the design complies with local codes and ordinances, and is accessible to the physically challenged.

“The impetus for our trail came from snowmobilers. We’ve had no problems with multiple use. In Lancaster County, we are lucky if there is good snow for ten days a year. The other 355 days are available for hiking and biking.”

John Gerencser
Lancaster County Parks and Recreation

Sample or standard designs are available for certain common elements of greenway and trail design. *Greenways, A Guide to Planning, Design, and Development* illustrates sample sketches and photographs for a variety of designs. *Trails for the 21st Century* by the Rails to Trails Conservancy is a useful manual. The *Community Trails Handbook*, by the Brandywine Conservancy, features trail design information. Other sources include PennDOT, your municipality, and local engineering firms.

The design specifications contained in the master plan should be consistent with community character and the intended uses of the trail. Trail surface is a primary design consideration that will be dictated by intended use. For example, pavement is likely to be damaged by the carbide studs on the track of a snowmobile, while wood chips or crushed limestone are not conducive to in-line skating on the proposed trail. These conflicts must be addressed at the design level in your master plan. The National Bicycle and Pedestrian Clearing House has a technical brief on resolving trail user conflicts (see Bibliography). A successful example illustrating how design features reduced or eliminated a potential conflicts is the Butler-Freeport Community Trail, in Butler and Armstrong Counties. While horseback riding on the trail is permitted, equestrians are asked to stay within a prepared grass margin beside the surfaced trail.

Community character and the aesthetic values desired to be maintained for a greenway or trail must be taken into consideration in design decisions. For instance, lighting an urban greenway’s path with Victorian-era gas lamps may be in keeping with the surrounding business district, whereas a rustic picnic table would look out of place. Funding agencies may have standards, requirements, or conditions that must be met. It is advisable to check with each funder before you begin design work.

Keep in mind the following design consideration for your type of greenway or trail.



DESIGN TIPS FOR ALL TYPES OF GREENWAYS AND TRAILS

User Safety

- Design trails with adequate lines of sight
- Design methods to control access, such as gates
- Design security lighting for buildings and access points

Resource Protection

- Use resource information gathered for your feasibility study to determine your alignment, including environmentally sensitive areas and habitats, and cultural features
- Use recycled, local materials as appropriate to aesthetic goals
- Plan to manage for natural species
- Select porous surfacing materials, if permitted by local ordinance

Community Needs

- Design for as many uses as possible and practical
- Plan for education and interpretation



DESIGN TIPS FOR AN URBAN GREENWAY AND TRAIL

- Design to be consistent with existing neighborhood character
- Use hard surfaces in densely-populated areas
- Include as many access points as possible
- Establish separate lanes for distinct uses
- Incorporate multiple transportation modes
- Design social gathering areas with a variety of seating arrangements
- Provide for a sense of security and a sense of aesthetics
- Provide means to deal with animal waste
- Consider storm water management and urban stream restoration in designs



DESIGN TIPS FOR A RECREATION TRAIL FOR NON-MOTORIZED USES

- Design for multiple use
- Establish separate lanes for distinct uses
- Use native species for landscape and erosion control
- Use natural materials and plantings for erosion control
- Design to accommodate maintenance vehicles
- Drainage, drainage, drainage

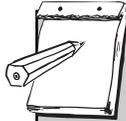


DESIGN TIPS FOR A CONSERVATION GREENWAY

- Include wetlands and riparian corridors in the greenway
- Limit parking and access points to guard against over-use
- Consider habitat and native species restoration
- Include educational facilities, such as designated study areas
- Plan for educational and interpretive signs
- Manage forest land and floodplains according to established Best Management Practices and local ordinances

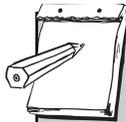
“Our interpretive signs include precautionary posters about poison ivy and rattlesnakes, and about wearing blaze orange when hiking in hunting season.”

Richard Koeppel
U.S. Army Corps of Engineers,
Tioga, Hammond & Cowanesque Lakes



DESIGN TIPS FOR A WATER TRAIL

- Design for a variety of watercraft and activities
- Plan to interpret and educate on land and water conservation
- Design appropriate landings for type and volume of use
- Use buoys to mark separate lanes for motor craft in high use areas
- Establish stream-side buffer zones and riparian forest buffers
- Consider stream habitat restoration



DESIGN TIPS FOR A RECREATIONAL TRAIL FOR MOTORIZED VEHICLES

- Use a minimum 12-foot-wide bed
- Select a durable but non-paved surface
- Provide for adequate sight distances
- Consider separate lanes for other uses
- Design functional rather than ornamental bridges
- Plan for the grooming and removal of snow
- Plan for traffic and speed warnings and access controls
- Plan to close the trail when weather conditions make it vulnerable to erosion
- Provide for adequate traffic crossings

Design Considerations: Enhancing Economic Benefits

Evidence shows that greenways and trails provide economic benefits to the communities in which they are located. These benefits may be enhanced by incorporating economic activity into the greenway or trail or by linking to sites where economic activities take place. Through the master planning process, the committee can use economic impact information previously developed during the feasibility study and present that data to the business community to encourage collateral development.

National research indicates that nearby collateral services such as food, lodging, transportation, supplies, and entertainment attract people to visit the nature area or trail and encourage them to stay longer. Visitors support the greenway or trail directly by making a donation, paying a user fee, or purchasing a promotional item. The local economy is benefited by their purchasing equipment, lodging, food and services. A study showed that users of the Oil Creek State Park Bike Trail spent an average of \$25.86 per day there. For additional examples, see *Economic Impacts of Protecting Rivers, Trails, and Greenway Corridors* (see Bibliography).

Designing for Successful Collateral Development

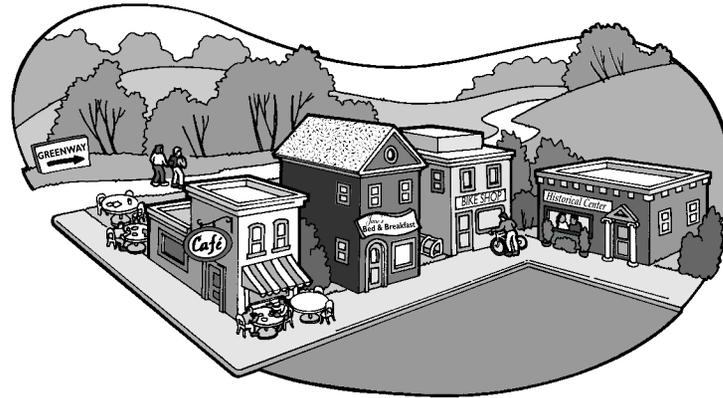
Collateral development means connecting your greenway or trail to off-site amenities and attractions. The master plan should identify uses and services compatible with the intent of the proposed project.



POTENTIAL COLLATERAL DEVELOPMENT INCLUDES:

- Campgrounds
- Sporting goods stores
- Restaurants
- Lodges and hotels
- Zoos and museums
- Liveries (equipment rental and shuttles)
- Scenic tour rides
- Marinas
- Shopping districts and shopping centers

Designs should provide for connections to collateral developments, such as turning lanes to adjacent amenities and connecting paths to points of interest off the trail. For example, the National Park Service has created a Historic Pathway connecting the National Park at Gettysburg to downtown Gettysburg, Adams County, with a series of interpretive plaques drawing visitors to the shopping and restaurant area. It may be possible to locate larger trailheads close to existing shopping centers or clusters of services. Another example is the northern terminus of the Lehigh River Gorge Trail, which is a shopping center in Whitehaven, Luzerne County.



Once plans for a greenway or trail are announced, entrepreneurs may express interest in opening businesses. In Somerset County, for example, the Chamber of Commerce periodically receives inquiries about opportunities for bed-and-breakfast establishments, restaurants, and campground development in areas within close proximity to local trails.

To support your greenway or trail, the planning team should consider leasing structures in the corridor to entrepreneurs. For example, a house on farmland acquired for a greenway could become a bed and breakfast or a youth hostel; or a large room in a trail visitor center could be leased to a cafe operator. In a concession arrangement, the organization will receive a percentage of the net profits from sales generated by the concessionaire. For example, the Bureau of State Parks, DCNR, allows a concessionaire to run a boat rental operation at a lake located in the Lackawanna State Park, Wyoming County.

Livery service is another example of collateral development. Businesses may be permitted to drop off and pick up clients at the trailheads. For instance, Pocono White Water, Ltd., of Jim Thorpe, Carbon County, provides guided rafting trips through the Lehigh Gorge using boat accesses maintained by the Bureau of State Parks, DCNR, at Lehigh Gorge State Park. When the Lehigh Gorge Trail recently opened, a mountain-bike rental and shuttle service was added and is a small, but growing, segment of their business.

Where rails-with-trails exist, the train operator may set up a shuttle services. Along the York Heritage Rail-Trail, the Northern Central Railway sells one way tickets that enable visitors to ride the train one way and hike or bicycle back.

Existing businesses are often given a boost by trail and greenway development. The River's Edge Family Campground in Adelaide, Fayette County, is a good example. The owners report that their occupancy rate increased by 25% immediately upon the opening of the Youghiogheny River Trail, and business is still growing.

If the trail corridor is longer than a day's journey by foot, bike, or boat, you could actively seek development of campgrounds. For example, a concessionaire operates the Dingmans Falls Campground along the water trail within the Delaware River National Recreation Area.

Your organization should consider working with local businesses on promotional projects that will benefit both the project and area businesses. Examples include a map of the proposed trail or greenway printed on placemats at local restaurants, or a brochure, sponsored by local businesses with their listings on the printed material. A good example of this type of cooperative effort is found in Western Pennsylvania where the reverse sides of large official information sign boards along the Youghiogheny River Trail are rented for advertising by nearby restaurants and services, with proceeds used to support the trail.

“Liveries make it easier for people to experience wild areas that are normally inaccessible because they don’t own a raft, canoe, or mountain bike. We introduce people, including school groups, to these areas. This helps people become more environmentally conscious because they can see what is being saved and what needs to be saved.”

Doug Fogal
Pocono White Water, Ltd.

Guidebooks provide another opportunity for a cooperative endeavor. Information provided in guidebooks encourages trail use as potential visitors want to know about the trail or greenway before deciding to visit. A private company may produce a guidebook to the proposed trail and offer it for sale through your organization or local merchants. For example, JO’B Publications has produced a guidebook to the Allegheny Highlands Trail and the Youghioghney River Trail in Somerset, Fayette, Westmoreland, and Allegheny Counties. Production costs are covered by advertising, and the Regional Trail Corporation keeps all profits from the sales (see Green Pages).



Section V

The Acquisition and Development Phases: "Establishing the Legacy"

This section covers basics of acquiring and developing greenway and trail corridors. *The Pennsylvania Land Conservation Handbook*, produced by the Allegheny Land Trust, and *Doing Deals* by the Land Trust Alliance are excellent guides to the acquisition of conservation lands. *Acquiring Rail Corridors* by the Rails-to-Trails Conservancy, is the manual to seek out for rails-to-trails acquisition. The services of an experienced realtor or attorney specializing in real estate may be needed to assist in the review or development of purchase and sale agreements, leases, easements, and deeds. It is especially helpful if legal counsel is effective at negotiation and knows your acquisition goals intimately in order to get the best deal for the project.

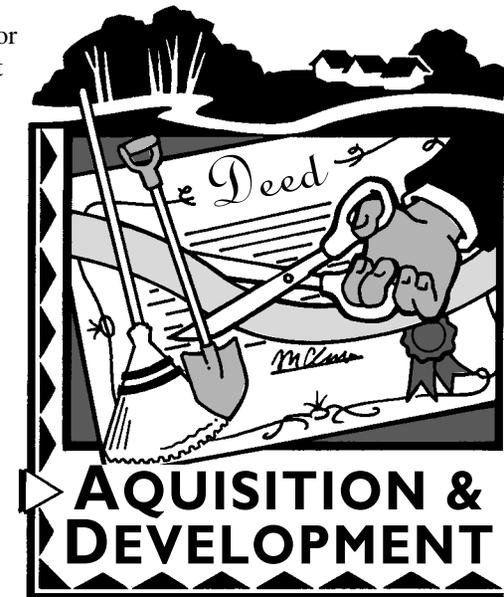
Chapter 14: Acquiring the Greenway or Trail Corridor

The next major step of the project is to begin the acquisition of the corridor by negotiating with the current owners. Negotiations will result in signed purchase and sale agreements, leases, easements or other documents giving the ultimate stewards of the greenway or trail control of the property. The information contained in this chapter is given for general information purposes only and does not constitute legal advice. In all cases, consult your own legal counsel for specific advice.

Deciding Greenway and Trail Ownership

At this point in your planning efforts, determine who will own and operate the corridor in perpetuity. In the case of the Centre Region Pedestrian/Bike Trail, the feasibility study identified four possible owner/operator alternatives, and recommended the existing Centre Regional Recreation Authority as the lead agency.

The owner or controller of the property need not be the same entity to operate and maintain it, if appropriate agreements are drawn between the owners and operators. Consult legal counsel for assistance in designing the appropriate instruments if your situation fits this case. There are advantages and constraints inherent in each of the possible forms of ownership, some of which are discussed on the next page.



- Municipal or county governments
- Non-profit associations
- Government agencies
- Private landowners
- For-profit corporations

Local Municipal and County Governments

Local municipal or county governments may take ownership. Where multiple municipalities are involved, an authority may be set up specifically to own and operate a greenway or trail.

 For example, the York County Rails-to-Trails Authority was established by the county government to develop and manage a corridor from the Maryland state line to the City of York.

An advantage to municipal ownership is that an existing parks or recreation department can be assigned to manage the corridor and, if the department has a good reputation, public doubts about maintenance and security will be alleviated.

Non-Profit Associations and NGOs

 A separate non-profit association or council may take ownership or control of a greenway or trail property. The Butler-Freeport Community Trail Council is an example of such an independent organization. A non-profit organization often has freedom and flexibility in responding to public concerns and interests, and can be successful in bridging the gap between agencies and municipal governments. Local land trusts and trail conservancies may be formed specifically to take ownership of the corridor.

State and Federal Government Agencies

Government agencies may be appropriate title holders. For example, if the greenway is primarily for conservation purposes, but hunting could be allowed, the Pennsylvania Game Commission might take ownership. A riparian corridor that protects a fishery could be held by the Pennsylvania Fish

and Boat Commission. DCNR owns and manages many greenways and trails as part of its State Parks and State Forests. Be sure that the agency's goals are consistent with yours and have written assurances as to how the land will be managed.

Private Landowners

Private landowners may open their land to recreational use by formal or informal agreement, and may sell or donate conservation easements while retaining other rights to the land. For example, the North East Snowmobile Trail system is mainly in private ownership, with access to 80 miles of trails provided by 200 landowners. A corridor can remain in private ownership with a conservancy holding easements, or with simple access agreements from the landowners. 

For-Profit Corporations

Corporate ownership may be a possibility as well. For example, Skytop Lodge, in Skytop, Monroe County, owns and manages 5,000 acres of forested land and are conserved as a tourist attraction. An additional example is provided in the case of a privately owned industrial site in Scranton, Lackawanna County, where the Northeast Pennsylvania Community Forestry Program constructed trails, riparian buffers, and viewshed enhancement landscape corridors.  

Understanding Legal Instruments for Acquisition

There are several legal instruments that may be used to transfer ownership of property or interests in property. They may be temporary and have specific termination clauses, as with a lease or access agreement, or they may confer permanent rights to the land, as do a conservation easement and a purchase of title. The most important instruments are listed here and described briefly below:

- Titles
- Easements
- Access and use agreements
- Leases.

“Take anything you can get to protect water quality and wildlife. Getting the corridors protected is the first step. They can be developed for recreational use later by the appropriate agencies.”

Pat Fasano
Octoraro Watershed Association



Titles

Titles include warrants, deeds, and quit-claim deeds, and confer all rights to a property except certain rights, such as mineral rights or rights-of-way across the property. Titles to land are usually acquired “in fee-simple,” through contribution or outright sale.

When your greenway or trail group acquires title, name a reliable and well-managed land trust or conservancy to hold reversion rights and be the “heirs” should your group disband at some future date. This will continue the protection of the corridor.

Easements

Easements are legal documents conveying ownership and control of a certain interest, right, or tangible element of a property to a second party, while the owner retains other rights to the land. In a conservation easement, the owner sells the rights to develop the land to a land trust or conservancy while retaining the right to continue living on the land. In an agricultural preservation easement, a farmer sells all land use rights except farming to assure that future owners of the land are bound by the constraint.

In general, a greenway group will attempt to acquire conservation easements that prohibit development and certain other land use practices across all or part of a property. A trail group will seek to purchase a right-of-way (ROW), perhaps owned by a railroad or utility company, to use as a trail corridor or may seek to obtain an easement creating a new ROW.

Access and Use Agreements

Access and use agreements between a land owner and a greenway or trail operator specify how a portion of a property may be used. A landowner, for instance, may permit a hiking trail to be developed on his or her property but continue to use the property for forestry or farming. The agreement should contain a termination clause that may specify automatic termination on some date, termination if the landowner sells the property, or termination for other cause. It can detail obligations the greenway and trail group takes on, such as litter removal, security patrol, and trail maintenance. The agreement may also limit use to certain seasons, such as winter only. It should also note accepted and expressly forbidden activities.

A landowner who opens his or her land for recreational use, without charging a fee is protected from liability by the Pennsylvania Recreational Use of Land and Water Act of 1994 (Pa. Stat. Ann. Tit. 68, §§ 477-1 to 477-8) and supporting case law. The landowner may also be indemnified under a greenway or trail organization’s insurance program.

Leases

Leases convey almost all rights, control and liability for a property to the lessee for a specified number of years and may provide the landowner with compensation from the lease. Leases are usually long-term, with 25 years and 99 years being typical durations, although perpetual leases are preferred. There are creative ways leases can be used; for example, a farmer can sell his property to a greenway group, but lease back the rights to continue farming. A number of farms operate this way in the Delaware Water Gap National Recreation Area corridor in Monroe County. To be eligible for funding under the state grant programs mentioned in this manual, a 25-year lease is the minimum acceptable.



**DO'S AND DON'TS
FOR NEGOTIATING
WITH RELUCTANT LANDOWNERS**

- Do have “converts” to greenways and trails speak with them
- Do consider buying them out
- Do consider re-routing the proposed trail
- Do listen to their needs and seek compromise
- Do consider obtaining an “easement by necessity” through adverse possession if you can document 21 years of continuous public use of the corridor
- Do search for title defects and use as negotiating points
- Do be patient and wait them out; heirs or buyers may be more receptive



**DO'S AND DON'TS
FOR NEGOTIATING ACQUISITION**

- Do evaluate acquisition options with professional guidance
- Do obtain the help of an experienced negotiator
- Do initiate negotiations by a grass-roots organization other than a governmental organization, if possible
- Do start negotiation as soon as design work has identified actual lands needed
- Do expect to meet several times with each landowner
- Do initiate negotiations by asking if the owner endorses your project
- Do listen to their needs and concerns
- Do get donations first, as good examples
- Do inform each owner of tax benefits of donation
- Don't offer payment while donation is possible
- Do expect opposition and legal challenges to “cloudy” titles
- Don't alienate adjacent landowners by charging a fee or issuing a permit if they need to cross the corridor to get to their property
- Don't bring a lawyer to the first meeting
- Do bring a respected community member who is supportive and friendly
- Do get a minimum 25-year lease if a perpetual lease is not available
- Do consider a lease for minimum trail bed or greenway corridor, not necessarily an entire property

Chapter 15: Developing the Greenway or Trail

After the acquisition of the corridor is complete, and funds for development have been raised, it is time at last to begin improvements to the property your greenway or trail group controls. In the case of a greenway, these improvements may be as simple as maintaining a rough access road for maintenance purposes, or as complex as restoration of native species. In the case of a trail, improvements, such as trailhead parking and comfort stations, will have to be constructed as specified in the master plan.

Development elements tailored to the goals of individual greenways and trails are too numerous and diverse for consideration in this manual. This chapter does cover the general process, however, and gives tips gleaned from the experience of greenway and trail developers across Pennsylvania. In addition, help should be available from professionals designing your specific site plans and from the contractors engaged to build or renovate any structures and amenities.

Following the Timetable

 The master plan includes a timetable for phases of development. Numerous trails and greenways have been developed a section at a time, so many miles per year. For example, the Allegheny Valley Trail was developed in several, semi-independent sections. Other timetables call for trail-bed improvements and security features first, with visitor centers and interpretation facilities in later phases. Major works, such as bridges and tunnels, are often delayed due to the substantial cost of constructing them. It is important to follow timetables, even if they must be amended, to maintain the momentum to complete your project.

It may be possible to negotiate with a corporation for work you need, especially on rails-to-trails conversions. The railroad may be required to regrade the right-of-way and improve grade crossings when it salvages ties and rails. A utility company may cooperate

in resurfacing the trail. When the PG Energy Company needed to replace utility lines under the Northeast Pennsylvania Rail-Trail,  they worked with the Rail-Trail Council of Northeastern Pennsylvania to regrade and replant a 13-mile-long corridor.

Preparing Construction Plans

Before development work begins, professionals will prepare specific construction plans with guidance from the master plan. For example, these may include engineering drawings for a parking lot to be sure that it will accommodate the intended load, provide for safe and smooth traffic flow, and be graded properly. Other examples include engineering plans for a replacement bridge and architectural blueprints to guide the carpenters in renovating a historic building. Consult with municipal officials regarding any applicable ordinance and code requirements, as well as building permit procedures.

There are a number of sources of standards, specifications, and samples to review in drafting construction plans. For example, the American Association of State Highway and Transportation Officials (AASHTO) publishes a *Guide for Development of Bicycle Facilities* that included parameters for width, clearance, radius of curves, and even the friction values for different surfacing materials.

For foot path design specifications and methods, see *The AMC Field Guide to Trail Building and Maintenance* by the Appalachian Mountain Club (AMC). The Rails-to-Trails Conservancy's *Trails for the Twenty-First Century* contains a wealth of design information, and *How Greenways Work*, published by the Rivers, Trails, and Conservation Assistance Program of the National Park Service, contains design information on greenways.

PennDOT and county and municipal highway departments should be consulted for specific designs for roads and bridges. The Pennsylvania Fish and Boat Commission has engineers who can design boating accesses, if requested. When working with federal,

state, and local agencies, remember to give plenty of lead time to respond to your request for assistance. DCNR and PennDOT require that they review construction plans for projects they fund. If your project is funded by either of these agencies, it is critical that you understand their requirements before you prepare plans.

Estimating Costs of Development

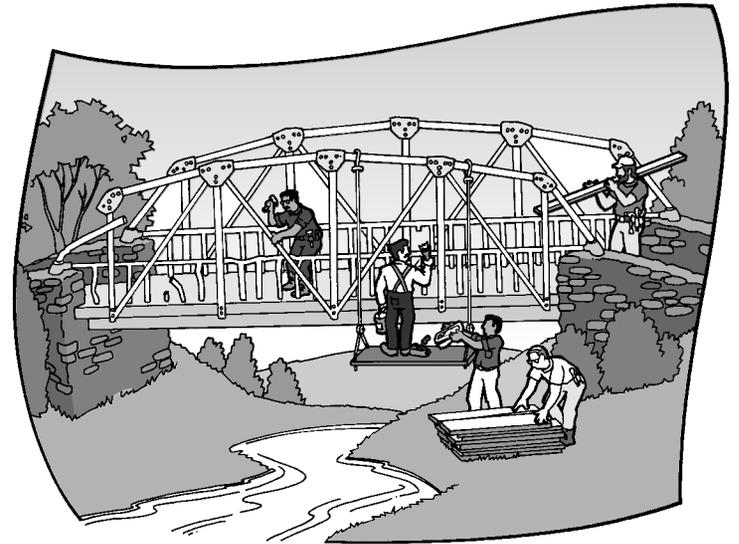
The professionals involved in your master planning process will provide cost estimates developed by averaging the actual costs of recently completed projects of a similar nature from around the region or state. However, estimating development costs of greenways and trails is extremely difficult in Pennsylvania, since terrain and the desired level of development may vary greatly from project to project. To illustrate this variability, compare the Arrowhead Trail, a six-mile asphalt path completed in 1985, at a cost of approximately \$61,000 (over \$10,000 per mile), with the Youghioghny River Trail where a nine mile section was completed in 1986 with a surface of crushed limestone at a cost of approximately \$20,000 (over \$2,000 per mile).

The cost of development depends on required materials, labor, and machinery. Materials can often be obtained through donation or acquired at a discount, and a great deal of manual labor can be accomplished by volunteers.

- ✦ Incorporate recycled materials whenever possible. The Montour Trail will feature a bridge salvaged from a movie set filmed in Pittsburgh. If the means are available to stockpile materials, take advantage of surplus materials from municipal and commercial jobs in the area.

“Remember that the access road to the trail must be able to accommodate heavy equipment; contractors also need an area to turn around in during construction”

Diane Kripas
DCNR



Guard companies may undertake construction projects. Commercial contractors may contribute labor and machine time at a discount to your project to fill a gap in a slow season.

Heavy construction machinery is expensive to own and operate. A local contractor may donate a certain amount of machine time or your municipality or county may be able to assign equipment to your project. Often, farmers and timber harvesters have suitable equipment they may volunteer. The Congressional Region Equipment Centers (REC) maintain a stock of equipment that may be rented out to municipalities.

After designs are completed for each improvement, determine which tasks can be handled by staff and volunteers, and those that should be contracted out. Involving volunteers not only saves funds; it also gives the community a sense of project ownership.

Working with Contractors

With designs and a cost estimate in hand, publish an invitation to bid. Contractors will respond with sealed bids. Depending on funding source restrictions, choose on the basis of cost quoted and qualifications, then enter into a contract for the work. If any permits are required for the work, the contractor should obtain them or inform you of the need to obtain them. Finally, the work can commence.

A knowledgeable member of your greenway or trail organization should be assigned to function as a liaison with the contractor.

The liaison should meet to review plans with the contractor and inform them of your goals and objectives. Give special instructions to work crews to avoid collateral damage to wildlife populations needing protection. During the actual work, the liaison should check on progress in person each day. Based upon progress checks, the steering committee should contact the professional with any problems or concerns for their advice and assistance, make any necessary decisions, and provide information to the contractor. Before final payment to the contractor, have the professional inspect the work for compliance with the design and contract provisions.

Chapter 16: Managing and Maintaining the Greenway or Trail

A greenway or trail, once established, becomes an institution in your community requiring management and maintenance. These needs will vary greatly from project to project, depending on the goals and functions of the greenway and the level of development and use of a trail. For example, while a conservation greenway with a “hands off” policy may require little management and maintenance, a recreational trail will require major maintenance tasks, such as periodic resurfacing.

Recreation professionals should have identified the needs of your project and addressed them in the master plan. This chapter is intended to provide an overview of general management and maintenance tips noted by hands-on greenway and trail managers from various projects in Pennsylvania.

Managing the Greenway or Trail

Administration is easiest if the greenway or trail is operated by an existing non-governmental organization or a governmental department, agency, or commission. Otherwise, appropriate administrative structures and policies should be created. Management activities can be grouped in the following categories:



- Supervising staff and volunteers
- Raising operational funds
- Administering the operating budget
- Implementing policies
- Conducting public relations activities
- Planning future work

Maintaining the Greenway or Trail

In the maintenance plan section of your master plan you identified maintenance tasks, specified a timetable, and identified who will carry out each activity. Additional information on maintenance can be found in the publication *Rail-Trail Maintenance*, available from the Pennsylvania Chapter of Rails-to-Trails Conservancy. The author of the publication reports the results of a survey of trail maintenance practices and intervals and suggests some creative practices. Maintenance tasks generally fall into one of three categories listed and then described below:

- Routine maintenance
- Emergency repairs
- Deferred maintenance

Routine Maintenance Tasks

Routine maintenance tasks will be scheduled and performed by staff and volunteers at various intervals. The following chart is a guideline that will need to be adjusted depending on the volume of use and the season.

ROUTINE MAINTENANCE ITEMS		
Activity:	Interval:	By whom:
Security patrol	Daily	Municipality, agency
Clean comfort stations	Daily	Volunteers, staff
Refuse removal	Weekly	Staff or contractor
Vegetation control, grass	Weekly	Volunteers
Inspect for maintenance	Monthly and after storms	Staff
Clear culverts, drains	Every fall and after storms	Volunteers
Vegetation control, brush	Twice per season	Volunteers
Snow and debris removal	As needed	Staff or contractor
Minor repairs	As needed	Staff

Emergency Repairs

Emergency repairs may be necessitated by storm damage, flooding, or other accidents. A wise management plan will include contingency plans to quickly deal with these calamities and effect repairs. Contingency plans for storm damage, for instance, might include preparing a list of volunteers who own chain saws, winches, trucks, and other equipment necessary for clearing downed trees from a trail. Contingency plans to protect a greenway from a chemical spill could include mobilizing fire departments, PennDOT, and DEP spill response teams.

Long-Term Maintenance

The master plan should indicate likely long-term maintenance needs. To prepare for these expenditures, your annual operating budget should include contributions to a long-term maintenance fund. Alternatively, a fundraising campaign may be needed in advance of any major maintenance work. Be aware that some long-term maintenance activities may require construction permits and must be conducted in compliance with local ordinances and codes.

Long-term maintenance may involve upkeep such as repainting buildings or replacement of items with a limited life expectancy. For example, picnic tables should be replaced every five or ten years. Buildings, in particular, require long term care and occasional renovation. Competent maintenance staff or volunteers on a properties committee can advise on proper care and maintenance. Numerous manuals for the homeowner and contractor are available through bookstores and libraries.

The following chart contains some items on greenways and trails that should be scheduled for long-term maintenance:

LONG-TERM MAINTENANCE ITEMS		
Activity:	Interval:	By Whom:
Repaint blazes	Every 5 years	Volunteers
Repaint buildings	Every 5 years	Volunteers
Renovate buildings	Every 10 to 20 years, or as needed	Volunteers, contractors
Resurface trail	Every 10 years or as needed	Contractor, municipality
Inspect bridges and tunnels	Yearly	Engineer

Budgeting for Operating and Maintenance Costs

The operators of a greenway or trail will need to raise funds for an annual operating and maintenance budget. In the case of public ownership, the administering agency will dedicate some of its annual appropriations to maintenance. If multiple municipalities are involved, each might be assessed some portion of the maintenance costs based on a predetermined formula. Occasionally, as is the case in Montgomery County, matching funds are provided to individual municipalities that earmark a percentage of their annual budget for trail operation and maintenance.

As with development costs, annual operating and maintenance costs vary greatly depending on the level of development and usage. For example, the Lackawanna River Heritage Trail estimated costs at \$4,000 per mile per year, while the Indiana County Parks and Cambria-Indiana Trail Council report maintenance costs of approximately \$1,000 per mile per year. The Pennsylvania Field Office of the Rails-to-Trails Conservancy compiled information on 190 rail-trails around the country and found a cost averaging approximately \$2,000 per mile. For its project, the Centre Regional Planning Commission in Centre County averaged costs of 24 existing trails over a five year period to estimate the cost to maintain the Centre Region Pedestrian/Bicycle Trail and used the average of \$1,150 per mile.



OPERATING AND MAINTENANCE BUDGET ITEMS MAY INCLUDE:

- Maintenance and security staff salaries and benefits
- Maintenance equipment and materials
- Garbage removal contract
- Snow removal contract
- Building cleaning and maintenance contract
- Professional forester and arborist services
- Administrative staff salaries and benefits
- Equipment and material costs
- Insurance costs
- Printing and advertising expenses
- Utility and telephone bills
- Educational and interpretive program expenses
- Volunteer and donor recognition expenses

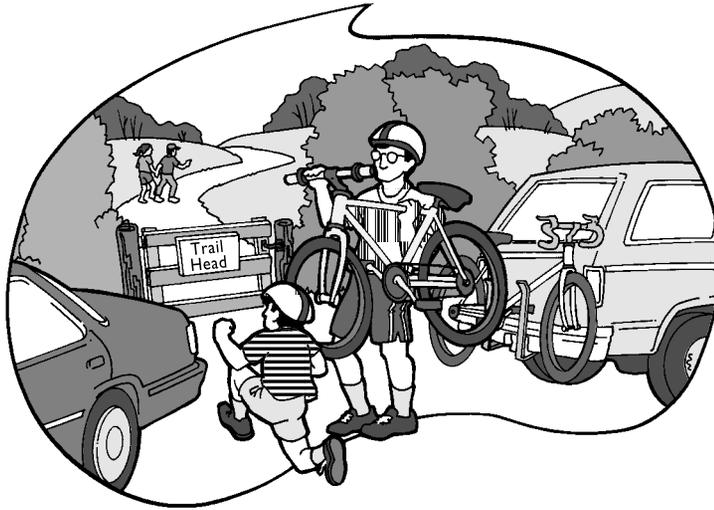
Chapter 17: Continuing the Mission

Once your greenway or trail is operational, you deserve to settle down to enjoy the fruits of your labors. But, as a permanent part of the green infrastructure of your community, you are likely to find continuing opportunities to extend the mission and continuing challenges to the resources you are striving to protect. This last chapter discusses ways to extend the mission and assure continued protection of the resources you have chosen to protect.

Continuing the Legacy

As your greenway or trail becomes operational, your steering committee may evolve into a board of directors or a management team and shift efforts entirely to routine operations. Some serious matters will still need consideration.

As the greenway or trail becomes known in the community and beyond, user needs will change. Periodically conducting a user needs survey can keep you in touch with users and point to needed



changes, repairs or upgrades. The York County Heritage Rail Trail conducts such a survey and a sample is provided in the Appendix.

If leasing land, the management team must open negotiations for renewal before the leases expire. Other entities or individuals may come forward and offer conservation easements on additional land, for consideration by the steering committee. The potential for encroachments on your greenway or trail will require constant vigilance.

Extending the Greenway or Trail

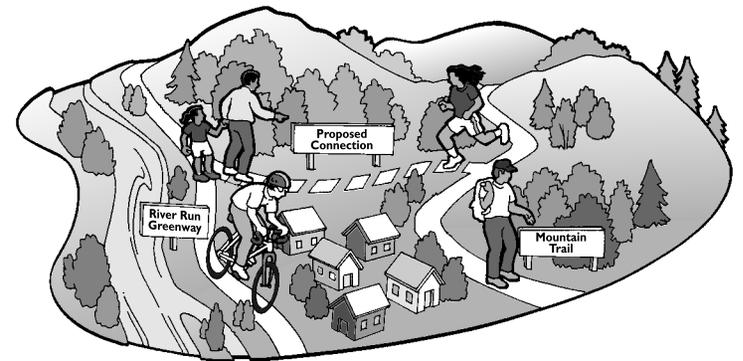
If the team has the energy and enthusiasm, replicate success by initiating an extension of the corridor or creation of a new greenway or trail in another part of the region. Although it may never physically connect with the first trail, a second trail will add to the menu of regional attractions. The second attempt can be easier than the first since the group already has established many of the necessary working relationships.

In trail extensions, a separate feasibility study and master plan are created for a major segment to be added to the corridor. To do this, expand the current steering committee with members of communities in the area of the expansion, or create a separate steering committee for the new project and become a regional umbrella organization. For example, the Anthracite Scenic Trails Associa-

tion, in Luzerne County, formed a separate steering committee for the new Susquehanna Warrior Trail project while continuing development of its Back Mountain Rail-Trail project.

If a new goal is to create linkages around the region, a greenways opportunity map is a tool for visualizing corridor linkages and the potential for an integrated system of trails. The Wyoming Valley Greenways Coalition did this successfully by collecting trail information, open-space data, railroad abandonment data, and historic and cultural information to create such a map. With the map, the Coalition was able to set priorities and select the target for its next feasibility study. Copies of the map are available from the Pennsylvania Environmental Council's Northeast Office (see Green Pages).

You and your organization can also look forward to connecting with greenway corridors and linking trails statewide and beyond. There are several examples of multi-state greenway corridors that include Pennsylvania. For instance, the Carantouan Greenway connects Bradford County, Pennsylvania to Chemung County, New York, and the sponsoring organization is incorporated in both states. Ultimately, there could be a continuous north-south trail from the Chesapeake Bay in Maryland, following the Susquehanna River through Pennsylvania, to the Finger Lakes of New York. The Keystone Trails Association has forwarded the concept of a trail linkage across the state as an element of the North Country Trail that may some day span the continent from east to west to complement the north to south Appalachian Trail.



One of the state's high priority trails is the proposed Pittsburgh to Washington, D.C. trail, which is being planned by the organizations that make up the Allegheny Trail Alliance.

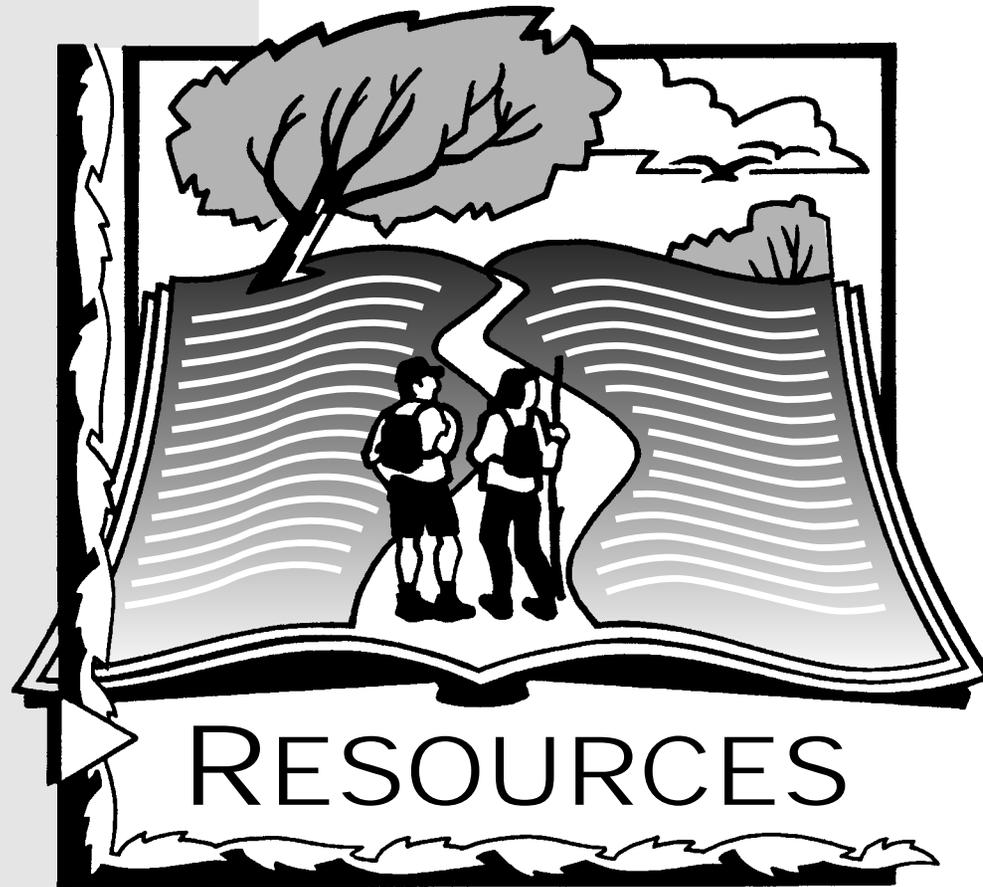
Sharing Your Skills

As you master the process of greenways and trails planning, you will become a valuable advisor to others who wish to follow in your footsteps. Hosting or contributing to a regional conference on greenways and trails is one way to share information and resources. Conferences and forums have the benefit of attracting and educating the public and generating new supporters of the greenway and trail movement. To accomplish these ends, the Pennsylvania Greenways Partnership held a series of regional forums throughout the state in 1996, which led up to the Governor's Conference on Greenways and Trails in 1997.

You may also be called upon to provide peer-to-peer mentoring to new greenway and trail groups forming in your region. DCNR has a grants program to support peer-to-peer mentors (see Green Pages).

Your organization can also support statewide greenway and trail efforts such as those sponsored by the Pennsylvania Greenways Partnership and the Pennsylvania Rails-to-Trails Conservancy, and those that may be advanced by the General Assembly and the Governor's Office. Every trail user and everyone who appreciates your greenway can become part of an educated constituency supporting a green infrastructure for Pennsylvania, which will create connections that will improve our economy for future generations.

Section VI



Acronyms

AASHTO:	American Association of State Highway and Transportation Officials	PALTA:	Pennsylvania Land Trust Association
ACE:	Army Corps of Engineers	PEC:	Pennsylvania Environmental Council
ATV:	All-terrain vehicle	PF & BC:	Pennsylvania Fish and Boat Commission
BHP:	Bureau of Historic Preservation	PHMC:	Pennsylvania Historical and Museum Commission
DCNR:	PA Department of Conservation and Natural Resources	PIN:	Property Identification Number
DEP:	PA Department of Environmental Protection	RC & D:	Resource Conservation and Development Council
EAC:	Environmental Advisory Council	REC:	Congressional Regional Equipment Centers
ERI:	Environmental Resource Inventory	RFP:	Request for Proposals
GIS:	Geographical Information System	RFQ:	Request for Qualifications
ISTEA:	Intermodal Surface Transportation Efficiency Act	RTC:	Rails-to-Trails Conservancy
LDD:	Local Development District	ROW:	Right-of-Way
MPC:	Pennsylvania Municipalities Planning Code	STB:	Surface Transportation Board
MPO:	Metropolitan Planning Organization	STIP:	State-wide Transportation Improvement Program
NFS:	National Forest Service	TLP:	Trust for Public Lands
NGO:	Non-Governmental Organization	TIP:	Transportation Improvement Program
NPS:	National Park Service	TYP:	Twelve Year (transportation) Plan
NRCS:	Natural Resources Conservation Service	UPWP:	Unified Planning Work Program
NRI:	Natural Resources Index or Inventory	USGS:	United States Geological Survey
PennDOT:	Pennsylvania Department of Transportation	URL:	Universal Resource Locator (for internet addresses)

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Appendices

Appendix I: Additional Information and Sample Source

For Information or Samples	Contact
Brochures	Greenway and trail organizations
Business plans	Small business development centers
By-laws	Greenway and Trail organizations
Conservation easements	Local land trusts or conservancies
Design specifications	AASHTO
Environmental assessment forms	DCNR
Feasibility studies	DCNR
Intergovernmental cooperation agreement and resolutions	Center for Local Government Services, DCED
List of existing rail-trails	DCNR website: http://www.dcnr.state.pa.us
List of railroads	PA Field Office, Rails-to-Trails Conservancy
Long term lease agreements	Local land trusts or conservancies
Scenic resource inventory tools	Scenic America
Suppliers of recycled building materials	Public Recycling Officials of Pennsylvania

Appendix II: Sample Partner Profile

This sample survey was developed by Jenkins & Quinn for the Cambria County Conservation and Recreation Authority.

- Distribute to key contacts
- Take to interviews with key informants
- Provide copies at initial public meetings

Partner Profile

Please complete this form and return to . . .

1. Name: _____
Address: _____
Telephone: _____
2. Are you a municipal official? Yes ____ No ____
If yes, title: _____
3. Do you feel that people using a trail through your community would have a positive or a negative effect on both your property and the area in general?
____ Positive ____ Negative
4. Do you think business opportunities related to the trail would develop? ____ Yes ____ No
5. What do you see as your municipality's role in assisting trail development? (*Check as many as you think may apply.*)
____ preventative maintenance
____ capital improvements
____ refuse removal
____ use of community recreation funds
____ police protection
____ other: _____
6. Do you think your community's interested in attracting visitors, such as trail users, to your area?
Yes ____ No ____
7. Is there an active organization or person in your community who is recreation or trail oriented?
8. Is there a person in your community who is familiar with the general history of your area, including the history of the railroad or the canal in the vicinity of the trail?
9. Please use the space below for writing any additional comments. Thank you!

Appendix III: Sample Permission Form and Liability Waiver

This is a sample for informational purposes only. Check with your own legal counsel for an instrument appropriate to your needs. Landowners such as utility company's may have a standard form for their own use. Each individual should sign a separate release form. Parent or guardian must sign for persons under age 18. Provide the landowner with your address and phone number. Provide description of any vehicles which will be used on the property.

Release and Permission Form

I (Name:) _____, intending to be legally bound, do hereby waive for myself and anyone claiming through me, my right to sue
(Landowner:) _____,
their heirs, successors, administrators and assigns, for personal injury and/or property damage incurred while on the property of
(Landowner:) _____.

This release is also intended to preclude the parties and their heirs, executors, administrators, successors and assigns from joining
(Landowner:) _____
as an additional defendant in any action.

This waiver is given in consideration for permission for the party named herein to enter upon the lands of
(Landowner:) _____
during the time period from
(Date:) _____ to (Date:) _____.
Signed, this _____ day of _____, 199____,

(Signature) _____
(Witness) _____
(Signature of parent or guardian if person is under 18 years of age)

Appendix IV: Sample Trail User Survey

Based on a form developed by the York County Rail Trail Authority. Provide a distribution box, collection box and firm writing surface. Locate in area sheltered from the weather. Collect and re-supply weekly. Compile results monthly or seasonally.

Trail User Survey

Please take a few minutes to give us some helpful information. Thank you for your cooperation.

Today's date: _____

I was on the trail from _____ am/pm to _____ am/pm

I/We used the trail to:

____ run ____ bike ____ hike/walk ____ ride horseback
____ other (Please describe: _____)

I/We use the trail:

____ for the first time today ____ daily ____ weekly
____ monthly ____ seasonally ____ during special events.

How long did it take you to get to the trail today? _____

How many miles did you travel to get to the trail? _____

Did you stop for purchases along the way such as rooms, meals, supplies?

Merchant Location _____

Item or service purchased _____

Amount spent _____

Where did you start on the trail? _____

Where did you end or how far did you go before returning to start? _____

Number in your party: _____

Please indicate the number of trail users by age group that were in your party today. _____

Trail User Survey (continued)

Male: ___ 0-5 ___ 6-12 ___ 13-18 ___ 19-29
 ___ 30-39 ___ 40-49 ___ 50-59 ___ 60+

Female: ___ 0-5 ___ 6-12 ___ 13-18 ___ 19-29
 ___ 30-39 ___ 40-49 ___ 50-59 ___ 60+

Trail conditions were:

_____ Excellent _____ Good _____ Fair _____ Poor

Describe what you liked most and least about your trail experience: _____

Would you be interested in helping on projects or activities related to the trail? If so, Please provide your name, address, phone number, and particular interest, if any:

Name: _____

Telephone: _____

Address: _____

Municipality: _____ State: _____ Zip: _____

Interests: _____

Appendix V: Trails Sharing Utility Rights-of-Way

A number of trails share rights-of-way with utilities. Either the utility has granted an easement or lease of the surface rights for trail use, or the corridor is leased to the utility. The groups listed in the following table can be contacted for information about their particular arrangements. Utilities can include:

- Electric power cables
- Telephone, telegraph and cable-TV cables
- Gas and oil pipelines
- Sewer and water pipelines

Trail (County)	Contact Information	Utilities
Allegheny Highlands Trail (Somerset)	Somerset County Rail-to-Trail Association 814-445-6431	Rockwood Water Authority
Armstrong Trail (Armstrong)	Armstrong Rails-to-Trails Association 412-543-4478	WI Electric Power Co., People's Natural Gas, Alltel, Bell of Pennsylvania
Cumberland County Hiker-Biker Trail	Pine Grove Furnace State Park 717-486-7174	Metropolitan Edison Power Co.
Great Shamokin Path (Armstrong)	412-783-6692	Cowanhannock Water Authority
LeTort Spring Run Nature Trail (Cumberland)	LeTort Regional Authority 717-245-0508	Pennsylvania Power & Light
Montour Trail (Allegheny)	The Montour Trail Council 412-831-2030	Duquesne Light Company
Plainfield Township Recreation Trail (Northampton)	Plainfield Township Board of Supervisors 610-759-6944	Metropolitan Edison Power Co. Transcontinental Gas Co.
Samuel Justus Recreation Trail (Vanango)	Cranberry Township 814-676-8812	Scrubgrass Power
Schuylkill River Trail (Montgomery)	Montgomery County Planning Commission 610-278-3736	PECO Energy Company
Switchback Railroad Trail (Carbon)	Carbon County Parks and Recreation Department 717-325-3669	Jim Thorpe Municipal Authority
York County Heritage Rail-Trail (York)	York County Rail-Trail Authority 717-428-2586	MCI Communications

Appendix VI: Trail Use Rules and Regulations Guidelines

Trail use rules and regulations clarify what is expected of users and will vary greatly depending on the nature of terrain, facilities, and user groups. Consider the following in all cases:

- Give reasons for the rules
- Provide a brief statement of the type of trail experience sought
- Print rules in brochures and on maps
- Post regulations prominently at trail heads

Rules and regulations should address the following:

- Trail uses permitted or prohibited
- Hours of operation (usually from dusk to dawn)
- Trash policy (usually Carry In, Carry Out)
- Fire policy (if, where, and when fires are permissible)
- Wildlife protection policy (usually do not collect or disturb wildlife)
- Use limitation (usually stay on the trail and stay out of marked sensitive areas)
- Speed limit (for bicycles and motorized vehicles)
- Lane usage (for multi-use trail) or direction of travel (for one-way loops)
- Pet walking policy (usually dogs must be on leash at all times and curb your dog)

Appendix VII: Trail Assessment Form

- Train volunteers to use this form by assessing a section together
- Divide the trail into tenth mile segments and mark with stakes
- Document with photos before and after improvements

<p>Trail Assessment Form</p> <p>Date: _____</p> <p>Segment: _____</p> <p>Gradient: _____</p> <p>Trail Surface Material: _____</p> <p>Width: _____</p> <p>Height of overhanging vegetation: _____</p> <p>Condition of trail surface: _____ (rough, smooth, level, uneven, pitted, rutted)</p> <p>Drainage: Draining onto or across trail bed _____ Draining off trail bed _____ Water standing on trail bed _____</p> <p>Bridges and culverts: _____ (list size, condition, apparent effectiveness)</p> <p>Utility Crossings: _____ (underground, above ground)</p> <p>Road and railroad crossings: _____ (describe access, parking, sight lines, general appearance)</p> <p>Adjacent land use: _____ (farm, forest, residence, industrial, commercial, other)</p> <p>Potential environmental hazards: _____ (dumping, tanks)</p> <p>Potential attractive nuisances: _____ (cliffs, cellar holes, wells, towers, abandoned buildings)</p> <p>Potential positive attractions: _____ (vistas, overlooks, historic sites, cultural sites)</p>
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The Green Pages Resource Guide

Welcome to The Green Pages Resource Guide. The Green Pages consists of two sets of information; contacts for all examples listed throughout this manual and indicated by , and a general resource listing of public and private sector agencies and sources for your use.

These resource listings were compiled between July 1997 and April 1998. Please note that addresses, phone numbers, etc. may change over time. Email and URL (web site) listings are especially prone to rapid change. The Conservation Directory of Pennsylvania and the Commonwealth of Pennsylvania Telephone Directory are updated on an annual basis and may be a source of more up-to-date information (see bibliography). For information on greenways and trail groups, see the DCNR Rails-to-Trails directory on the Internet.

Manual Examples Contact Information By Page Number

- 2 Mason-Dixon Greenway: Chester County Department of Parks and Recreation, Government Services Building, Suite 160, 601 Westtown Road, PA 19382-4534, 610-344-6415.
- Loyalhanna Creek Greenway: Loyalhanna Watershed Association, P.O. Box 561, Ligonier, PA 15658, 724-238-7560.
- Allegheny National Forest: P.O. Box, 847, Warren, PA 16365, 814-723-5150, (fax) 814-726-1465, URL: <http://www.anf@penn.com>.
- Capital Area Greenbelt: Capital Area Greenbelt Association, 2415 Patton Road, Harrisburg, PA 17112, 717-783-0385.
- 3 Schuylkill River Greenway: Schuylkill River Greenway Association, 960 Old Mill Road, Wyomissing, PA 19610, 610-372-3916.

- 3/32 Lake Scranton: Pennsylvania American Water Company, 20 East Union Street, Wilkes-Barre, PA 18711, 717-825-7100.
- Delaware River Greenway: Heritage Conservancy, 85 Old Dublin Pike, Doylestown, PA 18901, 215-345-7020.
- 4 GreenPlan: GreenSpace Alliance of Southeastern Pennsylvania, Pennsylvania Environmental Council, 1211 Chestnut Street, Suite 900, Philadelphia, PA 19107, 215-563-0250.
- 4/74 Montour Trail: Montour Trail Council, P.O. Box 11866, Pittsburgh, PA 15228-0866, 412-831-2030.
- 4 Appalachian Trail Conference: Mid-Atlantic Regional Office, P.O. Box 381, 4 East First Street, Boiling Springs, PA 17007, 717-258-5771.
- North Lookout Trail, Hawk Mountain: Hawk Mountain Sanctuary, 1700 Hawk Mountain Road, Kempton, PA 19529, 610-756-6961, URL: <http://www.hawkmountain.org>.
- Tannersville Bog, Monroe County: Monroe County Conservation District, 8050 Running Valley Road, Stroudsburg, PA 18360, 717-629-3060.
- 5/35 Lambs Creek Hike and Bike Trail: U.S. Army Corps of Engineers, R.D. 1, Box 65, Tioga, PA 16946-9733, 717-835-5281.
- Rodale Fitness Park: Rodale Press Inc., 33 Minor Street, Emmaus, PA 18098-0099, 610-967-5171.
- Fairmount Park: Fairmount Park Commission, Memorial Hall, West Park, P.O. Box 21601, Philadelphia, PA 19131-0901, 215-685-0000.

- Philadelphia-Valley Forge Bike Path: Montgomery County Department of Parks and Recreation, Montgomery County Courthouse, Swede and Airy Streets, Norristown, PA 19404-0311, 610-278-3555.
- Five Star Trail: Five Star Trail Chapter - Regional Trail Corporation, R.D. 12, Box 203, Greensburg, PA 15601, 412-830-3950.
- 5/67/ 76 York County Heritage Rail-Trail: York County Rail-Trail Authority, R.D. 8, Box 438A, York, PA 17403, 717-428-2586.
- 5 Delaware Canal State Park: 11 Lodi Hill Road, Upper Black Eddy, PA 18972-9540, 610-982-5560.
- 5/70 Northeast Snow Trails Association: Rail-Trail Council of Northeast Pennsylvania, P.O. Box 123, Forest City, PA 18421, 717-785-7245.
- 6 Plainfield Township Recreation Trail: Township of Plainfield, 6292 Sullivan Trail, Nazareth, PA 18064, 610-759-6944.
- Allegheny Ridge State Heritage Park: Allegheny Ridge Corporation, 12th Avenue and 14th Street, P.O. Box 348, Altoona, PA 16603, 814-942-8288.
- 6/58 Delaware and Lehigh Navigational Canal: Delaware and Lehigh National Heritage Commission, 10 East Church Street, Bethlehem, PA 18018, 610-861-9345.
- 6/71 Delaware Water Gap National Recreation Area: Office of Preservation and Design, Delaware Water Gap National Recreation Area, Bushkill, PA 18324, (fax) 717-420-9785, (Email) dewa_preservation_&_design@nps.gov.
- 7 Switchback Railroad Trail: Carbon County Parks and Recreation Department, 625 Lentz Trail Road, Jim Thorpe, PA 18229, 717-325-3669.
- 11/58 Conemaugh River Greenway Trail: Conemaugh River Greenway Association, 368 South Walnut Street, Blairsville, PA 15717, 412-459-6395.
- 12/36/ 78 Caratouan Greenway: P.O. Box 441, Sayre, PA 18840, 717-888-9700.
- 16 RSVP of Wyoming Valley: Retired Senior Volunteer Program, 111 North Pennsylvania Boulevard, Wilkes-Barre, PA 18701, 717-822-1158.
- 26 Lackawanna Heritage Valley Authority: 1300 Old Plank Road, Mayfield, PA 18433, 717-876-6188.
- Ironton Trail, Whitehall Township: Whitehall Township Recreation Bureau, 3219 MacAuthur Road, Whitehall, PA 18052, 610-437-5524.
- 27 Pocopson Township, Chester County (ordinance): Township of Pocopson, P.O. Box 1, Pocopson, PA 19366, 610-793-2151.
- 27/59/ 60 Ghost Town Trail: *Indiana County Portion*: Indiana County Parks, R.D. 2, Box 157-J, Indiana, PA 15701 412-463-8636. *Cambria County Portion*: NORCAM, 10th and Philadelphia Streets, Barnesboro, PA 15714, 814-948-4444. *Indiana and Cambria Counties*: Cambria and Indiana Trail Council, R.D. 3, Box 74, Indiana, PA 15701, 412-349-5171.
- 27/70 York County Rail-Trail Authority: R.D. 8, Box 438A, York, PA 17403, 717-428-2586.
- 27 Montgomery County Parks and Recreation Bond Issue: Chief of Open Space Planning, Montgomery County Planning Commission, Montgomery County Courthouse, Norristown, PA 19404, 610-278-3736.

- 28 Susquehanna Warrior Trail (Safety Study): Pennsylvania Environmental Council, Northeastern Pennsylvania Office, c/o Wilkes University, School of Science and Engineering, Wilkes Barre, PA 18766, 717-408-4997.
- Natural Lands Trust (NLT): Hildacy Farm, 1031 Palmers Mill Road, Media, PA 19063, 610-353-5587.
- Delaware Valley Regional Planning Commission (DVRPC): 21 South 5th Street, 8th Floor, Philadelphia, PA 19106, 215-592-1800.
- 37/67 Somerset County Chamber of Commerce: 601 North Center Avenue, Somerset, PA 15501, 814-445-6431.
- Fay-Penn Regional Development Council: 2 West Main Street, National City Bank Building, P.O. Box 2101, Uniontown, PA 15401, 724-437-7913.
- 38 Montour Trail Council: P.O. Box 11866, Pittsburgh, PA 15228-0866, 412-831-2030.
- 32 Lake Scranton: See Listing at Page 3 above.
- 41/73 Rail-Trail Council of Northeast Pennsylvania: P.O. Box 123, Forest City, PA 18421, 717-785-7245.
- 35 Delaware Valley Open Space Study: National Park Service, Rivers, Trails and Conservation Assistance Program, US Custom House, 200 Chestnut Street, Philadelphia, PA 19106, 215-597-1581.
- 45 Luzerne Foundation: The Luzerne Foundation, 613 Baltimore Drive, Wilkes-Barre, PA 18702, 717-822-5420.
- Lackawanna Heritage Valley Trail: Lackawanna Heritage Valley Association, 1300 Old Plank Road, Mayfield, PA 18433, 717-876-6188.
- Lackawanna River Corridor Association: P.O. Box 368, Scranton, PA 18501, 717-347-6311.
- Lock Haven, Clinton County Levee Trail: Jay and Water Street, Lock Haven, PA 17745, 717-893-4000.
- 46 Economic Development Council of Northeast Pennsylvania: 1151 Oak Street, Pittston, PA 18640, 717-655-5581.
- Marsh Run Park: U.S. Army Corps of Engineers, Baltimore District Office, P.O. Box 1715, Baltimore, MD 21203, 410-962-2809, (fax) 410-962-3660, URL: <http://www.nab.usace.army.mil>.
- The Conservation Fund: American Greenways Program, 1800 North Kent Street, Suite 1120, Arlington, VA 22209, 703-525-6300.
- Lambs Creek Hike and Bike Trail: See Listing at Page 5 above.
- 57 Pine Creek Trail, Tioga County: DCNR, Bureau of Forestry, Tioga State Forest, Box 94, Route 287 South, Wellsboro, PA 16901, 717-724-2868.
- RIMTRAIL (Allegheny National Forest): See Listing at Page 2 above.
- 58 Conemaugh River Greenway Trail: See Listing at Page 11 above.
- Allegheny Highlands Trail: Somerset County Rail-to-Trail Association, P.O. Box 413, Somerset, PA 15501, 814-445-6431.
- 36 Caratouan Greenway: See Listing at Page 12 above.
- Delaware and Lehigh Canal National and State Heritage Corridor: See Listing at Page 6 above.

- 58 Back Mountain Rail-Trail: Anthracite Scenic Trails Association, R.R. 6, Box 353R, Dallas, PA 18612, 717-675-9016.
- Cumberland Valley Trail: Cumberland Valley Rails-to-Trails Association, P.O. Box 531, Shippensburg, PA 17257, 717-530-1047.
- 59 Ghost Town Trail: See Listing at Page 27 above.
- 59/67 Lehigh Gorge Trail (Jim Thorpe): Lehigh Gorge State Park, R.D. 2, Box 56, Weatherly, PA 18255, 717-427-5000.
- 60 Ghost Town Trail: See Listing at Page 27 above.
- 60 Ohiopyle State Park Bike/Hike Trail: Ohiopyle State Park, P.O. Box 105, Ohiopyle, PA 15470, 412-329-8591.
- 63 Master Plan for the Ghost Town Trail: Cambria and Indiana Trail Council, R.D. 3, Box 74, Indiana, PA 15701, 412-349-5171.
- 64/70 Butler-Freeport Community Trail: Butler-Freeport Community Trail Council, P.O. Box 533, Saxonburg, PA 16056, 412-352-4783.
- 66 Oil Creek State Park Trail: Oil Creek State Park, R.R. 1, Box 207, Oil City, PA 16301, 814-676-5915.
- 67 Gettysburg Historic Pathway: Main Street Gettysburg, 59 East High Street, Gettysburg, PA 17325, 717-334-1160.
- Lehigh Gorge State Park Trail:
See Listing at Page 59 above.
- Somerset County Chamber of Commerce:
See Listing at Page 37 above.
- Lackawanna State Park: R.R. 1, Box 230, Dalton, PA 18414-9785, 717-945-3239.
- River's Edge Family Campground (near Youghiogheny Trail): Connellsville, PA, 724-628-4880.
- Dingman's Campground (within Delaware Water Gap National Recreation Area): 717-828-2266.
- 67/78 York County Heritage Rail-Trail:
See Listing at Page 5 above.
- 68 Regional Trail Corporation: P.O. Box 95, West Newton, PA 15089, 412-872-5586.
- 69/77 Centre Region Pedestrian/Bike Trail: Centre Regional Planning Commission, 131 Fraser Street, Suite 5, State College, PA 16801, 814-231-3050.
- 70 Northeast Snow Trails Association:
See Listing at Page 6 above.
- Skytop Lodge: 1 Skytop, Skytop, PA 18357, 717-595-7401.
- Northeast Pennsylvania Community Forestry Program: Extension Urban Forester, Penn State University, Luzerne County Cooperative Extension, Courthouse Annex, 5 Water Street, Wilkes-Barre, PA 18711-1001, 717-825-1701.
- York County Rail-Trail Authority:
See Listing at Page 27 above.
- Butler-Freeport Community Trail:
See Listing at Page 64 above.
- 71 Delaware Water Gap National Recreation Area:
See Listing at Page 6 above.
- 73 Allegheny River Trail: Allegheny Valley Trails Association, 153 Sixth Avenue, Clarion, PA 16214, 814-226-2576.

Rail-Trail Council of Northeast Pennsylvania:
See Listing at Page 41 above.

- 74 Arrowhead Trail: Township of Peters Parks and Recreation Department, 610 East McMurray Road, McMurray, PA 15317, 724-942-5000.

Youghiogheny Trail: *North:* Regional Trail Corporation, P.O. Box 95, West Newton, PA 15089, 412-872-5586.
South: Ohiopyle State Park, P.O. Box 105, Ohiopyle, PA 15470, 412-329-8591.

Montour Trail: See Listing at Page 4 above.

- 77 Lackawanna River Heritage Trail: Lackawanna River Corridor Association, P.O. Box 368, Scranton, PA 18501, 717-347-6311.

Indiana County Parks/Cambria-Indiana Trail Council:
Northern Cambria Community Development Corporation,
P.O. Box 174, Barnesboro, PA 15714, 814-948-4444.

Centre Region Pedestrian/Bike Trail:
See Listing at Page 69 above.

- 78 Anthracite Scenic Trails Association:
R.R.6, Box 353R, Dallas, PA 18612, 717-675-9016.

Wyoming Valley Greenways Coalition: Pennsylvania Environmental Council, Northeastern Pennsylvania Office, Wilkes University, School of Science and Engineering, Wilkes-Barre, PA 18766, 717-408-4997.

Caratouan Greenway: See Listing at Page 12 above.

Keystone Trails Association:
P.O. Box 251, Cogan Station, PA 17728-0251.

York County Heritage Rail-Trail:
See Listing at Page 5 above.

General Resource Listing

Advisory Council on Historic Preservation:
1100 Pennsylvania Ave, NW, # 809, Washington, DC 20240
Tel: 202-786-0503

Appalachian Trail Conference:
P.O. Box 807, Harpers Ferry, WV 25425-0807
Tel: 304-535-6331
Fax: 304-535-2667

Army Corps of Engineers, Baltimore District Office:
P.O. Box 1715, Baltimore, MD 21203
Tel: 410-962-2809
Fax: 410-962-3660
URL: <http://www.nab.usace.army.mil>

Congressional Regional Equipment Center, 11th Congressional District:
Tel: 717-735-0373

Conservation Fund, The:
1800 North Kent St., Suite 1120, Arlington, VA 22209-2156
Tel: 703-525-6300
Fax: 703-525-4610

EAC Network, Pennsylvania Environmental Council:
1211 Chestnut St., Suite 900, Philadelphia, PA 19107
Tel: 215-563-0250
Fax: 215-563-0528
Email: pecphila@libertynet.org
URL: <http://www3.libertynet.org/pecphila/eac.html>

Frye Communications, Inc.:
800 W. Church Rd., Mechanicsburg, PA 17055-3198
Tel: 800-524-3232 x 340

Institute of Conservation Leadership:
2000 P St., NW, Suite 412, Washington, DC 20036.
Tel: 202-466-3330

J'OB Publications:
Tel: 814-926-3565

K-III Directory Corp:
1735 Technology Dr., Suite 410. San Jose, CA 95110
Tel: 800-547-8753 x 6783
Fax: 408-467-6798

Land Trust Alliance:
1319 F St. N.W., Washington, DC 20004-1106
Tel: 202-638-4725

League of American Bicyclists (LAB):
190 W. Ostend St., Baltimore, MD 21130-3755
Tel: 410-539-3399
Fax: 410-539-3496
Email: bikeleague@aol.com
URL: <http://www.bikeleague.org>

National Audubon Society, Pennsylvania:
1104 Fernwood Ave., #300, Camp Hill, PA 17011
Tel: 717-763-4985
Fax: 717-763-4981

National Center for Nonprofit Boards:
Suite 510, 2000 L St., NW, Washington, DC 20036-4790
Tel: 202-452-6262
Fax: 202-452-6299
Email: ncnb@ncnb.org

National Park Service, Rivers, Trails and Conservation
Assistance Program:
US Custom House, 200 Chestnut St., Philadelphia, PA 19106
Tel: 215-597-1581
Fax: 215-597-0932

National Register of Historic Places, National Park Service,
Mid-Atlantic Regional Office:
143 South Third St., Philadelphia, PA 19106
Tel: 215-597-1581
Fax: 215-597-0932

National Transportation Enhancement Clearinghouse:
1506 Twenty-first St., NW, Suite 210, Washington, DC 20036
Tel: 888-388-6832
Fax: 202-463-0875
Email: ntec@transact.org
URL: <http://www.transact.org/ntec.htm>

National Trust for Historic Preservation:
1785 Massachusetts Ave., NW, Washington, DC 20036
Tel: 202-673-4000

Non-Profit Management Development Center:
La Salle University
1900 W. Olney Ave., Philadelphia, PA 19141-1199
Tel: 215-951-1701
Fax: 215-951-1488

Pennsylvania Association of Conservation Districts (PACD):
225 Pine St., Harrisburg, PA 17019
Tel: 717-236-1006
Fax: 717-236-6410
Email: pacdconserva@al.dep.state.pa.us

Pennsylvania Cleanways:
105 West Fourth St., Greensburg, PA 15601-2981
Tel: 412-952-9653
Fax: 412-836-4129

Pennsylvania Code and Bulletin:
647 Main Capitol Building, Harrisburg, PA 17120-0033
Tel: 717-787-1530
Fax: 717-787-6362

**Pennsylvania Department of Community and Economic
Development Listings:**

Center for Local Government Services:
325 Forum Building, Harrisburg, PA 17120
Tel: 888-223-6837
Fax: 717-783-1402

Office of Travel and Tourism:
Room 400, Forum Building, Harrisburg, PA 17120
Tel. 717-787-5453 or 1-800-847-4872
URL: <http://www.state.pa.us>

Pennsylvania Department of Conservation and Natural Resources Listings:

Division of Conservation Partnerships:
P.O. Box 8475, Harrisburg, PA 17105-8475
Tel: 717-783-5877
URL: <http://www.dcnr.state.pa.us>

Bureau of Recreation and Conservation:
P.O. Box 8475, Harrisburg, PA 17105-8475
Tel: 717-787-7672
Fax: 717-772-4363
URL: <http://www.dcnr.state.pa.us>

Bureau of Topographic and Geologic Survey:
P.O. Box 8453, Harrisburg, PA 17105-8453
Tel: 717-787-2169
Fax: 717-783-7267
URL: <http://www.dcnr.state.pa.us>

Pennsylvania Natural Diversity Index (PNDI):
P.O. Box 8552, Harrisburg, PA 17105-8552
Tel: 717-787-3444
Fax: 717-783-5109

Pennsylvania Department of Environmental Protection Listings:

Bureau of Waterways Engineering:
Room 116, Executive House, P.O. Box 8460, 101 South Second Street, Harrisburg, PA 17105-8460
Tel: 717-787-3411
Fax: 717-772-0409
URL: <http://www.dep.state.pa.us>

Bureau of Water Quality Protection:
11th Floor, Rachel Carson State Office Building, P.O. Box 8465, Harrisburg, PA 17105-8465
Tel: 717-787-2666
Fax: 717-772-5156
URL: <http://www.dep.state.pa.us>

Bureau of Watershed Conservation:
10th Floor, Rachel Carson State Office Building, P.O. Box 8555, Harrisburg, PA 17106-8555
Tel: 717-787-5267
Fax: 717-787-9549

Pennsylvania Department of Labor and Industry Listings:

Pennsylvania Conservation Corps:
1304 Labor and Industry Building, Harrisburg, PA 17120
Tel: 717-783-6385
Fax: 717-787-9458

Pennsylvania Department of Transportation Listings:

Bicycle and Pedestrian Coordinator:
P.O. Box 2047, Harrisburg, PA 17105-2047
Tel: 717-783-8444
Fax: 717-783-8012

Bureau of Rail Freight, Ports and Waterways:
8th Floor Forum Place, 555 Walnut Street, Harrisburg, PA 17101-1900
Tel: 717-783-8567
Fax: 717-782-5782

Center for Program Development and Management
6th Floor Forum Place, 555 Walnut Street, Harrisburg, PA 17101-1900
Tel: 717-787-5246
Fax: 717-787-5247

Pennsylvania Environmental Council:
1211 Chestnut St., Suite 900, Philadelphia, PA 19107
Tel: 215-563-0250
Fax: 215-563-0528
Email: pecphila@libertynet.org
URL: <http://www3.libertynet.org/pecphila>

Pennsylvania Fish and Boat Commission:
3532 Walnut St., P.O. Box 67000, Harrisburg, PA 17106-7000
Tel: 717-657-4518
Fax: 717-657-4549

Pennsylvania Game Commission:
2001 Elmerton Ave., Harrisburg, PA 17110-9797
Tel: 717-787-4250
Fax: 717-772-2411

Pennsylvania Greenways Partnership, Pennsylvania
Environmental Council:
600 North 2nd St., Suite 403, Harrisburg, PA 17101
Tel: 717-230-8044
Fax: 717-230-8045
Email: pec-hbg@ix.netcom.com
URL: <http://www.libertynet.org/pecphila>

Pennsylvania Historical and Museum Commission:
P.O. Box 1026, Harrisburg, PA 17108-1026
Tel: 717-787-3362

Pennsylvania Land Trust Association (PALTA):
848 W. Fourth St., Williamsport, PA 17701
Tel: 717-323-6222
Fax: 717-321-1208

Pennsylvania Planning Association:
908 North Second Street, Harrisburg, PA 17102
Tel: 717-236-2039
Fax: 717-236-2046

Pennsylvania Recreation and Parks Society:
1315 W. College Ave., Suite 200, State College, PA 16801
Tel: 813-234-4272
Fax: 814-234-5276

Pennsylvania State Data Center:
Penn State Harrisburg, 777 W. Harrisburg Pike, Middletown, PA
17057-4898
Tel: 717-948-6336
Fax: 717-948-6306

Pennsylvania Trolley Museum:
1 Museum Rd., Washington, PA, 15301
Tel: 412-228-9256

Public Recycling Officials of Pennsylvania (PROP):
301 Market St., Suite 410, Harrisburg, PA 17101
Tel: 717-232-6775

Railroad Museum of Pennsylvania:
P.O. Box 15, Strasburg, PA 17579
Tel: 717-687-8628

Rails-to-Trails Conservancy
1100 Seventeenth St., NW, 10th Floor, Washington, DC 20036
Tel: 202-331-9696
Fax: 202-331-9680
URL: <http://www.railtrails.org>

Rails-to-Trails Conservancy, Pennsylvania Field Office:
105 Locust St., Harrisburg, PA 17101
Tel: 717-238-1717
Fax: 717-238-7566

Same Page, Inc., The:
341 Beadling Rd. Pittsburgh, PA 15228
Tel: 412-341-9387
Email: smilinbill@aol.com

Scenic America:

801 Pennsylvania Ave., SE, Suite 300, Washington, DC 20003

Tel: 202-543-6200

Surface Transportation Board (STB):

1201 Constitution Ave., NW, Washington, DC 20423

Tel: 202-927-6184

Trust for Public Land:

666 Broadway, NY, NY 10012

Tel: 212-677-7171

Bibliography

This bibliography lists references by title. Many are available directly from the publishing organizations.

Acquiring Rail Corridors: A How To Manual. Allen, Jeff and Iurino, Tom. Washington, DC: Rails-to-Trails Conservancy, 1996.

AMC Field Guide to Trail Building and Maintenance. Proudman, R.D. and Rajala, R. Boston, MA: Appalachian Mountain Conference: 1984, Second Edition.

Appraising Easements: Guidelines for the Valuation of Historic Preservation and Conservation Easements. Washington, DC: National Trust for Historic Preservation, 1990, Second Edition.

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