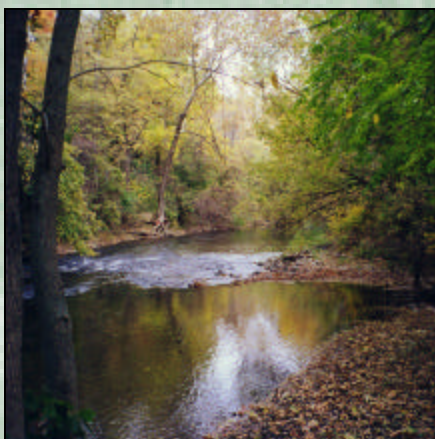




# Cumberland Countywide Greenway Study

Prepared for  
Cumberland County  
Planning Commission



April 2000

# Cumberland County-wide Greenway Study

**February 2000**

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## Cumberland County Greenways are...

...trails that connect parks, nature and communities

...corridors of green space that protect wildlife

...scenic views of our ridgetops and valleys

...public access to rivers and streams

...wide open spaces

...forever.

## Study Purpose

This study examines ways in which Cumberland County can create greenways and provides a framework for the establishment of greenways through a collaborative effort of public-private partnerships. As we move into the 21<sup>st</sup> century, the way we deal with the protection of our open spaces and natural resources will determine the quality of life both for ourselves and future generations.

The Cumberland County Board of Commissioners and the Planning Commission would like to promote the importance of recreation and open space preservation to ensure the quality of life for residents as well as protect natural resources within the County. It was their goal to develop a plan to build linkages between rural and urban land uses. The concern for open space preservation in Cumberland County is becoming more pronounced as land is becoming developed. In response to these concerns, the Commissioners and the Cumberland County Planning Commission supported the creation of a Countywide greenway plan. The corridors chosen as a result of the study would receive more detailed planning in the future. They determined that the greenway plan would include the following:

1. A plan of action for public participation and data collection
2. Data collection and analysis
3. Identification of potential greenway corridors
4. Determination of potential users
5. Identification of potential linkages
6. Prioritization of greenway corridors
7. Potential impacts and benefits
8. Greenway management and financing strategies
9. Recommendations for implementation

Cumberland County obtained a grant from the Keystone Recreation, Park and Conservation Grant Program to fund this study. The planning process was designed to meet the requirements of this program.

## Challenges

Although greenways have been planned for over a hundred years, the idea of creating a green infrastructure through the community planning process is a relatively new concept in Pennsylvania. Typically, greenway studies are targeted to specific areas or linkages to determine feasibility. Cumberland County is on the cutting edge by looking at greenways Countywide instead of piecemeal fashion.

The rich natural resources of the Cumberland Valley make it imperative for the County to establish a strong, unifying vision towards which both public and private organizations can work. The County cannot achieve a regional greenway system on its own. The collaborative efforts of a great many organizations are needed to forge a strategy for the future. As other counties in the more rapidly developing areas of Pennsylvania have shown, time is of the essence. As land becomes developed, it is more difficult to establish greenways and connections are lost. Greenways can help Cumberland County retain its wonderful rural agrarian character so treasured by the citizens. As Charles E. Little expressed in his book, *Greenways for America*, “to make a greenway...is to make a community.”

## The Planning Process

Cumberland County hired a team of landscape architects, community and recreation planners, and ecologists to work with the County's Task Force on the greenway study. The study included the following objectives:

- Create linkages between rural and urban areas
- Promote the preservation and conservation of open space
- Reconnect fragmented natural areas
- Provide corridors for the movement of humans and wildlife
- Protect and buffer critical environmental resources
- Provide corridors for recreation, transportation, and the enjoyment of the environment

The planning process consisted of four main areas: public involvement, inventory and analysis, development of conceptual alternatives, and recommendations and action plan.

### *Public Involvement*

The foundation for the study was citizen participation. It included four elements: a task force, a Countywide public opinion survey, key person interviews, and public forums. Throughout the planning process, there was considerable outreach to key stakeholders as well as the general citizenry in recognition of the fact that greenway development is everybody's business. Overall, the public participation process showed that there is great support for greenways and concerns about funding and finding ways to make the greenways happen. During the public participation process, it was evident that the concept of greenways is still new to the general public and requires effective communication in order to build understanding about this important issue. For the purpose of the study, the following definition of greenways was developed and included in materials presented to the public.

#### **Definition of Greenways**

*Greenways are corridors of protected public and private land established along rivers, stream valleys, ridges, abandoned rail corridors, utility rights-of-way, canals, scenic roads, or other linear features. They link recreational, cultural, and natural features; provide pathways for people and wildlife; protect forests, wetlands, and grasslands; and improve the quality of life for everyone.*

### *Inventory and Analysis*

The planning team conducted an inventory and analysis of the natural, cultural, scenic, and recreational resources of Cumberland County. This included:

- A review of available information including plans, reports, and government data
- Field reconnaissance of the entire County
- Aerial assessment via helicopter
- Data collection from recognized sources within the County

- Assessment of the data collected from all sources and synthesis of the information to determine greenway possibilities, constraints, and issues

### ***Greenway Corridors***

Based upon the information synthesized in the inventory and analysis, greenway corridors were identified. Criteria were established to identify the means by which decision makers could make informed decisions about moving ahead with greenway planning and development.

### ***Recommendations and Action Plan***

Criteria were applied to identified areas and prioritized potential greenways in order of importance. Recommendations for greenway development were based upon the priorities established in partnership with the Study Committee and Cumberland County. In establishing the recommendations for greenway development and protection, it was clear that there would be a tremendous amount of work and great expense to achieve the vision set forth in the recommendations. Just as clear was the fact that Cumberland County could not possibly do this alone. Both time and financial resources are limited given the County's planning staff levels and budget.

Given these findings and potential for greenways in Cumberland County, the planning team conducted research in other areas of the State to develop case studies of how other counties developed greenways and protected open space and natural resources. Based upon this research, the planning team developed an action plan for helping the County to move ahead with a greenway program. The action plan consists of recommendations for funding, technical support, planning, role of the County, municipal involvement, and public-private partnerships.

### ***Uses of the Study***

The study can help Cumberland County in a number of ways. It identifies and sets forth areas of the County that are important for greenway development. Showing these in a plan provides a common reference for people in the County to consider when undertaking land use planning and development. When Cumberland County and the municipalities within the County undertake comprehensive plans, this study should be incorporated as part of those and other related plans.

### ***Grant Assistance***

There are a number of grant programs that provide funding for greenway and trail projects. These include:

**Keystone Grant Program** - The Keystone Grant Program is a program administered by the Pennsylvania Department of Conservation and Natural Resources. The Keystone program offers State funding for acquisition of park land and open spaces, development of recreation facilities and trails, river conservation, and planning. A trust fund, a bond issue, and a portion of the realty transfer tax support the program.

**Transportation Equity Act for the 21<sup>st</sup> Century** – This federal program known as **TEA-21** is administered through the Pennsylvania Department of Transportation. The program has about \$80 million remaining in its allotment for the next four years to address transportation alternatives to automobiles. Project funding is available for transportation-related projects including pedestrian and bicycle facilities, education programs

for pedestrians and cyclists, landscaping and beautification, historic preservation, rehabilitation of historic structures for transportation, preservation of abandoned rail corridors, control/removal of outdoor advertising, archeological planning, mitigation of water pollution due to highway run-off, and establishment of transportation museums.

### *Advisory*

This plan serves as a reference document for planning and management. The recommendations of this plan are based upon an investigative and educational process to identify greenway initiatives and opportunities that are important in Cumberland County. The plan is intended to be a living document that will play a role in the decisions the County makes about greenways and trails, parks, financing, management, open space preservation, and related planning efforts. The plan should be reviewed annually prior to budget season. Through this review, accomplishments, needs, and emerging opportunities should be determined. Actions should be adapted to changing circumstances in the County's pursuit of the goals identified. Budgets should then be based on the formulation of an action plan for the upcoming fiscal year. This proves to be a sound way of targeting resources to the actions required to establish a Countywide greenway plan.

## Chapter 2

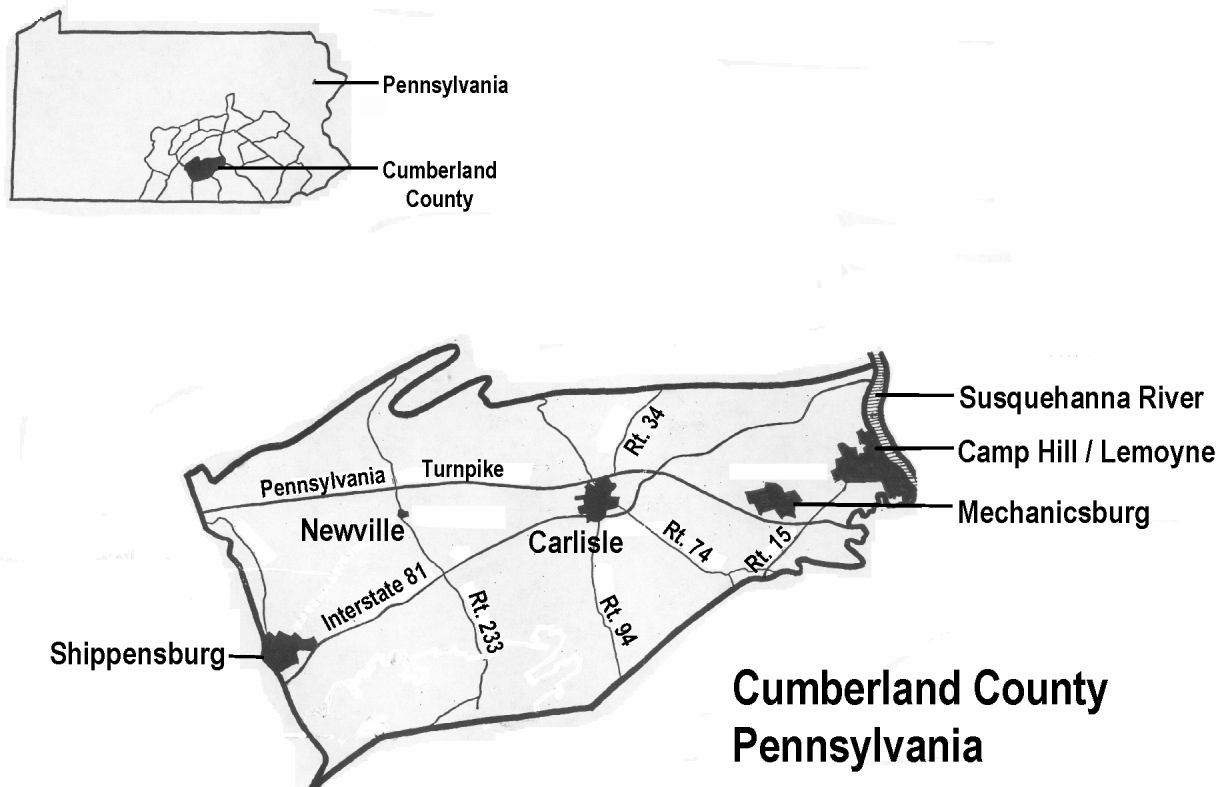
# Background

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## Location

Cumberland County is located in the southcentral portion of Pennsylvania. The County is approximately 555 square miles in size and is surrounded by the counties of Perry, Adams, Franklin, Dauphin, and York. The Susquehanna River forms the eastern boundary of the County. The County is located within the Cumberland Valley, part of the Great Valley of the Appalachians that stretches from Roanoke, Virginia to the Delaware River.



## Cumberland County and its People

The gently rolling farmland of the Cumberland Valley, the ridges of Blue Mountain and South Mountain, the small hamlets of the rural area, and the historic towns characterize Cumberland County. From Shippensburg, the university town on the western edge of the County, to Carlisle, the County seat of government, to the suburban townships of Hampden and East Pennsboro, Cumberland County's diversity is linked by the scenic landscape of the Cumberland Valley.

Cumberland County has grown dramatically from its origins as a sparsely populated frontier outpost to a diverse county of 33 municipalities with a 1990 census population of 195,257. More recent growth has resulted in loss of agriculture land and changing patterns of land use. Since 1970 the county has grown by over 23 percent. The Pennsylvania State Data Center projects that the County population will be approximately 210,000 in 2000 and 231,700 in 2040. These continued population increases and the resulting development of residential areas, schools, commercial areas, and industrial sites threatens the very characteristics of the County. Loss of farmland, encroachment in floodplain and stream corridors, and development of ridge areas are forever changing the Cumberland County landscape.

## Benefits of Greenways

Creating a network of green corridors throughout the County is one means of protecting the character and landscape of Cumberland County. Greenways provide an array of direct and indirect benefits that add to the quality of life of a region. Protection of green corridors and open spaces provides numerous economic, social, transportation, recreation, and ecological benefits. Understanding the benefits of greenway creation and protection will promote and sustain the Cumberland County initiative to develop a comprehensive network of greenways throughout the County. The benefits of greenways are identified below:

### Economic Benefits

- Increase nearby property values
- Precipitate new and expanded businesses related to greenway and trail use. New businesses will provide employment opportunities and revenues.
- Create tourist destinations which will generate expenditures on food, services, and lodging
- Reduce damage and financial loss from flooding by providing buffer areas along stream and river corridors

### Social Benefits

- Provide access to historically and culturally significant features in our communities
- Provide opportunities to reconnect with the natural environment and urban fabric of our communities
- Help to preserve the character and aesthetic appeal of a place or landscape
- Provide significant new public places which can help to connect people and communities
- Increase quality of life
- Improve health and wellness of greenway and trail recreation users
- Heighten sensitivity to the natural environment by providing for interaction between people and nature



### Transportation Benefits

- Promote non-motorized transportation
- Provide safe alternative transportation routes for pedestrians and bicyclists which will lessen our dependency on automobiles
- Provide emergency access via trails to undeveloped areas
- Reduce roadway congestion through redistribution of users to alternative transportation routes

## Ecological Benefits

- Promote plant and animal species diversity
- Serve as a filtering zone; wetlands absorb pollutants and nutrients and slow surface run-off
- Provide corridors for wildlife migration and movement
- Preserve and protect vital wildlife, plant, and aquatic habitats
- Improve air quality and reduce noise
- Reduce stormwater damage and promote flood mitigation within protected floodplains
- Protect natural areas
- Connect fragmented landscapes
- Store and convey floodwaters
- Clean up abandoned corridors



## Recreation Benefits

- Provide areas to jog, walk, bike, ride horses, and canoe
- Serve as sites for passive pursuits such as picnicking, fishing, and enjoying nature
- Connect existing and planned trails
- Encourage ecotourism
- Provide landscapes for environmental education
- Provide connections between parks and other protected lands



Chapter 3

## Trends and Public Involvement

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## The Future

What might the future hold for the quality of life for the people of Cumberland County? The world as we know it is rapidly changing. Trends are creating shifts in the ways we live, work, and play. In society today we are seeing shifts in how we view the world from:

Living to work.....	to.....	Working to live
Need to disconnect.....	to.....	Need to connect
Conformity.....	to.....	Diversity
Exercise and fitness.....	to.....	Wellness
Aging.....	to.....	Maturing
Bigger is better.....	to.....	Less is more
Desire for escape.....	to.....	Desire for enrichment
Standard of living.....	to.....	Quality of life

These times, trends, and shifts affect the way we need to plan our communities in the future. In public surveys across the State, Pennsylvanians have expressed their support for the development of greenways and trails and the preservation of open spaces. In Cumberland County, 81 percent of the Countywide survey respondents stated that is important to have greenways throughout the County.

### ***Support and Interest in Greenways and Land Protection***

In the last President's Commission on Americans Outdoors, a nationwide goal was established to provide access to a trail within 15 minutes of all Americans. In the ensuing decade, the development of greenways and trails across the nation became a major planning effort. In 1997, Pennsylvania held a Governor's Conference on Greenways and Trails. In 1999, the State hosted an international conference on greenways in Pittsburgh. The Commonwealth has established funding programs designed to support greenway and trail planning and development in the Keystone and Tea-21 grant programs. This year over 4,000 people attended 53 land use forums across the State. The discussions centered on community and open space projects, revitalizing cities, and farmland protection, and the role they play in the quality of life in Pennsylvania. The State has established an initiative to inform the public about sound land use practices and the value of open spaces and advancing the State's economy.

Trail and bikeway systems have been successfully implemented all across the United States. The Federal Highway Administration and the Commonwealth of Pennsylvania have established major alternative, non-motorized transportation programs. These programs have lead to the establishment of Statewide bicycle plans, intermodal transportation planning, and major funding. Transportation networks that include trails and bikeways provide clean, safe, and healthy choices for both transportation and recreation.

From an economic perspective, greenways help to improve the economy by upgrading the quality of life. This attracts and retains new businesses. They increase property values because communities become more desirable places in which to live and work.

Farmland preservation is a major State and County initiative. Between 1970 and 1997, about 24,000 farms disappeared from the Pennsylvania landscape. In the land use forums, participants called for more State funding of farmland conservation and easements to preserve land for future generations. Preserving the agricultural industry and heritage of Cumberland County is important. Protecting farms is more than just saving the land from development; it requires keeping the land and the environment healthy for future generations.

## Public Involvement

Citizen participation was a key component of the greenway study. Public participation is important for three reasons:

1. The residents have useful information to contribute to the study.
2. It provides a forum in which concerns could be identified, aired, and addressed.
3. Stewardship and trust are established through community interaction and involvement.

It included four components: a citizens' task force, key person interviews, public forums, and a Countywide direct mail survey. Based upon public input, the planning team was able to form conclusions from the data collected. The study findings and recommendations are based upon this information in combination with the other elements of the study.

### *Task Force*

The Task Force was composed of 15 citizens representing the County geographically, County administration, planners, rail-trail groups, conservation organizations, municipalities, and elected and appointed officials. The role of the Task Force was to provide guidance in the planning process; identify community contacts, organizations, and key stakeholders; participate in the development of the Countywide survey; review and assess study findings; work with and apply criteria for greenway recommendations; serve as a sounding board for concepts and actions; and participate in work sessions and forums. The Task Force identified the following issues, ideas, and concerns regarding the greenway study in a brain storming session:

- Expand existing trails
- Educate the public about trails, possibly key into the success in South Middleton Township
- Consider pedestrian and safe access
- Develop a network of corridors
- Use greenways to avoid impacts on streams by providing a buffer between development and streams
- Protect sensitive areas such as birding areas
- Use greenways to connect places and points of interest
- Identify areas that are already developed and determine what can be done with regard to greenway development
- Issue: Extensive development in eastern Cumberland County
- Bring back ecological value to resources
- Find ways to connect greenways for kids
- Issue: There is no Cumberland County Park and Recreation Department. Consider management/maintenance systems that would be responsible for long-term greenway management
- Plan for Cumberland County lands acquisition
- Consider local and County zoning
- A County Park and Recreation Department could provide a regional focus to the development of greenways and trails. If Cumberland County has support and a solid base of information, maybe they would support a Cumberland County park and recreation department.
- Cumberland County has been doing outreach meetings

- There is a need for education regarding trails and greenways
- A recommendation of this plan is to work with civic associations to heighten awareness about greenways and trails
- Identify all funding sources for greenways and trails
- There is a lot of private development in Cumberland County; therefore we must provide educational information to private developers regarding the benefits of greenways and trails
- Need to educate the Supervisors so they understand the benefits of greenways and trails
- Must deal with the rural land owner and farmer. Idea: get representatives from the Cumberland County Farm Bureau on the Greenway Task Force
- Coordinate greenways and trails with surrounding counties and communities. There could be a trail from Chambersburg to Harrisburg
- Access to property by the public is opposed by the private land owner
- Keep streams open and accessible
- Link schools with greenways; new schools are being developed in Cumberland County
- There is a turf issue with homeowners associations
- Classify trails by use: water trails, habitat and natural resource trails, transportation linkage trails, etc.
- Sustainable community for Cumberland County - tie the greenway study with the social, environmental, and economical issues of the County such as tourism. There are two tourism bureaus in the area: Harrisburg/Hershey/Carlisle Area Bureau and Chambersburg/Carlisle Bureau
- Planning Commission investment study into light rail and multi-modal systems with the desire to promote non-motorized transportation
- Vision Capitol Region provides information about land preservation and protection. Vision partners are looking for input.
- Greenways to help control sprawl
- Prioritize corridors
- Cumberland County Open Space Task Force completed a stewardship project that resulted in negative recommendations
- Give local communities guidance to develop strategies for linkages, develop a tool for local community
- Cumberland County and locals need a better working relationship for mutual support of greenways and trails. Support varies by region and subject.
- Support for greenways and trails needs to come from the locals up, get the locals excited and get to them early in the process. There are 33 municipalities in Cumberland County.
- Have a plan and get a couple of municipalities on board to set priorities. Consider a pilot project such as the LeTort greenway. The LeTort Regional Authority needs to educate the public about the local treasure of the LeTort.
- Need to tell local municipalities how they fit in such as the tier concept that was used in the Lancaster County Regional Open Space Plan.
- Tie into local school district newsletters and conservation association newsletters to educate about greenways and trails.
- Issue: security and ADA
- Develop public relations for the project by sending information to the Sentinel and the Patriot.
- Tie in with the Governor's riparian buffer program to plant vegetation along streams by the year 2010.
- Hold workshops on how developers should be tied into the greenway process.

- Tie into fitness and wellness.

The Task Force identified the following potential trails and greenways during the initial brainstorming meeting:

- Rails-to-Trails are being master planned for the Cumberland Valley Rail Trails from Shippensburg and Newville and eventually from Newville to Carlisle and possibly Harrisburg. There is a potential for rail with trail.
- Pine Grove Trail
- Appalachian Trail, existing footpath
- There is an old trolley line that runs between Mechanicsburg and Dillsburg. It has been plowed under, but the right-of-way exists.
- Utilize transmission lines
- Utilize pipelines

### ***Key Person Interviews***

Over 20 key person interviews were conducted for the study. Cumberland County planners, the Task Force, and community contacts identified key contacts and stakeholders. Interviews were conducted with representatives of the following concerns:

- Local and County agencies
- School districts
- Shippensburg University
- Business organizations: outfitters, Chamber of Commerce
- State Parks
- State Forests
- Conservation organizations
- Central Pennsylvania Conservancy
- Watershed associations
- Farm Bureau
- Landowners
- Pennsylvania Fish and Boat Commission
- Cumberland County Historical Society
- Audubon Society
- Natural Lands Trust
- Appalachian Trail Conference
- LeTort Regional Authority
- Central Cumberland County Task Force on Regional Development
- Conservation District
- Open Space program contacts in Pennsylvania counties
- Interest groups such as bicyclists, fishermen, hunters, and hikers

Interview findings indicated great support for establishing greenways in Cumberland County. People were supportive of looking at greenways from a Countywide perspective. People expressed a willingness to



work on this effort and asked what they could do to help. This finding indicates the rich potential for orchestrating volunteers to move ahead on identified actions. Interviews revealed fine examples of positive efforts through public/private partnerships such as Seven Gables in Carlisle and South Middleton Township in which public and private agencies came together for a common purpose. Concerns included: the need to work together, avoiding duplication of efforts to make maximum use of resources, finding ways to share the costs, starting out with projects with the highest chance of success while having a great vision for creating greenways Countywide; and the ability of the County to orchestrate a greenway effort with the small staff resources available.

### ***Public Forums***

Three public forums were held in strategic areas in the County. The purpose of the forums was to solicit community input for the greenway study. Although the forums were extensively advertised through the newspapers and direct mail, they were sparsely attended. This may have been due to two reasons. The most important reason may be the fact that the concept of greenway planning is still relatively new in the area. As we found in the survey, it was necessary to define and explain what greenways are. A public education effort about greenways is important. The second reason may be that the people with the most interest and knowledge about this topic were either involved on the task force or were contacted in interviews.

### ***County Survey***

A direct mail County survey was conducted to assess public opinion about greenways in Cumberland County. The 29 percent response rate generated the finding that there is great public support for greenways in Cumberland County. Appendix A contains a copy of the Cumberland County Greenways survey.

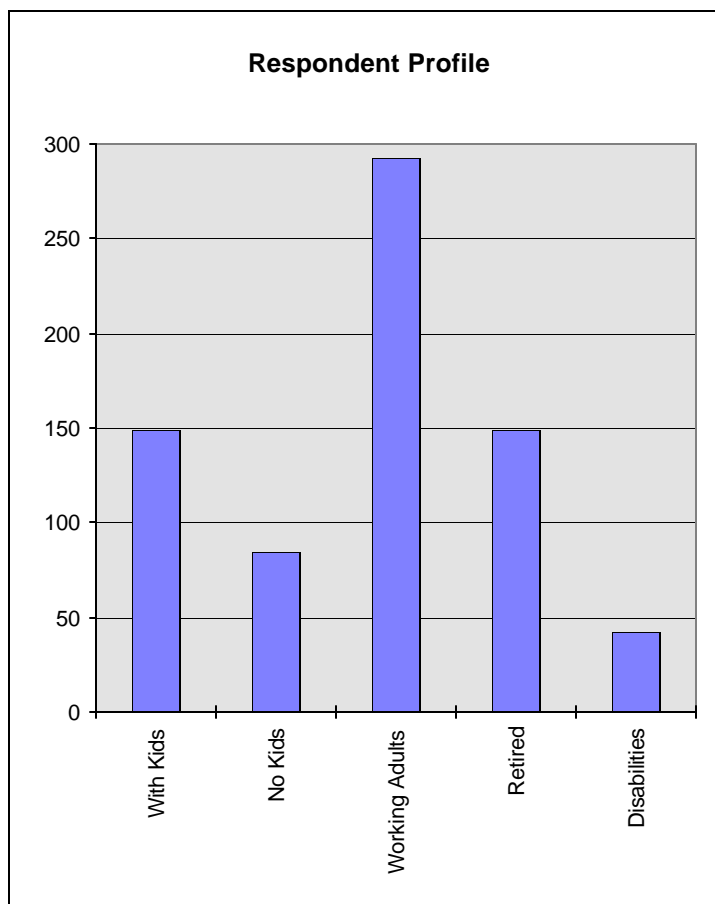
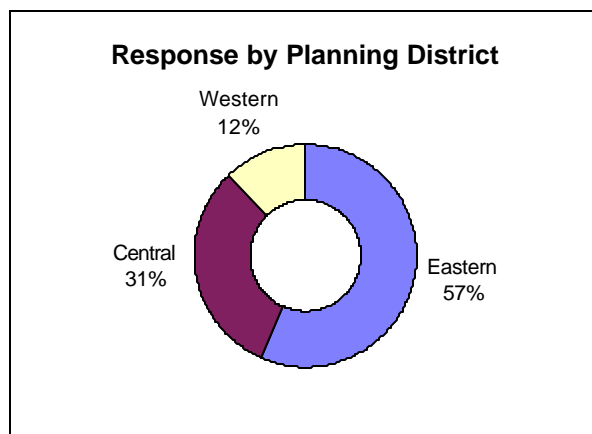
**Survey Process** - The planning team, County planners and the task force worked together in the development of the survey instrument. The survey purpose was to determine the level of support for greenways in Cumberland County, development preferences for greenways, and an assessment of how people would use greenways. The survey instrument consisted of seven multiple choice questions, one open-ended question for public comment, and a space to volunteer to assist in County greenway, parks, or open space endeavors. A cover letter from the County explained the nature of the project and the purpose of the survey.

**Mailing** - The surveys with the cover letter were distributed via direct mail to 1500 households based upon a random sample taken from the County's occupational tax records. A self-addressed stamped envelope was included to insure a high return rate. A week after the surveys were mailed, a post card follow-up was sent as a reminder for people to send in their surveys or to thank them for their responses.

**Tabulation** - Survey tabulation was processed by professional data processing specialists. The surveys were tabulated according to the findings as a whole as well as by key demographic sub-groups to be identified. Survey results fell within a 95 percent level of confidence with a margin of error of +/- 4.71 according to our statistical analysis.

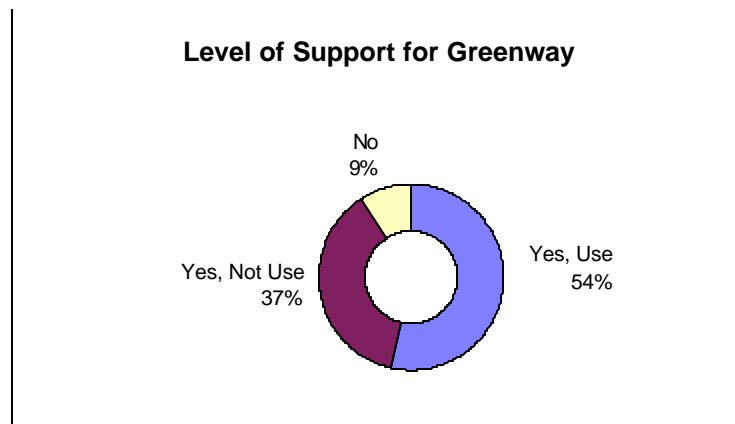
**Survey Findings** - The random survey sample included 1500 citizens. With 433 completed responses, the return rate was about 29 percent in comparison with a typical direct mail survey that generates about a two percent return. Most of the responses came from the eastern portion of the county, which is correspondingly the most populated area. While most of the households were comprised of working adults

(68%), about 34 percent of the households had retired people. Thirty-five percent of the households responding have children.

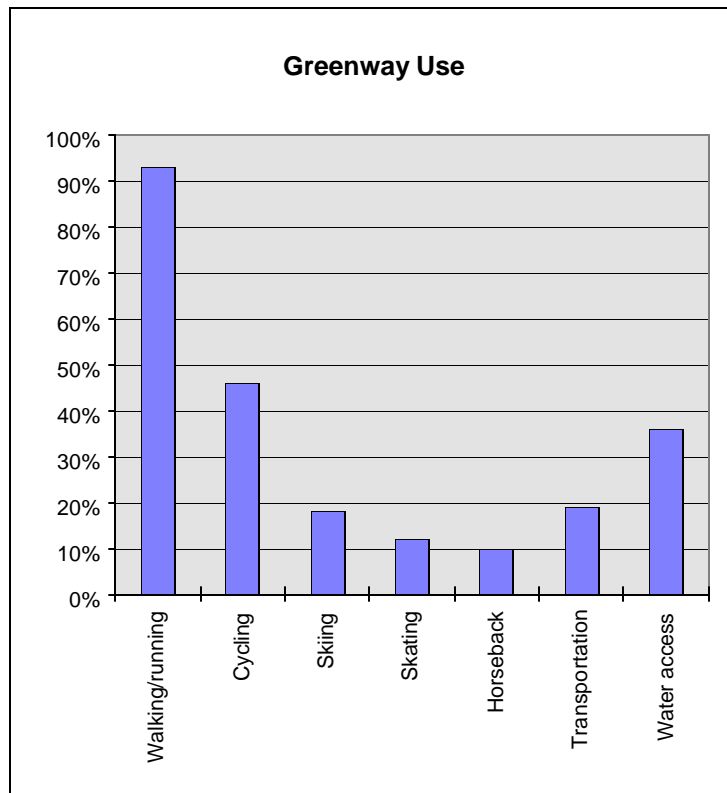


**Level of Support** - Overall, the survey findings indicate support for greenways in Cumberland County. The survey respondents reported that it is important to have greenways throughout Cumberland County. The following points present the survey highlights:

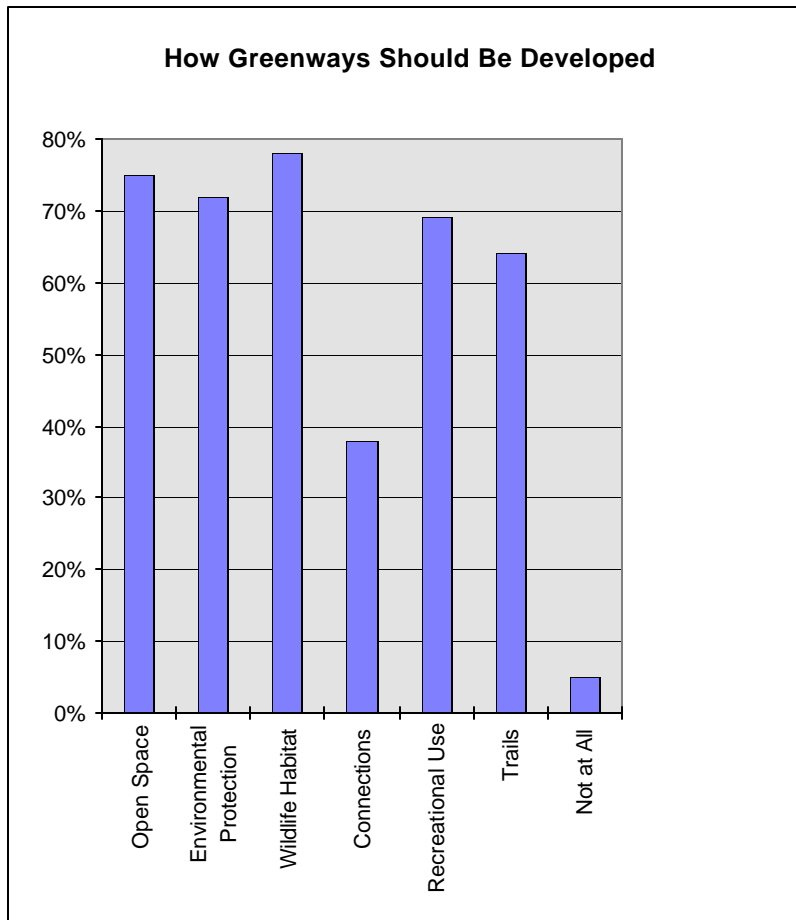
- 81% answered that it is important to have greenways throughout the County; 18% said they were not important
- 66.5% thought they were so important that County funds should be used for greenways while another 19% thought that greenways were nice to have but that County funds should not be used for them.
- 91% of the respondents support greenways



- The level of support for greenways was consistent among all demographic sub-groups ranging from 80 percent support from retired people to 95 percent support from families with children.
- Most of the respondents would use greenways. Walking, running, cycling and water access were the most preferred uses.



- Over 72% thought that greenways should be developed for environmentally related reasons and about 70% thought they should be developed for recreation.
- Typically, survey respondents express the opinion that greenways should be developed for trails. However, in Cumberland County, wildlife habitat emerged as the most preferred purpose for greenway development. This finding held across every sub-group except for people with disabilities, who preferred environmental resource protection as their top choice.



- With the funding available through TEA-21 for transportation alternatives, the question dealing with using the greenway for transportation is of special interest. One out of every five survey respondents indicated that they would be interested in using the greenway as an alternative to driving. According to place of residence, the respondents from the eastern portion of the County were most interested in this.

**Written Comments** - Of the 433 completed surveys, 138 respondents listed written comments. Of the 138 statements, 125 were positive in nature and expressed ideas and suggestions. Only 13 statements were negative. The positive comments had a theme of protecting the County from over-development, protecting habitat for wildlife, preserving natural resources, providing trails for transportation and recreation, and connecting communities. The negative comments centered around two issues: not raising taxes and protecting property rights. Some of the respondents expressed mixed opinions about not wanting taxes increased but still supporting greenways. The comments are presented below and are categorized according to their nature: positive, concerns, ideas, and negative. The number following the statement indicates how many times that statement was written in the open-ended responses. Since many respondents listed several ideas, the ideas are listed separately.

### *Positive*

#### **Greenway/Trail support**

- This is a great idea (13)
- Idea is a good one but is only a dip in the barrel of protecting the environment and does little to halt the widespread development.

- The time is right! (3)
- Do this fast. Hampden already overdeveloped.
- Hurry up - we're losing this beautiful land to commercial development faster than surrounding counties
- Do this now
- Go for it!
- Strongly support any attempt to conserve open spaces with balanced recreational development. Fear destruction of water usage and our land without protection
- How can I get more involved in greenways and helping to do this?
- This is a great undertaking and appreciate the people taking an interest in greenways
- Support taxpayer support of greenways
- Government should support the greenways but without raising taxes
- Should have made arrangements to preserve land a long time ago
- Good to see that greenways are getting a high priority
- Rather spend the money here on this than send it to a foreign country
- Too old to help but not to enjoy
- Okay with this but don't infringe on property rights

### **Importance of Greenways**

- Greenways are important for both moving humans around and protecting wildlife
- Greenways are extremely important to preserve our County to its fullest extent possible
- Need to preserve natural habitat from human development
- Pay as much attention to greenway development as we do to economic development to maintain a balanced way of life
- Greenways are important (7)
- Greenways should be sited as much as possible to create riparian buffers.
- Vital in preserving what we are rapidly losing to development
- After a while, will have no open space
- Life is too short not to leave as much as possible of nature undisturbed
- Important to preserve open space for future in different places for a free place for enjoyment and quiet
- We need this and our children need this
- Good idea for the younger people
- Support idea of greenways even though unable to use them
- Concerned about wasting open space
- I've lived here all my life and I'm heart sick when I see the urban sprawl taking over the beautiful land
- Protect beauty of County
- All for betterment of the County but too infirm to assist
- Thanks for asking my opinion (7)
- Greenways are excellent stress relief. It's nice to have a quiet place to pull your chaotic life back together.

- Greenways are important for mental health
- Helping with the downtown flowers is a good start. Thanks!
- Retired and would like to see this for our grandchildren (2)
- Greenways would raise property values, make area more attractive to high-skill companies whose employees want to live in a nicer, classier area
- Open space enhances communities economically and socially. In day of sitting behind a computer, greenways offer opportunity to get outside

### **Connections**

- My wife and I are both over 65 and she is handicapped. When we go out she has to be in a wheelchair. About 7-8 a year, weather permitting, we go to Harrisburg to walk along Riverfront and City Island. We have to drive to Harrisburg and it would be nice to have a trail here where we could walk.
- Would like to get around town without a car
- Boy Scout troop likes to bike and safe roads are hard to find. Likes Gunpowder Falls State Park trail
- Brownie/Girl Scout leader of 22 years would like to see greenways to help preserve wildlife areas and keep habitat and nature.
- Great opportunity for people in wheelchairs to enjoy the outdoors with easy access
- All for trails
- Will make bike riding safer (2)
- Use stream banks for trails, like the Conodoguinet and LeTort
- Want greenways to feel safe and be located close to home; don't like to drive 30-50 minutes to take a walk and don't feel safe a lot of places.
- Wants more trails closer to development so they are convenient to use
- Walking trails with native plantings and plant identification would be helpful and interesting.
- Rails to trails is a great program
- Lived in Germany and every highway improvement project got a parallel bike and walking path. This ought to be the law in Pennsylvania
- Would be wonderful for couples if there could be subtle trail level lighting for evening walks so you could see the moon and the stars while the path would be lit
- Want conservation corridor
- Harrisburg Bicycle Club ride leader uses Newville/Shippensburg rail trail about a dozen times/winter. Only place in valley to bike off-road. Need more greenways in valley.
- Develop rail trails
- Want bikeways for children to get to school
- Would be nice to have places to ride horses - places are getting few and far between
- Live near Boiling Springs and enjoy the South Middleton Park greenway. (2)
- Need more places like the Boiling Springs Trail
- Would help to relieve highway congestion and make Cumberland County more attractive to people moving to the area
- Hiking and biking trails are necessary

## **Open Space Protection**

- Must preserve as much green space as possible (3)
- Important to control urban sprawl and connect people in communities
- Green space adds to the quality of life especially when considering over-development.
- Want to see open space made accessible -but not preserved- not more soccer fields and parks , but trails for walking
- Dickinson Twp. Planning Commission is very interested in providing open space and greenways; please provide survey results
- Prevent development like malls (2)
- Keep land away from developers
- Greenways are not paved roads
- Save as much open space as you can with programs like this
- Both of us are retired , disabled senior citizens but we support open spaces.
- Like this idea because of all the houses going up. Don't want a metropolis without parks.
- Nature is beautiful and we need to preserve the beauty we have; streams are peaceful and calming
- Preserving our natural resources is an important economic value to Cumberland: hikers, fishermen, tourists, etc.
- Trails serve one purpose but open space serves multiple purposes that enhance the quality of life
- Protect the wetlands and plenty of space for wildlife. Look at rain forest as example
- Open space offers recreation opportunities, educational opportunities, and relaxation
- Green space land management has worked well in England. Now is the time to begin the process of setting aside land. Clearwater Florida has built bike routes and yet Cumberland County has more pleasant countryside than Florida. Therefore we should have more incentive to do it here.

## **Concerns**

### **Taxes**

- No tax increase (7)
- Concern about burden on retired people (5)
- Greenways are nice - we had them in Florida - but they need to be privately funded - not by taxes
- Asphalt surfaces more costly to maintain.
- Give tax credit for donations of open space

### **Over-development/Loss of farmland**

- Too much random unplanned growth and development has ruined habitat for wildlife
- Save farmland from developers
- Give farmers tax exemption. (2)
- Too many farms being turned into developments (4)
- Suburban sprawl has created serious non-point source pollution and flooding, especially in the eastern portion of the County. Riparian buffer zones of at least 100 feet needed.



- Over development (3)
- Too much growth in Cumberland County. Malls doing poorly
- Selling farmland on Williams Grove Road at 1.8 acre minimum per home site. Review what California has done with land use.
- Roads dangerous now because of over-development (3)
- Loss of wildlife

### **Government Control**

- Landowners should not be required to donate land to greenways
- If someone wants a trail, they should pay land owner for use. Abandoned railroads should be the property of the land owner and County should not try to steal the trail from the landowner
- Don't infringe on property rights (1)
- Concept is good but am opposed to government control
- So many other issues now
- Keep EPA out of the process
- Concerned about how land will be acquired

### **Greenway Issues**

- Safety of people living alone along the greenway, especially an elderly person
- Concerned with keeping the environment clean; from what I've seen the areas look good
- Care and up keep of the greenway

### ***Ideas***

#### **Trails**

- Use old railroad beds
- Use old Cumberland Valley right-of-way
- Have a small real-estate surcharge to establish more trails
- Have east-west and north-south trails
- Roads should have at least three feet of paved shoulders
- Have greenway from Carlisle to Shippensburg; Holly to Carlisle; extend Pine Grove Furnace Bicycle trail towards Carlisle
- Connect greenway biking and walking paths with abandoned railroad beds like from Carlisle to Newville (2)
- Connect people from town to town to avoid the hassle of car traffic
- Connect Cumberland County and find a way to get all the way to the Walnut Street bridge in Harrisburg.
- Look at rail trail in York County as an example of what a trail can do for everyone.
- Develop commuter rail links

#### **Strategies**

- Get easements from property owners
- Use adopt-a-greenway program to keep costs down
- County funds should be partially used with matching funds from private sector
- Teachers could bring their classes here to work on projects as a public service requirement

- If County doesn't have money, have fundraising
- Include a map of the County to highlight areas under consideration
- Every municipality should have a greenway and open space plan.
- Support managed growth and planning on County level
- It's time to review the entire land use and zoning.
- Greenways and economic development should work hand-in-hand
- Do cost/benefit analysis before any County money is used
- Get funding from large companies for greenways - many businesses do not seem concerned about the ugly massive structures they build. (2)
- Use volunteers for planning
- Have separate zoning for "greenway"
- Eliminate trucking and congestion (2)
- Use greenways for hunting
- Use greenways for walking pets
- Developers should only redevelop old businesses and existing shopping centers. Make them plant trees.
- Develop a plan to manage growth and sprawl

### *Negative*

#### **Taxes/Government**

- Another infringement on individual rights (2)
- Stop wasting hard-earned tax dollars
- I would oppose any control of such corridors by the United Nations.
- Own a farm; do not want people using my land
- Few people would benefit from this but many will have to support it financially.

#### **Parks/Open Space**

- There are enough parks around. No need for more!
- We have too much playing. We should be teaching young people responsibility and not depending on the State or government. Protect private property. When you make trails you are making opportunities for rape and murder. No more socialism. Build on the poor land along North Mountain not on the good farmland.

#### **Trails**

- Trail projects have produced negative factors
- Not interested. Spend our money on important issues.
- Against greenways; no time to use them and would only be for rich people
- No need for this project

## **Conclusions**

The extensive involvement of the public ranging from community organizations to the general citizenry expressed support for the greenway project. There was a sense of urgency to move ahead with this idea

because of the rapid development perceived by the public. There was even support from people who expressed the idea that they may not be able to use it but it would be important for the County and for future generations. Concerns centered on taxes and property rights. The message was that people did not want property taken from private landowners for public purposes. Support was evident across all demographic sub-groups and geographic areas of the County with the largest support from eastern Cumberland County.

Chapter 4

## Resource Inventory & Analysis

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## Introduction

Greenway planning involves a comprehensive exploration of resources in the study area to assess linear features that may contribute to greenway development and open space preservation. These resources can be natural or manmade, occurring in a localized area or expanding regionally. A comprehensive inventory and analysis of existing resources will provide the framework for a Countywide greenway network.

The resources of Cumberland County were explored via available GIS, USGS, and roadway mapping, and field viewing the County from a helicopter. Linear resources were identified and analyzed for their potential as part of a Countywide network of greenways. The Land Resources Map on the following page identifies the natural and manmade resources that were mapped during the inventory and analysis of Cumberland County.

## Natural Resources

Stream valleys, rivers, and ridge tops are natural features that contribute to greenway development. The Cumberland County landscape contains each of these natural resources. The ridge tops of Blue Mountain and South Mountain, the stream corridors of the Yellow Breeches Creek and Conodoguinet Creek and the Susquehanna River along the eastern boundary create a network of linear resources that interconnect across the County. The Land Resource Map on the following page identifies the significant natural resources of Cumberland County that were identified in the resource inventory and analysis planning process.

### *Stream Corridors*

There are two main stream corridors in the County which traverse the valley from the west to east as tributaries to the Susquehanna River. The Yellow Breeches Creek is classified as High Quality Cold Water Fisheries between the source and Locust Point Road (SR 1007, near Williams Grove); between Locust Point Road and the mouth it is classified as a Cold Water Fisheries stream. Additionally, the Yellow Breeches Creek and the LeTort Spring Run are classified as Pennsylvania Scenic Rivers. This designation is intended to preserve the primitive qualities, the natural and aesthetic values of a river, and to protect the existing character and quality of both the river and its adjacent land environment. The Conodoguinet Creek is classified as a Warm Water Fisheries stream within Cumberland County. Both are valued water resources in the County and region for their recreational opportunities. The Yellow Breeches Creek is a renowned trout-fishing stream that draws anglers from well beyond the area to fish in its limestone cooled waters. The Conodoguinet Creek is enjoyed for canoeing and fishing recreation. Other significant stream corridors in the County include:



### Tributaries to the Yellow Breeches Creek

- Mountain Creek
- Cedar Run
- Spring Run
- Trout Run

### Tributaries to the Conodoguinet Creek

- LeTort Spring Run
- Big Spring Creek
- Trindel Spring Run
- Hogestown Run
- Doubling Gap Creek
- Bore Mill Run
- Laughin Run
- Mains Run
- Burd Run
- Alexander Spring Run
- Mt. Rock Spring Run
- Middle Spring Run

The LeTort Spring Run is a small stream located in Carlisle and South Middleton Township. It is renowned as a trout stream with native brown trout. Specific areas of the stream are designated as “No Harvest Fly-Fishing Only” locations. The LeTort is designated as a Pennsylvania Scenic River. The protected scenic corridor lies in the 100-year floodplain along the stream from Route 34 to its confluence with the Conodoguinet Creek. The LeTort Regional Authority was formed to address flooding concerns and encourages recreational use of the stream.



The Authority is comprised of Cumberland County, the Borough of Carlisle, South Middleton Township, Middlesex Township, and North Middleton Township. Recently the Authority has expanded its mission to include promoting a conservation corridor along the LeTort Spring Run.

Stream corridors contain wetlands and floodplains, which are important natural areas. They provide valuable functions in the landscape. Floodplains carry floodwaters. Wetlands trap sediment and pollutants and provide critical wildlife habitat. Federal and State regulations and municipal ordinance provisions protect wetlands and floodplains associated with stream corridors. These protected open spaces contribute to greenway corridors.

## Land Resource Map

## ***Rivers***

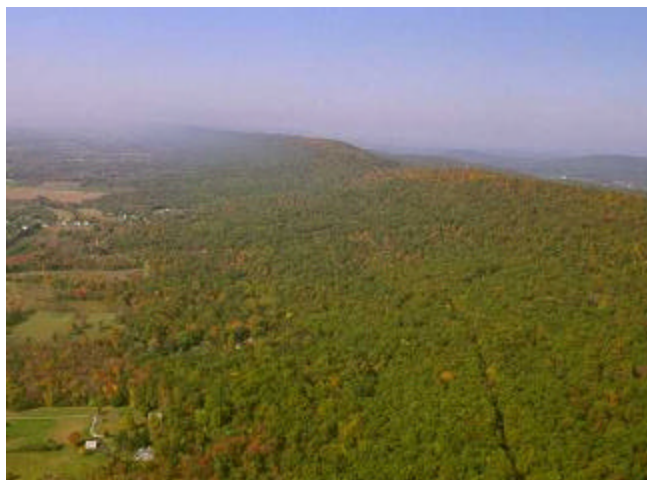
The Susquehanna River forms the eastern boundary of Cumberland County. The river's edge has been developed over time with industry, transportation routes, and other uses. Opportunities for greenway development are limited due to the existing land use patterns but should not be dismissed as impossible. The changing character of rail transportation has reduced the utilized area of the Enola train yards, freeing space that was formally rail lines, for other uses. These areas are not abandoned, but present future possibilities to reclaim green space in the community and in doing so create greenways and linkages to the Susquehanna River.



The river provides a corridor for water transportation and recreation and is designated as a water trail along the Cumberland County border. The Susquehanna River Trail is a 24-mile portion of the river, which promotes low-impact recreation use, and stewardship of the resource.

## ***Ridge Tops***

The ridges of Blue Mountain and South Mountain form the Cumberland Valley in the study areas. The Blue Mountain ridge aligns with the northern boundary of the County and South Mountain ridge aligns with a portion of the southern boundary of the County. South Mountain is protected through State ownership of Kings Gap Environmental Center, Pine Grove Furnace State Park and Michaux State Forest. Blue Mountain, within Cumberland County, is not so protected as South Mountain as much of the Blue Mountain ridge top is in private ownership. The Tuscarora State Forest and State Game Lands No. 170 are primarily within Perry County. Only Colonel Denning State Park and State Game Land No. 230 afford public protection of the Blue Mountain ridge area.



## **Manmade Resources**

Scenic roads, canals, abandoned rail and trolley lines, and existing trails are manmade features that contribute to greenway development. Cumberland County has several of these manmade features as identified on the next page.



## ***Existing Trails and Greenways***

There are several existing trails in Cumberland County which provide opportunities for recreation, nature study, and alternative transportation. The trails were evaluated and located on the Land Resource Map as part of the greenway planning process. Cumberland County trails include:

**Appalachian Trail** - The Appalachian Trail is a continuous marked footpath extending from Maine to Georgia. The Appalachian Trail traverses Cumberland County entering the County from the northeast along the Blue Mountain ridgeline and crossing the valley to South Mountain. The Appalachian Trail corridor in Cumberland County is approximately 40 miles long on lands of the National Park Service, Pennsylvania State Game Land, Pine Grove Furnace State Park, and Michaux State Forest. The trail is a footpath. Horseback riding and bicycle use are not permitted. The trail creates a corridor of protected land that varies in width outside of the State-owned parcels. The Appalachian Trail ties to two other footpaths, the Darlington Trail and the Tuscarora Trail.

**Darlington Trail** - The Darlington Trail is a blazed footpath located along the ridge of Blue Mountain at the Perry-Cumberland County line. The trail intersects with the Appalachian Trail and from that intersection has an eastward route along the ridge.

**Tuscarora Trail** - The Tuscarora Trail is a blazed footpath located along the ridge of Blue Mountain at the Perry-Cumberland County line. The trail intersects with the Appalachian Trail and from that intersection has a westward route along the ridge.

**LeTort Spring Run Nature Trail** - The LeTort Spring Run is a 1.4-mile nature trail between LeTort Park in Carlisle and Bonny Brook Road in South Middleton Township. The trail is open to hikers, anglers, and cross-country skiers. Horseback riding, biking, and use of motorized vehicles are prohibited. The trail follows the abandoned Reading Railroad line adjacent to the LeTort Spring Run, with the exception of a portion in Carlisle which is routed to Borough streets to bypass land in private ownership. The trail offers a scenic view of the LeTort Spring Run and provides access for fishing.

**Cumberland Hiker-Biker Trail** - This 5.5-mile recreation trail runs from Pine Grove Furnace east to Mountain Creek Campgrounds on the corridor of the Reading rail line that linked Carlisle, Mount Holly Springs, and Michaux State Forest. Most users access the trail at Pine Grove Furnace State Park. The park has 300,000 visitors a year and two miles of the trail are within the park.

**Cumberland Valley Trail** - The Cumberland Valley Trail is located between Shippensburg Borough and Newville Borough in western Cumberland County. The 10.75-mile trail follows the abandoned corridor of the Conrail rail line. The corridor is owned and operated by the Cumberland Valley Rails-to-Trails Council, a private, non-profit, volunteer organization established to promote multi-use trails in south central Pennsylvania and western Maryland. The trail is in a primitive state and design plans are underway to develop a multi-use trail tread and trail amenities along the corridor. Trailheads are proposed in Shippensburg, Oakville, and Newville.



**Maurice K. Goddard Trail** - The Maurice K. Goddard Trail is a hiking and biking trail that connects a school and several parks in Camp Hill Borough. The trail provides opportunities for recreation and safe

linkages to facilities in the community. The trail connects to Seibert Park, which borders the Conodoguinet Creek, a significant stream corridor in the County.

**Big Spring Culture Station Greenway** - The Pennsylvania Fish and Boat Commission's Big Spring Fish Culture Station is located south of Newville and the Cumberland Valley Trail on Big Spring Avenue. This facility includes a fish hatchery and approximately two-and-three-quarter miles of land along Big Spring Creek. This greenway provides protection for the natural resource and recreation opportunities for fishing and picnicking. There are six vehicle pull-off areas provided along the road. A defined trail along the creek has not been developed, but fishermen typically walk along the creek or roadway.

**Fielding Belt and Wittlinger Trails** - The Fielding Belt and Wittlinger Trails are located in South Middleton Township. The Fielding Belt Trail connects two community parks: Spring Meadow Park and South Middleton Township Municipal Park. Spring Meadow Park has a planned connection to the South Middleton High School campus and South Middleton Township Park is bordered by the Yellow Breeches Creek. Wittlinger Trail is a long nature trail located in the Donald L. Wittlinger Nature Preserve, which links to the Appalachian Trail south of Boiling Springs. The Wittlinger Trail is adjacent to the Yellow Breeches creek stream corridor.



**Buck Ridge Trail** – The Buck Ridge Trail is a six-mile hiking trail that connects Kings Gap Environmental Center with Pine Grove Furnace State Park.

### ***Abandoned Rail and Trolley Lines***

There are three abandoned rail or trolley lines in Cumberland County that have been identified as potential links in a Countywide greenway network.

**Conrail Line between Newville and Carlisle** - The Cumberland Valley Trail corridor is part of a regional rail network that extends west to Chambersburg and beyond, and east to Carlisle and Harrisburg. Between Shippensburg and Newville, the corridor has been developed for recreation trail use. Conrail has abandoned the 9-mile link between Newville and Carlisle, and PP&L controls this section of the corridor. PP&L utilizes the right-of-way for utility lines, which exist on poles along the corridor. The utility use protects the corridor as a green link in the County, but PP&L has indicated its unwillingness to allow an extension of the trail for recreation purposes. There is active rail use on the line between Carlisle and Harrisburg. The Harrisburg Area Transportation Study – Bicycle/Pedestrian Transportation Plan identifies this link of the line as "...an excellent candidate for a 'rail with trail' facility, linking Harrisburg with suburban Cumberland County west to Carlisle."

**Reading Rail Line between Mount Holly Springs and Carlisle** - This abandoned rail line runs between Carlisle and Mount Holly Springs. The northern portion is developed as the LeTort Spring Run Nature Trail. The 5-mile length between the existing trail and Mount Holly Springs is in South Middleton Township. The corridor is scenic, traversing the agricultural valley land of the County. There have been encroachments of agricultural use in some areas and a detailed assessment should be undertaken to determine ownership of the corridor and potential to develop as a rail-trail.

**Trolley Line between Mechanicsburg and Dillsburg** - The trolley line between Mechanicsburg and Dillsburg linked the communities and Williams Grove in southern Cumberland County. The line has been abandoned since 1979 and most of the corridor has reverted to adjacent landowners. The corridor is 6 miles long. A study should be undertaken to determine the ownership of land that makes up the corridor and assess the best method of creating a green link along the former route of the trolley line.

## **Facilities that Contribute to Greenways**

Greenways connect community places and open spaces. Historic sites, schools, parks, and nature preserves linked together through a common greenway become the spine of our community. Green corridors developed with trails, which connect schools, parks, and residential areas promote safe transportation alternatives to traditional roadway networks. Historic sites, parks, and nature preserves offer destinations which attract visitors from beyond the immediate community. Linking community places together with greenways furthers the tourist appeal of exploring a destination.

### ***Parks, Preserves, and Recreation Land***

Cumberland County is fortunate to have significant public and private lands that create a patchwork of protected open spaces. These lands protect natural resources, and provide spaces for recreation and locations to enjoy the scenic beauty of the Cumberland Valley. Three State Parks, portions of two State Forests, and four State Game Lands are located in Cumberland County. Numerous municipally-owned parks and open space preserves are located throughout the County.

#### **State Parks:**

- Pine Grove Furnace State Park
- Colonel Denning State Park
- Kings Gap Environmental Education Center

#### **State Forests and State Game Lands:**

- Michaux State Forest
- Tuscarora State Forest
- State Game Land 169
- State Game Land 170
- State Game Land 230
- State Game Land 305

#### **State Fish and Boat Commission Lands:**

- Opossum Lake
- Children's Lake

#### **Municipal Parks and Open Space – Location\*:**

- Adams Ricci Community Park – East Pennsboro Township
- Cave Hill Nature Center – North Middleton Township
- Thornwald Park – Carlisle Borough
- North Middleton Park – North Middleton Township
- Shaffer Park – North Middleton Township

- LeTort Park – Carlisle Borough
- Soldier & Sailor Memorial Park – Mechanicsburg Borough
- Williams Grove Park – Monroe Township (private)
- Upper Allen Park – Upper Allen Township
- Lower Allen Community Park – Lower Allen Township
- Shippensburg Township Park – Shippensburg Township
- South Middleton Township Park – South Middleton Township
- Willow Mill Park – Silver Spring Township
- Seibert Park – Camp Hill Borough

\* Partial list, refer to Appendix B for a listing of municipal parks in Cumberland County

#### **Preserves:**

- Holly Gap Preserve
- Wittlinger Preserve
- Seven Gables
- Audubon Trout Run Wetlands
- Trails & Trees Environmental Center

#### **Golf Courses:**

- Silver Spring Golf Course
- West Shore Country Club
- Pen Del Golf Course
- Carlisle Barracks Golf Course
- Mayapple Country Club
- Cumberland Golf Course
- Carlisle Country Club
- Armitage Golf Course

Many of the identified parks, preserves, and recreation lands are located along the Yellow Breeches Creek and Conodoguinet Creek corridors. These protected green spaces are the beginning of regional greenways that connect along the linear resources.

### ***Schools, Universities, and Colleges***

There are numerous schools, universities, and colleges that own significant land parcels in the County. These lands are semi-protected through institutional use. Greenways, which link schools with other community facilities, provide corridors for travel between these locations as well as landscapes for learning. As environmental education curriculum becomes more important at all stages of a student's academic career, access to protected open spaces will become more critical.

- Shippensburg University
- Dickinson College
- Messiah College
- U.S. Army War College
- Elementary, Middle, and High School campuses

## ***Historic Sites***

Pennsylvania is rich in history and the Cumberland Valley has its own historic story to tell. Historic, cultural, and archaeological sites can be protected, preserved, connected, and interpreted when incorporated into greenways. Iron-ore furnaces, historic buildings, routes of civil war troop movement, and camps can be incorporated into greenways creating corridors for learning, and providing opportunities to connect to our heritage and strengthen our sense of place. Historic markers are identified on the Land Resources Map. The historic markers are primarily located within the towns and villages of the County. Refer to Appendix C for a listing of historic markers located on the Land Resources Map. Appendix D lists National Register Sites of individual properties and historic districts in Cumberland County.

## **Barriers to Greenway Development**

There are several barriers to greenway development that were recognized during the inventory and analysis of the County's resources. The very resources that promote greenway potential also influenced the land use and development patterns of the County that present barriers to greenway development.

The geography of the Cumberland Valley promotes east-west corridors for transportation routes, which span the valley and make the County a hub for transportation activities. The Pennsylvania Turnpike and Interstate 81 are east-west, limited-access routes that bisect the County and create barriers to north-south movement and green connections. In addition to roadways, rail lines traverse the County. Two Conrail lines traverse the County, a northern route between the river and Carlisle and a southern route between Dauphin County and Franklin County. These transportation routes form physical barriers that limit north-south greenway corridor connections. One of the main functions of greenways, as trails for people movement, can be accomplished in spite of significant barriers through engineering solutions. Bridges can be built to connect a trail across a roadway or rail line. The natural functions of greenways are not as adaptable. Greenways as wildlife corridors and preserves for habitat protection are limited by the presence of transportation routes that bisect and interrupt the continuity of the corridor. The function of greenways as wildlife corridors was identified by the citizen survey to be important to Cumberland County residents.

Greenways are easiest to establish in areas with little development where there are large tracts of land under single ownership. Cumberland County presents a hierarchy of development. The eastern portion of the County is densely developed with residential, industrial, and commercial uses connected by a tightly woven fabric of transportation routes. The density of development diminishes across the County from east to west. The dominant land use in the western portion of the County is agriculture. The middle of the County is home to Carlisle, the County seat. Located at the confluence of major transportation routes, this historic town has grown along the transportation corridors but remains surrounded by rural, picturesque farmland.

## **Greenway Study Implications: Open Space and Farmland Protection**

The ideas, concerns, and suggestions presented by the citizens participating in the planning process along with the results of the resource analysis yielded a major finding: greenways alone may be too narrow of a focus to enable Cumberland County to preserve the natural resources, farms, and open space so treasured

by the citizens. Cumberland County is at a crossroads of development. While there are extensive areas of open space and farms, development pressure is apparent in many parts of the County. The protection of farms, habitat, open land, and the rural quality of life emerged as common themes throughout the citizen participation process.

It appears that there is a need for the County to look at the bigger picture of open space protection and farmland preservation in addition to the narrow parameters of a greenway plan. Greenways can be a major tool the County can use in resource preservation. They cannot be the only tool, however. Greenways would be one part of a County open space and farmland protection system that would help to sustain the rural agrarian way of life of Cumberland County.

When the need to address open spaces more comprehensively became apparent, the consulting team conducted research to determine how other counties had approached the study of open spaces, resource protection, and greenways. They obtained information on the programs and plans of Bucks, Montgomery, Chester, Monroe, and Lancaster counties. These counties offered examples of planning, bond issues, public education programs regarding open space, and documentation of accomplishments. Appendix E contains open space program information from other Pennsylvania counties including a map compiled by the Delaware Valley Regional Planning Commission. It presents the bond issues in southeastern Pennsylvania and sample information from Bucks, Monroe, and Montgomery Counties open space programs. Research findings include the following:

1. Citizens in areas with development pressure have approved voter referenda for bond issues for open space and farmland preservation. Bond issues have ranged from \$25 million to \$100 million at the County level and \$4 million to \$20 million in municipalities. Several jurisdictions have floated multiple bonds. County open space bonds have served as the catalyst for municipal open space programs supported by local bonds.
2. The Counties use the bond funds for County and municipal open space projects. The Counties set formulas for the allocation of funds to municipalities based upon a designated amount for each community with additional funds distributed according to criteria for population, local issues, and bonuses for regional efforts. Bond funds are used for planning, administration, and open space acquisition and alternative preservation techniques.
3. The Counties develop plans and set guidelines for local plans. Regional planning is encouraged with additional funds going to reward such efforts. County approval of local plans is required in order for the communities to receive grant funds. Matching requirements for the grants vary from 50-50 to 80-20. State funds can be used by municipalities as their matches.
4. There are examples of public education programs that promote the value of open space investment. They show that open space costs money but development costs more. Such programs have been factors in the successful passage of voter referenda.

The consulting team found that the counties and municipalities with successful open space and farmland preservation programs are eager to share their stories and help others who wish to undertake similar efforts. They can provide guidance in the successful strategies as well as the pitfalls of such programs. Most counties and municipalities conducted visits with others that have had the experience of floating open space bonds and establishing open space protection programs. This would be worthwhile for Cumberland County officials to do as well.

## Conclusions

The geography of the Cumberland Valley sets up strong east-west corridors through Cumberland County. The ridge tops of South Mountain and Blue Mountain and the Yellow Breeches Creek and Conodoguinet Creek stream corridors create natural east-west corridors of green open space. The manmade corridors of the active and abandoned rail lines and the transportation roadway network follow the valley and further reinforce the east-west linear structure of the County. The dominant east-west corridors provide both opportunities to create greenways as well as limit interconnection between the corridors.

The results of the resource analysis combined with the ideas and concerns brought forth in the citizen participation process point to the fact that greenway planning needs to be part of a bigger program addressing preservation of open spaces, farmland, and natural resources. Since the County is undertaking a comprehensive plan, the timing is appropriate for consideration of undertaking an open space plan as part of this initiative. It could serve as a component of the comprehensive plan bridging the gap between greenway and Countywide planning. Research shows that other counties in Pennsylvania have established successful open space, farmland, and natural resource preservation programs that have been supported through bond issues approved in voter referenda. These programs serve as models and offer a ready source of information to jump start such a program in Cumberland County.



2000  
LAND RESOURCES  
MAP

- SCHOOL
- HISTORICAL MARKER
- NATIONAL REGISTRY
- RAILROAD LINE
- TRAIL
- APPALACHIAN TRAIL
- WETLAND
- FLOODPLAIN
- SCHOOL
- AG EASEMENT
- NATIONAL PARK
- PUBLIC/SEMI-PUBLIC
- DEVELOPED LAND

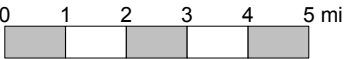
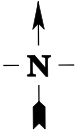
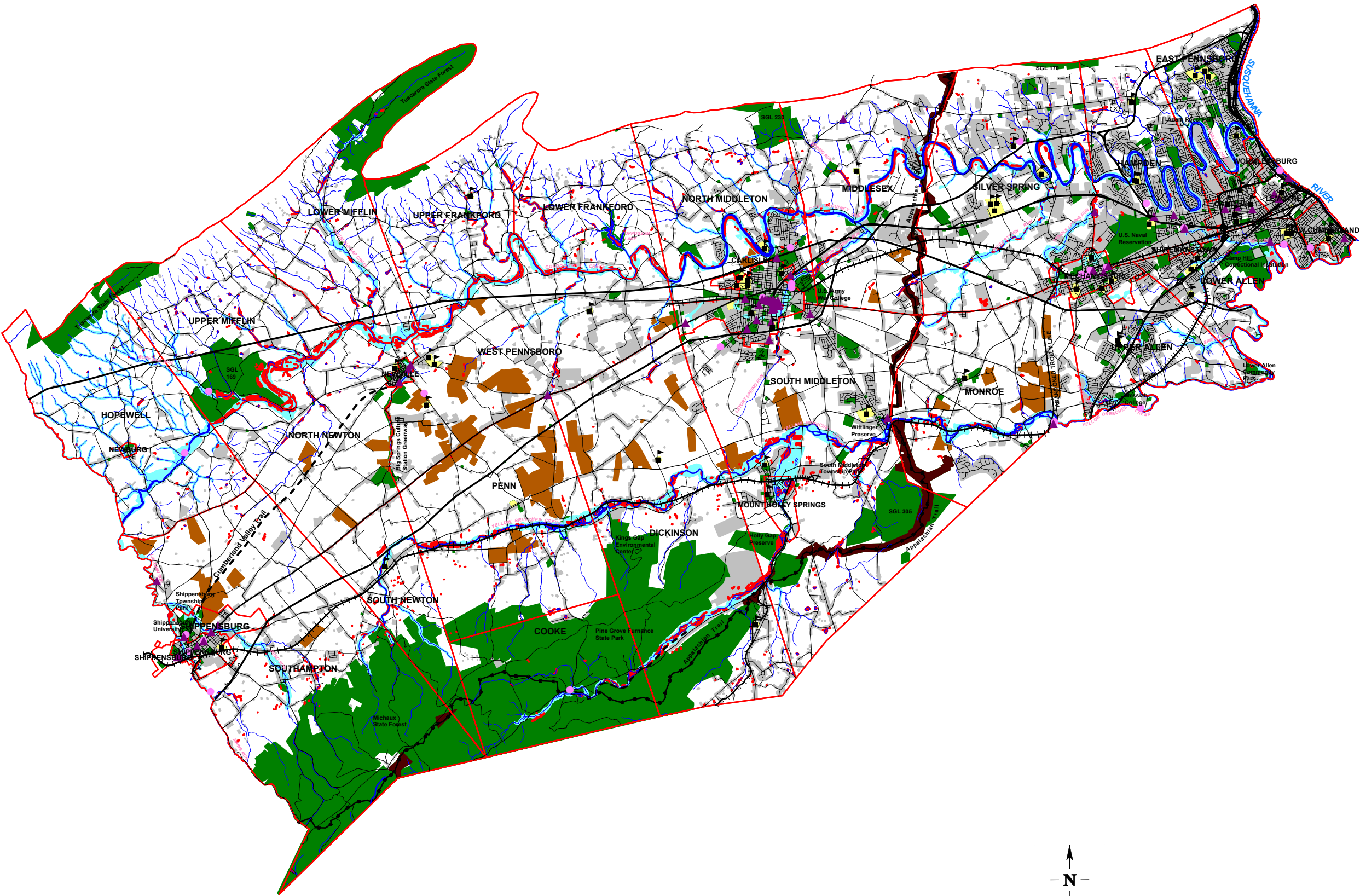
CUMBERLAND COUNTY  
LAND RESOURCES  
MAP



TRI-COUNTY  
REGIONAL  
PLANNING  
COMMISSION

PREPARED DATE: FEBRUARY 2004  
SOURCE DATA: COUNTY PLANNING COMMISSION  
PREPARED BY: TRI-COUNTY REGIONAL PLANNING COMMISSION

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Chapter 5  
**Greenway Corridors**

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## Corridor Identification and Prioritization

The inventory and analysis phase identified and mapped resources that contribute to greenway development. Corridors were then designated that align with the resources and link community destinations together. Eight regional greenway study corridors were identified which create a framework for a Countywide system of greenways and trails. The eight regional greenway study corridors include:

- Conodoguinet Creek Greenway
- Yellow Breeches Creek Greenway
- Cumberland Valley Trail Greenway
- Appalachian Trail
- Big Spring Creek/Doubling Gap Creek Greenway
- LeTort Spring Run/Mountain Creek/Biker-Hiker Trail Greenway
- Trindel Spring Run/Trolley Line Greenway
- Susquehanna River Greenway



The Recommended Greenway Corridor Map on the following page identifies the eight regional greenway corridors. Descriptions of the eight greenway study corridors are provided in Table 5-1 on page 5-4. The character and landscape of Cumberland County changes dramatically from east to west, as does the greenway study areas that traverse the County. The identified greenway study areas were separated into 19 geographic segments for evaluation and planning purposes. The greenway segments are designated between significant geographic features such as the County boundary, a stream confluence, or a municipality. Table 5-1 identifies municipalities in which the corridors are located, key corridor features, other planning/development efforts in the corridor area and length of the greenway corridor in miles.



These corridors are the main greenways that link throughout Cumberland County. They are located along linear resources, which extend beyond the boundaries of the County. As adjacent counties plan and develop greenways, connections to Cumberland County will create a regional network of protected open spaces.

The ridge tops of Blue Mountain and South Mountain are not identified as potential greenways because both of these ridges are primarily located within State Forests and State Game Lands which protect the area from development. Smaller stream corridors have not been listed but will provide important green connections linking to the identified greenway corridors.

## Recommended Greenway Corridor Map

Table 5-1

The next step in the planning process was to evaluate the regional corridors as potential greenways and prioritize their protection and development. Criteria for evaluation of the corridors were based on the greenway planning goals set at the outset of the project, which identified characteristics of greenways. Additional criteria were added to reflect the outcomes of the Countywide citizen survey. This criteria was listed in a questionnaire which provided three options for categorizing the criteria: high County priority, low County priority, and municipal priority. The Task Force completed the questionnaire that ranked the evaluation criteria. Based on the numeric compilations of the responses, the criteria were placed into three categories: first priority, second priority, and third priority. The designation of County or municipal role for greenway protection was eliminated from the priority classification. Table 5-2 identifies the greenway evaluation criteria priorities.

Table 5-2 Greenway Evaluation Criteria Priorities	
<b>1<sup>st</sup> Priority</b>	
Preserve stream corridors and enhance stream buffers	
Connect state and municipal parks or regional recreation resources	
Extend existing trails of regional significance	
Preserve/connect natural corridors for wildlife	
Connect urban areas to regional recreation resources	
Protect property slated for development or currently up for sale	
Provide alternative means of transportation	
Protect outstanding habitat. Diverse species, communities and natural succession stages. Large enough to be stable.	
Protect property contiguous with a large area of natural habitat	
Links to areas of cultural or historic significance	
<b>2<sup>nd</sup> Priority</b>	
Preserve existing unprotected trails	
Connect to trails in an adjacent county	
Connect urban center to urban center	
Protect area under development pressure. Located in high growth area.	
Provide long distance passive recreation	
Adjacent to agriculture preservation areas	
Preserve scenic qualities	
<b>3<sup>rd</sup> Priority</b>	
Protect rare community type. Extraordinary example of a natural community. Includes PNDI sites.	
Connect urban areas to rural countryside.	
Extend trails of local significance.	
Link subdivisions with local park/school	

### ***Regional Greenways***

The 19 geographic segments of the greenway corridors were evaluated based on the established criteria and a prioritized ranking resulted. Table 53 on the following page illustrates the outcome of the prioritization process.

## Table 5-3 Greenway Ranking

The resulting ranking of greenway corridors is a useful tool for County and municipal officials and planners to prioritize acquisition and implementation of protection strategies. It does not place a relative value on the greenways nor assess the current “degree of threat” or “availability” of a corridor. The ranking provides a point of departure for future action but consideration must be given to current development pressures and protection opportunities. Each greenway identified is important to the quality of life of Cumberland County residents and provides many of the benefits presented earlier in this plan. Cumberland County should strive to protect and preserve each of the identified greenways.

### ***Greenway Functions***

Greenways can take many forms; some will be corridors of protected natural areas, or corridors that include a footpath for exploring nature, while others can be developed primarily as commuter or recreation trails. The nineteen geographic segments of greenways that were ranked in Table 5-2 were further evaluated to determine the importance of trail development within the protected corridor. The ranking criteria were narrowed to include criteria that evaluated trail importance, transportation and recreation opportunities, and linkages. Each geographic segment was evaluated based on the criteria and a prioritized ranking resulted. Table 5-4 on the following page illustrates the outcome of the prioritization trail ranking process.

The resulting trail ranking provides a guideline for the prioritization of trail development within the identified greenway segments. The ranking should only be considered a guide and all trail development should be completed after a comprehensive design and planning process that considers the compatibility of a trail with corridor characteristics, the significance and sustainability of natural resources, and operations and management resources of the greenway segment. An ecologist should evaluate a proposed trail alignment to verify that trail development is compatible with resource protection goals.

### ***Greenways Links***

The eight regional greenways alone do not complete a greenway system that expands to the farthest reaches of the County. Additional greenways must be identified which will extend greenways along secondary corridors, interconnecting greenways and creating “loops” that tie the main greenways together. These greenway links will enhance the system by expanding it throughout the County. Ten greenway links were identified which connect to the regional greenways. Greenway links include:

- Middle Spring Creek
- Burd Run
- Bore Mill Run
- Sears Run
- Spring Run
- Cedar Run
- Unnamed tributary of the Yellow Breeches Creek (connects Winding Heights/Mt. Allen to Yellow Breeches Creek)
- Headwaters of Yellow Breeches Creek
- Yellow Breeches Creek to Big Spring Creek
- Capital Area Greenbelt

## Trail Ranking – Table 5-4



## Functional Links

Connecting community places with greenways can not be totally achieved with the regional greenways and the greenway links alone. Functional links provide the last piece of the puzzle, connecting nearby parks and schools to greenway corridors. In most instances, a natural or manmade corridor does not exist to connect these community destinations. Trails should be developed to link these community resources to planned regional greenways and greenway links. Municipalities, school districts, and private land owners must work together to develop the functional links which connect local parks and schools to the Countywide greenway system.

## Pilot Greenway Corridor

Established greenways and trails are valued features in the landscape but they are often initially looked upon skeptically by the general public and even municipal officials. Fears of vandalism and security are often voiced when a trail or greenway project is initially discussed. Education and first hand experience are the best methods of illustrating the benefits of protecting and developing greenways and trails. Also, the experience of others is a valuable tool to illustrate how greenways and trails can be developed in other communities.

South Middleton Township in southcentral Cumberland County has been pursuing greenways and trails throughout the Township for over five years. South Middleton Township is fortunate to have the Appalachian Trail and a portion of the LeTort Spring Run Nature Trail within its boundary as well as a fulltime recreation director who has led the greenway effort. Since 1997 South Middleton Township has developed approximately 2 miles of municipal greenways and trails. Reviewing the planning process and outcomes of these efforts can be a valuable guide to others in the County. Table 5-5 is a synopsis of the South Middleton Township's greenway and trail initiative.

Table 5-5 South Middleton Township Greenway and Trail Initiative	
Adopted planning documents that support trails/greenways in South Middleton Township	The 1995 Comprehensive Recreation Plan recommended six greenways throughout the Township. This was the first introduction of the greenway concept in the Township.
Ordinance provisions which support the trail/greenway initiative	The Township had mandatory dedication provisions in their Subdivision/Land Development Ordinance. The ordinance was revised to allow easements to be obtained as part of the dedication process. A Greenway Map was included in the revised Subdivision/Land Development Ordinance.
Trail/Greenway initiative leader	A dual approach to the initiative leadership was developed with involvement of one Township Supervisor and the Township Director of Parks and Recreation.
Municipal committee	A 14-member Greenway and Trail Committee was formed of Township residents. Several committee members had expertise in related fields such as planning, recreation, and volunteer organizations. Representative of the Supervisors and the Director of Parks and Recreation were on the committee. The Greenway and Trail Committee (GTC) mission statement: "Working to develop a comprehensive Greenway and Trail network throughout South Middleton Township linking parks, open space, schools, and commercial, residential and employment areas."

First presentation of greenway/trails proposal to the South Middleton Township Supervisors	The GTC prepared a written document, the Preliminary Proposal for Greenways and Trails in South Middleton Township, and presented the proposal and accompanying map to the Board of Supervisors in May 1997. Several of the Supervisors were familiar with the concept of greenways through their involvement on the GTC and knowledge of greenways in other areas.
Municipal official vision for greenway/trails	Two-fold vision: recreation benefits and opportunity to preserve open space.
Intermunicipal/ School District Cooperation	South Middleton was ahead of other municipalities so intermunicipal cooperation not a key. P&R Director contact and cooperation with the School District was important.
Greenway initiative tied to other park and recreation initiatives	Targeted acquisition of parks that further greenway/trail goals. Link parks via greenways and trails.
First step in process once initiative approved by Supervisors	Prioritize greenways and get the message out. Take an active role, target grants, meet with PennDOT, talk to people, etc.
Public education effort	Presence at community events with booth/display on greenway trail initiative. Key is talking to people one-on-one. Publish a brochure and bookmark that promote initiative. Next step is a greenway newsletter.
Strategies to promote greenway initiative to public	Primarily presence at community events. Highlight greenway accomplishments in P&R newsletter. Would like to produce a video for cable access TV – work with school students to produce
Primary concerns regarding initiative in Township	Farmers concerned about trails near homes and if subdivided in future will trail be a problem.
Role of volunteers	Small eagle scout projects. No real volunteer base – GTC were the volunteers, they use and monitor the trails.
Determination of greenway/trail routes	Committee determined trails. Student developed trail map.
Landowner meetings and incentives	P&R Director met with landowners in residential area. Offered buffer landscaping and split-rail fence. Landowners did not want trail.
Fund-raising efforts	Work done to date with grants and tax dollars. Must have defined plans, more than a potential route map, to raise funds.
Development approach	Township built a portion of the existing trail and a contractor built a portion.
Timeline on greenway/trail initiative	Ongoing effort
What would be done differently if starting initiative over now	Be prepared for all questions and concerns of homeowners, especially when seeking easements.
One piece of advise regarding developing municipal greenways and trails	Get the people in your community involved who have expertise (i.e., planners, engineers, etc.) Tackle tough issues as they arise.

## Open Space Protection

Protecting greenway corridors is one of the most effective methods of protecting open spaces and enhancing the environment. Because greenway corridors are often lands that are not considered developable due to floodplains, wetlands, steep slopes, or past use such as rail lines, they are often open but not protected. Protecting these forgotten green corridors preserves and protects sensitive natural areas, reconnects fragmented landscapes, and enhances habitats for wildlife. Green corridors with trails will provide multiple benefits to the citizens of Cumberland County, reconnecting them to the importance of protecting open spaces. Creating greenways throughout Cumberland County will require the cooperation of private landowners, developers, municipalities, and agencies. Techniques for open space protection and greenway development are outlined in Table 5-6.

Table 5-6		
Open Space Protection Strategy	Strategy Explanation	Advantage/Disadvantage
<i>Acquisition or Donation</i>		
Acquisition	Acquisition of land for the sole purpose of greenway/trail development	One of the most effective methods of permanently protecting open space. It is also the most costly and contingent upon an agency or organization to manage and maintain the land.
Donations/Gifts	Donation of land to an agency or non-profit organization	Provides permanent protection without public expenditure. May provide tax benefits to the donor if the donation is for preservation or conservation.
Bargain Sale	Land is purchased at less than its appraised market value.	Difference in purchase and fair market value is considered a charitable gift for tax purposes.
Option to Buy	An agreement with a property owner to purchase or have the right of first refusal to purchase land.	Secures the rights for future purchase but does not set price or determine when or if property would be sold.
Purchase of Development Rights	To provide a landowner the monetary difference between the value of land when fully developed with uses allowed by rights verses the value of the same parcel remaining undeveloped as open space.	For landowner lowers taxes on land. Cost to purchase development rights may be high.
Purchase of Resource Protection Rights	To purchase the rights from a landowner to protect and manage specific resources.	Cost to purchase resource protection rights may be high.
Purchase & Resale	Purchase land by party desiring to restrict its future use and resold only under conditions or restrictive deed conditions.	Party that originally purchased the land for the sole purpose of restricting its use is relieved of continuing ownership and maintenance responsibilities. Land remains on tax roles.
Condemnation	Condemnation is the act of eminent domain or taking of private property for public purposes.	Tool for acquisition. May be costly and reflect negatively on the greenway initiative. Use as last resort for protection.
<i>Easements</i>		
Conservation Easements	A legally enforceable agreement between a landowner and an agency or non-profit organization which places restriction on the use of or activities on a specific property which aligns with conservation objectives.	Less expensive than acquisition of land. The landowner retains rights not surrendered in the easement agreement and the easement provisions are valid and enforceable in perpetuity. Public access may be restricted. Method for enforcement needed.
Public Access Easement	An easement that provides the general public the right to access to or through a privately owned land for a defined purpose such as hiking, walking, and biking. Specific activities such as hunting and motorized vehicle use may be prohibited.	Less expensive than acquisition of land. The landowner retains rights not surrendered in the easement agreement and the easement provisions are valid and enforceable in perpetuity.

<i>Land Use Regulations</i>		
<b>Open Space Protection Strategy</b>	<b>Strategy Explanation</b>	<b>Advantage/Disadvantage</b>
Overlay Zone	A zone that is overlaid on an existing zone which adds regulation governing the use of a property. This technique is typically used to protect floodplains, woodlands, and steep slopes. Overlay zones can be designated for specific resources or areas to provide additional environmental protection. Riparian buffers, wetlands, and unique natural areas are resources that could be protected with an overlay zone.	Enforced by local government. Allows targeted protection of natural resources.
Cluster Zoning	Cluster zoning promotes the clustering of development and maximizing open space on a tract of land. Ordinance provisions should promote the preservation of sensitive natural resources such as stream corridors, wetlands and hedgerows, contiguous open space, and buffering.	Can reduce construction and infrastructure costs. Must work with developer to ensure that open space is useful as a greenway and linked to other protected open space.
Transfer of Development Rights	Property owners can sell development rights to developers for use in targeted areas. Open space is preserved by deed restrictions on properties that no longer carry development rights.	Allows development to be directed to specific areas.
Mandatory Dedication	Dedication of land from developers for park and recreational purposes. Municipalities must adopt a recreation plan that supports the dedication standards contained in the subdivision and land development ordinance.	Dedicates open space where development is occurring. Fee in lieu of provisions allows fee for land based on fair market value to be used for purchase of land in targeted areas.
Open Space Subdivisions	Open space subdivisions promote preservation of open space through the identification of natural resources and development designs that preserve these resources and significant open space.	Retain the density of the tract being developed. Must work with developer to ensure that open space is useful as a greenway and linked to other protected open space.
<i>Other Methods</i>		
Official Map	A municipality may map existing and proposed features such as parks, greenways, trails, and easements, and through this designation reserve public land. If a plan for subdivision or development of mapped land is presented, the municipality may withhold approval for a period of one year, giving the municipality the option to purchase or condemn the property.	The official map does not protect land for greenways but merely reserves land for purchase by the municipality.
Deed Restriction	Restrictions as part of the deed that limit in some way the use of a piece of land. Examples include removing vegetation, requiring a portion of a tract to remain undeveloped, buffer, etc.	Features protected in perpetuity.

**Table 5-1  
Regional Greenway Corridor Description**

Regional Greenway	Approximate Length (mi.)	Municipalities	Key Features	Other Planning/ Development Initiatives
<b>G-1 Conodoguinet Creek</b>				
a. Laughlin Run to Carlisle	25.26	Hopewell, Upper Frankford, North Newton, Lower Frankford, West Pennsboro, Upper Mifflin, Lower Mifflin, North Middleton	State Game Lands 169, Doubling Gap, Opossum Lake	
b. Carlisle to Trindle Spring Run	3.54	North Middleton, Middlesex	North Middleton Park, Cave Hill Nature Center	Middle Conodoguinet Creek Watershed Study
c. Trindle Spring Run to Susquehanna River	24.87	Middlesex, Silver Spring, Hampden, East Pennsboro, Camp Hill, Wormleysburg	Carlisle Country Club, Silver Spring Golf Course, Cumberland Perry Vo-Tech, Armitage Golf Club, Adams Ricci Park	
<b>G-2 Yellow Breeches Creek</b>				
a. Michaux State Forest to Mountain Creek	13.86	South Newton, Penn, Dickinson, South Middleton	Michaux Forest, Huntsdale Fish Hatchery, Kings Gap Environmental Center	
b. Mountain Creek to Trolley Line	7.82	South Middleton, Monroe	South Middleton Twp Park, Wittlinger Preserve, Children's Lake	
c. Trolley Line to Camp Hill Correction Facility	12.59	Monroe, Upper Allen, Lower Allen	Messiah College, Lower Allen Community Park	
d. Camp Hill Correction Facility to Susquehanna River	4.41	Lower Allen, New Cumberland	New Cumberland Borough Park	
<b>G-3 Cumberland Valley Trail</b>				
a. Shippensburg to Newville	7.56	Shippensburg, Shippensburg Twp, Southampton, North Newton, Newville	Shippensburg Twp Park, Shippensburg University, Newville Community Center	Cumberland Valley Trail Master Plan
b. Newville to Carlisle	8.56	Newville, West Pennsboro, Carlisle	Big Spring High School, Big Spring Middle School	
<b>G-4 Appalachian Trail</b>				
a. Michaux State Forest to Yellow Breeches	22.31	Southampton, South Newton, Cooke, South Middleton, Monroe	Michaux Forest, Pine Grove Furnace State Park, State Game Lands 305, Children's Lake	
b. Yellow Breeches to Conodoguinet Creek	6.56	Monroe, South Middleton, Middlesex, Silver Spring		
c. Conodoguinet Creek to County Border	3.16	Middlesex, Silver Spring	Darlington Trail, Tuscarora Trail	
<b>G-5 Big Spring Creek/Doubling Gap Creek</b>				
a. Big Spring Creek	3.36	North Newton, West Pennsboro, Newville, West Pennsboro	Oak Flat Elementary, Big Spring Culture Station	
b. Doubling Gap Creek	5.11	Lower Mifflin	Colonel Denning State Park, Tuscarora State Forest	
<b>G-6 Letort Spring Run/Mountain Creek/Biker-Hiker Trail</b>				
a. Conodoguinet Creek to Yellow Breeches	6.04	Middlesex, Carlisle, South Middleton	U.S Army War College, Letort Park, Letort Elementary, Letort Spring Run Nature Trail	LeTort Spring Run Watershed Study
b. Yellow Breeches to Pine Grove Furnace	9.09	South Middleton, Mt Holly Springs, Dickinson, Cooke	Holly Gap Preserve, Biker-Hiker Trail, Pine Grove Furnace State Park	
<b>G-7 Trindle Spring Run/Trolley Line</b>				
a. Trindle Spring Run	2.83	Mechanicsburg, Silver Spring, Hampden	Mechanicsburg Memorial Park	
b. Trolley Line	3.58	Monroe, Mechanicsburg		

G-8 Susquehanna River				
a. Susquehanna River	6.61	East Pennsboro, Wormleysburg, New Cumberland	River Front Park,	

Table 5-3

Greenway Ranking

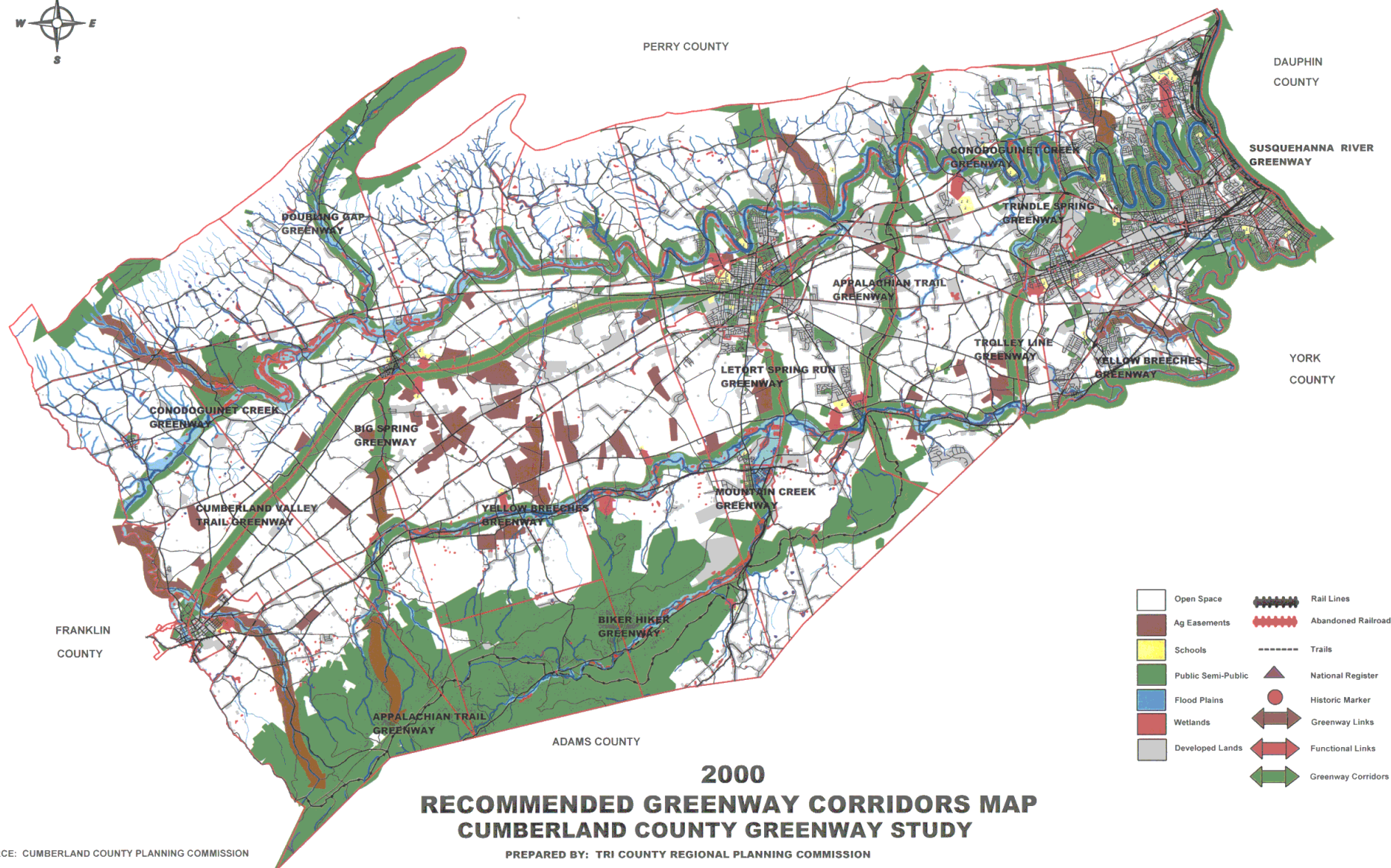
Designation	Regional Greenway Description	1 <sup>st</sup> Priorities										2 <sup>nd</sup> Priorities								3rd Priorities					Totals		
		Preserve stream corridors and enhance stream buffers	Connect state and municipal parks or regional recreation resources	Extend existing trails of regional significance	Preserve/connect natural corridors for wildlife	Connect urban area to regional recreation resources	Slated for development or currently up for sale	Provide alternative means of transportation	Outstanding habitat. Diverse species, communities and natural succession stages. Large enough to be stable.	Directly contiguous with a large area of natural habitat	Links to areas of cultural or historical significance	1 <sup>st</sup> Priorities Subtotal	Preserve existing unprotected trails	Connect to trails in an adjacent county	Connect urban center to urban center	Area under development pressure. Located in high growth area.	Provide long distance passive recreation	Agricultural preserve areas	Preserve scenic qualities	2 <sup>nd</sup> Priorities Subtotal	Rare community type. Extraordinary example of a natural community. Includes PNDI sites.	Connect urban areas to rural countryside	Extend trails of local significance	Link subdivisions with local park/school	3 <sup>rd</sup> Priority Subtotal	Total ranking 1 <sup>st</sup> Priority x 3 2 <sup>nd</sup> Priority x 2 3 <sup>rd</sup> Priority x 1	Greenways Ranking
G-1 Conodoguinet Creek																											
a. Laughlin Run to Carlisle											12								6					0	48	5	
b. Carlisle to Trindle Spring Run											11								7					1	48	5	
c. Trindle Spring Run to Susquehanna River											12								6					2	50	4	
G-2 Yellow Breeches Creek																											
a. Michaux State Forest to Mountain Creek											10								6					0	42	8	
b. Mountain Creek to Trolley Line											11								5					0	43	7	
c. Trolley Line to Camp Hill Correctional Facility											10								6					1	43	7	
d. Camp Hill Correctional Facility to Susquehanna River											8								6					0	36	9	
G-3 Cumberland Valley Trail																											
a. Shippensburg to Newville											12								6					0	48	5	
b. Newville to Carlisle											11								7					1	48	5	
G-4 Appalachian Trail																											
a. Michaux State Forest to Yellow Breeches											10								6					0	42	8	
b. Yellow Breeches to Conodoguinet Creek											4								6					0	24	11	
c. Conodoguinet Creek to County Border											5								6					0	27	10	
G-5 Big Spring Creek/Doubling Gap Creek																											
a. Big Spring Creek											14								6					0	54	3	
b. Doubling Gap Creek											10								6					0	42	8	
G-6 LeTort Spring Run/Mountain Creek/Hiker-Biker Trail																											
a. Conodoguinet Creek to Yellow Breeches											17								8					2	69	1	
b. Yellow Breeches to Pine Grove Furnace											14								6					0	54	3	
G-7 Trindle Spring Run/Trolley Line																											
a. Trindle Spring Run											11								8					1	50	4	
b. Trolley Line											7								11					1	44	6	
G-8 Susquehanna River																											
a. Susquehanna River											15								11					0	67	2	
		= Greenway satisfies Priority, 2 points = Greenway partially satisfies Priority, 1 point = Greenway doesn't satisfy Priority,0 points																									

Table 5-4

## Trail Ranking

Designation	Regional Greenway Description	1st Priorities					2nd Priorities					3rd Priorities				Totals	
		Extend existing trails of regional significance	Connect urban area to regional recreation resources	Provide alternative means of transportation	Links to areas of cultural or historical significance	1st Priorities Subtotal	Preserve existing unprotected trails	Connect to trails in an adjacent county	Connect urban center to urban center	Area under development pressure. Located in high growth area.	Provide long distance passive recreation	2nd Priorities Subtotal	Connect urban areas to rural countryside	Extend trails of local significance	Link subdivisions with local park/school	3rd Priority Subtotal	Total ranking 1st Priority x 3 2nd Priority x 2 3rd Priority x 1
G-1 Conodoguinet Creek						3					2				1	14	11
a. Laughlin Run to Carlisle						3					5				2	21	8
b. Carlisle to Trindle Spring Run						6					5				2	30	4
c. Trindle Spring Run to Susquehanna River																	
G-2 Yellow Breeches Creek						1					2				0	7	15
a. Michaux State Forest to Mountain Creek						2					2				0	10	13
b. Mountain Creek to Trolley Line						1					3				3	12	12
c. Trolley Line to Camp Hill Correctional Facility						2					5				1	17	10
d. Camp Hill Correctional Facility to Susquehanna River																	
G-3 Cumberland Valley Trail						8					2				0	28	5
a. Shippensburg to Newville						8					4				5	37	2
b. Newville to Carlisle																	
G-4 Appalachian Trail						2					4				0	14	11
a. Michaux State Forest to Yellow Breeches						0					3				0	6	16
b. Yellow Breeches to Conodoguinet Creek						0					4				0	8	14
c. Conodoguinet Creek to County Border																	
G-5 Big Spring Creek/Doubling Gap Creek						4					2				4	20	9
a. Big Spring Creek						0					4				0	8	14
b. Doubling Gap Creek																	
G-6 LeTort Spring Run/Mountain Creek/Hiker-Biker Trail						8					5				6	40	1
a. Conodoguinet Creek to Yellow Breeches						4					4				3	23	7
b. Yellow Breeches to Pine Grove Furnace																	
G-7 Trindle Spring Run/Trolley Line						3					6				2	23	7
a. Trindle Spring Run						3					7				3	26	6
b. Trolley Line																	
G-8 Susquehanna River						6					9				0	36	3
a. Susquehanna River																	
		Trail satisfies Priority, 2 points      Trail partially satisfies Priority, 1 point      Trail doesn't satisfy Priority, 0 points															







2000  
RECOMMENDED  
GREENWAY CORRIDORS  
MAP

- HISTORICAL MARKER
- NATIONAL REGISTER
- SCHOOL
- TRAIL
- RAIL LINES
- ABANDONED RAIL LINES
- WETLAND
- FLOODPLAIN
- OPEN SPACE
- SCHOOL
- AGRICULTURE EASEMENT
- PUBLIC / SEMI-PUBLIC
- DEVELOPED LANDS
- GREENWAY CORRIDOR
- FUNCTIONAL LINK
- GREENWAY LINK

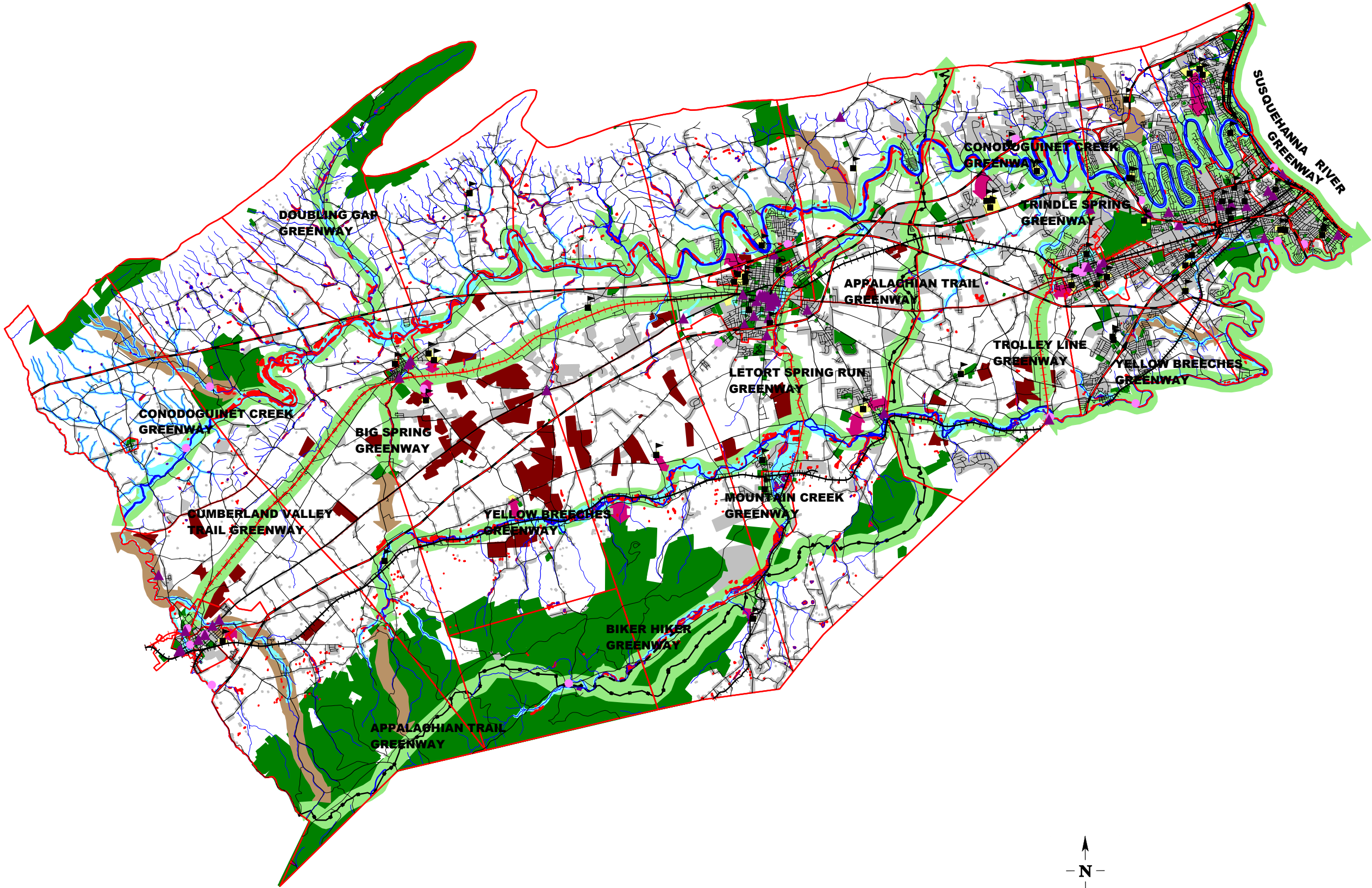
CUMBERLAND COUNTY  
GREENWAY  
STUDY



TRI-COUNTY  
REGIONAL  
PLANNING  
COMMISSION

PREPARED DATE: FEBRUARY 2004  
SOURCE DATA: COUNTY PLANNING COMMISSION  
PREPARED BY: TRI-COUNTY REGIONAL PLANNING COMMISSION

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Chapter 6

## Greenway Planning and Management

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Greenways are a public resource. Like public parks, roads or buildings, they require ongoing monitoring, management, and funding for both development and operations. Such factors should be principal considerations in a study for establishing any public facility, including greenways. Having identified potential greenway locations and positive public support for greenways, Cumberland County can now target the steps necessary to make the greenways a reality. While lines on maps indicate that the prospects of establishing greenways are favorable, the feasibility of implementing a Countywide greenway system requires an orchestrated course of action. This includes more detailed planning, participation by a host of players from the public and private sectors, greenway management, funding, public education, and outreach.

## **Greenway Planning**

Consideration of greenways needs to be institutionalized as part of routine governmental planning in Cumberland County. Both County and local governments should address greenways in comprehensive and open space plans. As part of the overall planning agenda, governmental units can identify ways to establish greenways through ordinances and regulations as well as through acquisition, easements, and rights of way.

Like roads and highways, greenways should be part of the county's infrastructure and thus part of the everyday planning process. Land use decisions should include:

- greenway connections that preserve critical resources throughout the County
- connections to key destinations within Cumberland County as well as to greenways outside of the County
- mechanisms for setting aside land
- trail development in all forms: sidewalks, shared pathways, dedicated pathways, multi-use trails
- appropriate greenway ownership
- management and planning for a Countywide system of greenways

The preservation and protection of natural resources and providing recreation/transportation opportunities for a growing population are top priorities for Cumberland County. As found in the resource analysis and the public participation process, it is important for Cumberland County to develop an open space plan which would incorporate greenways as a component. This study has dealt with one specific type of open space: corridors and segments of open space that would be interconnected throughout Cumberland County. By undertaking a holistic study of resource protection, the County would be in a better position to achieve its desired conservation goals. An open space plan would look at the bigger picture of land preservation all types of open space, including farmland and natural and cultural resources, and the mechanisms for preserving them. This could be considered as part of the County's Comprehensive Plan now underway.

### ***Local Greenway Planning***

Municipalities need to be involved in greenway planning, especially for greenways that may be within their jurisdictions. Greenway plans can be done as single purpose municipal efforts, as part of a larger municipal comprehensive plan, or as a parks, recreation, and open space plan.

For greenways that may traverse several jurisdictions, several municipalities could collaborate as a region for planning purposes. They could use the opportunity to define how they may be able to work together on greenway development and management.

### ***Greenway Master Plans***

In addition to general greenway planning, master plans need to be developed for individual greenways. The general configuration for Cumberland County's greenway network was established in this study based on the County's array of resources. The next step in establishing particular greenways requires the detailed alignment of each greenway. This is usually undertaken as part of a separate master plan for a specific greenway based upon the priorities set forth in the study. The components of a master plan include determining its beginning and end points, boundaries, resources, property ownership, costs, purpose, theme, facilities, management, and funding.

## **Roles and Responsibilities**

Throughout the planning process, it was clear that the County could not undertake greenway development on its own. Partnerships with municipalities, the private sector, and non-profit organizations would be essential in achieving a Countywide system of greenways.

### ***Cumberland County Role***

Cumberland County is already playing the pivotal role in the Cumberland Valley in greenway development by undertaking this greenway study. Through the collaborative planning process instituted in this study, the County is defining the common vision towards which all of the different municipalities, conservation organizations, the private sector, and landowners can work. In its roles and responsibilities, the County can:

1. Provide the common framework for greenway planning Countywide
2. Provide technical assistance and support for municipalities and organizations attempting to establish greenways
3. Potentially provide financial assistance in local planning
4. Spearhead efforts for regional collaboration in greenway planning
5. Assess the potential for providing funding for greenway planning, development, and management
6. Potentially provide oversight for monitoring greenways
7. Collaborate with a local conservancy in greenway development, management, and monitoring.

**County Staffing** - Cumberland County planning staff is small and already at full capacity with their current workload. Additional planning efforts would require more staff. Other counties working on land preservation have hired at least two additional planners. Additional staff could include community planners, transportation planners, landscape architects, park and recreation specialists, or other professionals as deemed appropriate. Their responsibilities would include:

- Countywide greenway planning
- greenway master plan oversight
- working with technical professionals such as real estate specialists in negotiating land transactions

- helping the local communities and organizations in planning
- developing outreach efforts and coordination with various partners
- developing guidelines for the implementation of a formal County greenway or open space program that may be set up to establish greenways or undertake further open space studies. While volunteers are important in greenway work, dedicated, paid people are needed to advance the plans and greenway programs in a focused way.

### ***Partnerships and Coordination***

As the inventory and assessment of County resources and the public participation process have shown, Cumberland County cannot plan and develop a Countywide greenway system alone. The involvement of local municipalities and the private sector such as conservation organizations and land conservancies is essential.

With the greenways prioritized through this study, the municipalities, conservation organizations, and private landowners need to be involved with the implementation process of greenway development. Options for protection of designated corridors would be identified and actions determined for land protection.

**Municipal Roles** - Greenways will pass across many jurisdictions. Municipal involvement in planning and management is crucial. Some municipalities such as South Middleton Township are already heavily involved with greenway planning, development, and management. It will be important for municipalities to become involved with greenways, especially if a particular greenway is mainly within their own jurisdiction. Municipalities may become part of a regional or County greenway that traverses several communities. Local greenway and open space plans would be important in developing a Countywide greenway/open space system. Municipal greenway responsibilities can include:

- Adoption of resolutions supporting the County greenway plan
- Coordination with Cumberland County on common greenway issues
- Development of local greenway plans
- Inclusion of greenway planning in broader land use planning and decision making on the local level
- Participation with other municipalities on regional greenway planning
- Public education and outreach efforts in their own communities with the general citizenry, as well as with local landowners
- Development of action plans and funding sources for greenway development

**Conservancy Roles** - A local conservancy could provide invaluable support for a greenways initiative. The Central Pennsylvania Conservancy appears to be the logical organization that would serve as the local County conservancy. A relatively new organization with a successful track record, it offers the potential to become the major private land conservancy in Cumberland County. The Central Pennsylvania Conservancy has been contacted during this study and expressed the desire to have further discussions about its potential role regarding greenways in Cumberland County. The discussions would need to address roles, responsibilities, organizational development, staffing, and funding. A private, non-profit agency such as a conservancy could pursue grants and fund-raising to support staffing for greenway-related efforts such as landowner education and outreach. Several models exist, such as the Natural Lands Trust, the Heritage Conservancy in Bucks County, the Montgomery County Lands Trust, and the Back Mountain Lands Trust in Luzerne County, on which the Central Pennsylvania Conservancy could pattern itself. Interviews have shown that an organization from within Cumberland County would have more trust and support than outside conservation organizations.

**Role of Volunteers and Private Organizations** - Because of the extensive time required for greenway planning and outreach, volunteers are important. As the County moves ahead with greenways, the need for various skills and expertise will emerge. This could include marketing, WEB experts, fund-raising, and knowledge of personal contacts. Volunteers could include the following mix:

1. **Greenway Task Force** should continue to operate and provide assistance and support. The planning process for the study showed that the Task Force was made up of knowledgeable, committed people. Such a group could move the greenways towards fruition. The extent of their involvement and ability to commit time to greenways would need to be defined.
2. **Local Municipal Volunteers** could be established as local Task Forces. Clusters of municipalities could establish regional Task Forces for areas within Cumberland County. These groups would be instrumental in establishing, maintaining, and monitoring the greenways Countywide according to jurisdiction or region in the County. They would also coordinate with Cumberland County.
3. **“Foot-soldiers”** was a concept generated by the Greenways Task Force. The idea is to identify one person for each of the 33 municipalities. The person’s role would be to keep greenways in the eyes of the elected officials. They would also be at hand to help shepherd initiatives through municipal channels. Local voters in municipalities would be influential in achieving greenway goals within their respective communities.
4. **General volunteers** could work with the local conservancy on identified tasks. Since volunteers require supervision, training, and coordination, the local conservancy may be able to fill this role. Public education and outreach are important in managing volunteers.
5. **Conservation organizations** could play a role in planning, developing, and managing greenways. They should continue to be involved as the study is implemented.

A word of caution about the use of volunteers: *They are not free.* Volunteers require recruitment, training, supervision, monitoring, recognition, and support. Volunteer management is a job that should contain specific guidelines for which County staff or another designated group such as a conservancy would be responsible. This job requires paid staff. For example, in hospitals or park systems paid staff direct volunteer programs. Without a comprehensive volunteer program, the volunteers will cease to function.

### ***Recommendations for Coordination***

Once Cumberland County adopts the greenway plan, the greenways as prioritized will serve as the basis for related planning efforts. Further greenway planning would be undertaken by municipalities addressing greenways within their jurisdictions. Municipalities would be encouraged to work regionally to plan for a

greenway system that goes beyond jurisdictional boundaries. The coordination could be based upon the following steps:

1. **Municipal endorsement of the County greenway plan.** This endorsement would establish eligibility for each endorsing municipality to participate in the County greenway/open space program with its planning and financial assistance.
2. **Development of local/regional greenway plans.** Municipalities could organize as subregions of the county for greenway planning to facilitate broader thinking about greenways.
3. **County provision of technical support and grant assistance for local greenway planning.** This would include technical support to municipalities regarding land use and zoning regulations for greenway development and protection.
4. **Coordination with a local conservancy** to develop a program to inform and stimulate participation in greenway development among local landowners. The Natural Lands Trust has done very good work in Cumberland County and could be brought in for further assistance in developing outreach and education programs for private landowners and for working to build and strengthen a Cumberland County conservancy such as the Central Pennsylvania Conservancy.

## Management

Each greenway that is established will present different legal and management requirements for the protection of the land, landowners, and the safety of potential users. Decisions about ownership, maintenance, risk management, and resource protection need to be made. Experts in resource management, legal matters, insurance, park and recreation planning, and transportation planners need to be involved where appropriate for the different types of greenways.

### *Ownership*

Greenways are usually under a variety of ownership types. The form of ownership determines the responsibilities of the property owners and the rights of potential users. These include:

1. **Fee simple** - The owner has all the rights to this land. The owner can use and develop the property as he/she wishes. The owner has the right to grant the use of the property to others. An example of fee simple ownership would be a municipality owning a park.
2. **Easement** - A fee simple property owner can grant designated property rights to a second party for the property. The party receiving the easement can get shared or exclusive use of the property. The easement identifies in writing the terms and conditions of use for the property. Easements are commonly used for trails and greenways.
3. **License** - A landowner can provide permission to another party to use the property. It can be written or verbal and is revocable at will.

### *Management Organization*

At present Cumberland County does not have an organization to manage greenways. Typically, the management of a greenway and trail network depend on where the trail is, who owns it, and the number of jurisdictions responsible for the land involved. In many counties in Pennsylvania, greenway development



and management falls under the purview of the county parks and recreation department. In Cumberland County, there are several options for greenway and trail management. They are identified in Table 6-1.

Table 6-1 Greenway Management Options			
Lead Organization	Responsibility	Benefits	Considerations
County	Greenways that traverse multiple jurisdictions.	County would be the unifying organization for projects that cover several jurisdictions. Case studies show that this works successfully in other counties. CVRTC has already asked for County support.	County does not have the staff or a department with a greenway or park mission at present. Consideration should be given to establishing a department with greenway responsibility or vesting the responsibility in an existing department.
Municipalities	Greenways within their jurisdictions	Would be responsible for greenway planning, development, monitoring, and maintenance on the local level.	Not all municipalities may be able to assume such a responsibility, resulting in a patchwork of greenways rather than a network and corridors in Cumberland County
Private Organizations	Management of designated greenways	Often operate more quickly than government. Possibility of a regional trail authority.	May not have the staff and resources to guarantee long-term commitment

Table 6-1 (Continued) Greenway Management Options			
Lead Organization	Responsibility	Benefits	Considerations
Regional Greenway/Trail Authority	Management of greenways and trails throughout the region, perhaps extending beyond Cumberland County	Could establish an effective operational base covering a broad geographic area.	May be more appropriate to consider this in the future as more greenways and trails are established and strong proponents of this concept emerge. Difficult to establish regional functions in Pennsylvania.
Combination	Network of greenways throughout County	Partnerships add strength, economy, and effective use of resources.	An organization such as the County would still have to take the lead.

The configuration of the organizational structure for greenway development and management depends upon the host of factors identified in Table 6-1. A final organizational structure would depend upon the decisions made by the County regarding the establishment of the Countywide greenway network.

## Incorporating Greenway and Open Space Planning

As the findings of the resource analysis and the public participation process demonstrated, greenway planning is important and publicly supported; however it may be too narrowly focused for Cumberland County's needs. For Cumberland County to retain its rural agrarian character, open space planning needs to be undertaken that would address all aspects of resource protection including greenways, natural resource protection, farmland preservation, and open space protection. Based upon the research conducted as part of the inventory and assessment for this study, the planning team developed the following strategy for Cumberland County for a broader purpose of resource conservation than greenways could provide alone:

**1. Planning should include the following steps:**

- Adoption of the greenway study by Cumberland County.
- Incorporation of the Greenway Study into the County's ongoing and future planning. This includes the comprehensive plan that is underway.
- Consideration of undertaking an open space plan as a component of the County's comprehensive plan.
- Municipal endorsement of the County greenway study and its recommendations through a resolution. Cumberland County should reach out to the municipalities to inform them about the plan, its benefits, and the mechanisms to be established to assist and support local planning and resource protection. This would be necessary in order to gain their resolutions supporting the County plan.
- Establishment of a local planning program that would also address greenways and resource protection. The County should develop the scope of local plans in partnership with the municipalities to attain consensus about local plans regarding greenways and open space. The county and local plans should be coordinated and work towards a common vision for Cumberland County. Local plans should include greenways identified in the County study. The idea is not that the County dictate policy to the municipalities, but that the County help to establish a foundation for future collaborative planning. As with all plans, they should be living documents that change in response to need and opportunity.
- Encourage regional planning within the County. Assist municipalities in forming regional groups who would work together.

**2. Partnerships - Establish partnerships with municipalities, private organizations, and land conservancies to advance the recommendations of this study.**

- Continue to use the Greenways Task Force as an advisory committee.
- Form Municipal Partnerships.
  - Undertake three pilot projects for municipal plan development with jurisdictions representing rural, suburban, and rural communities, and/or three geographic regions in the County.
  - Organize a regional planning group to undertake a regional greenway or open space plan in Cumberland County as a demonstration project.
- Continue discussion with Central Pennsylvania Conservancy about how the County and the Conservancy could build an alliance for the common purpose of greenway establishment and more broadly open space and resource protection.
- Approach the Natural Lands Trust to assess potential technical support and other mechanisms for land conservation in Cumberland County.
- Begin discussions with County non-profit organizations including authorities such as the LeTort to determine their levels of interest and potential partnership roles.

- Arrange consultations with other counties that have undertaken similar efforts. Options include field trips by County officials to other counties or trying to orchestrate a round table discussion in Cumberland County by inviting officials from other areas to Cumberland County. Pennsylvania Department of Conservation and Natural Resources may be able to provide assistance in making such arrangements.
3. **Funding** - Without funding, it will be most difficult to implement a greenways or open space preservation program in Cumberland County. The County could float a bond to provide funds that would be matched by local government and possibly private, nonprofit land trusts. Regional planning efforts should be encouraged. Based upon the open space programs in other counties, the following components could be included:
- A County bond issue for planning and land preservation. Bonds in other counties have ranged from \$25 million to \$100 million.
  - Designation of some County projects that would be significant regionally.
  - Grants to municipalities would be based upon approved criteria and a formula for funding. This would include designated amounts to each municipality, plus additional funds based upon established criteria such as population and development pressure.
  - Funds to add a Countywide open space component of the Comprehensive Plan. The County could apply to Pennsylvania Department of Conservation and Natural Resources for a Keystone planning grant for the open space plan.
  - Funding for planning staff in the Planning Commission for the greenway/open space planning
  - Funding for local greenway planning. Local plans funded by other counties that have floated bonds are in the range of \$10,000-15,000 per community for the purpose of open space planning. Often, a community will match a county planning grant with a state grant under the Keystone Community Grant Program.
  - County bond funds would be used for County, local, and regional planning; land acquisition; purchase of easements and rights-of-way; administration and County staffing; a public education program; and possibly for legal assistance regarding land issues.

While a County bond issue would have the most impact on resource protection in Cumberland County (including greenways, open space and farmland protection, and natural resource conservation), other funding sources are available. These are included in Appendix F.

4. **Outreach** - Building public awareness and recognition of the importance of the open space program and its benefits to the citizens and quality of life is the key to this plan's success. Since the Countywide survey for the study demonstrates public support, it would be wise to capitalize on this. Outreach will be one of the most challenging parts of greenway planning. The general public must be informed about the meaning and benefits of greenways. Building public awareness and understanding about greenways should include:
- Promotion - Develop a marketing and promotional program for the greenway/open space plan
  - Education - need to develop strategy for telling people what greenways are along with the benefits; work with local conservancy
  - Develop a program to work with landowners via conservancies with grant funding.

### ***Financing and Implementation Recommendations***

The Greenway Task Force recommends that Cumberland County explore financing greenway planning and development through a bond issue. Consideration should be given to extending the purpose of the bond issue beyond greenways alone to also support open space protection, farmland protection, land conservation, watershed protection, and natural resource conservation. Bond funds would also be used to support the planning, administration, and education for this purpose. The County needs to undertake a financial analysis to determine the appropriate level of funding. Formulas for distribution of the bond funds among the County and the municipalities need to be worked out. The amount of the County bond would need to be determined based upon the advice of financial experts. Without financing, the local communities could not afford to do this on their own. Local matching requirements would be developed as part of the financing study. The steps could include the following:

1. Establish a finance committee composed of members representing the County commissioners, businesses, municipalities, landowners, and conservation organizations. The committee's mission should be designed to make effective and expedient decisions.
2. Arrange fact-finding meetings with other counties with similar bond issues, including Chester, Bucks, Montgomery, and Monroe Counties. We have found in this study that these counties are most willing to help others based upon their own experience in learning from others.
3. Appoint financial advisors and community planners to determine bond amount, impact on taxes, and cost savings as a result of saving land instead of paying for added services required by land developments.
4. Develop the greenway educational program to build understanding and support for the program. Advocate cost savings in promotional materials about the cost of land preservation versus development. Use survey results from this study in materials.
5. Determine strategy about a public referendum for a bond issue for greenways/open space.
6. Establish the requirements for a local greenway planning program including planning guidelines, funding amounts, and sources. Provide incentives for regional planning.
7. Hire additional staff to work on the greenway/open space planning efforts. Since the planning staff is limited and there is no parks and recreation department, additional planners will be needed. The new planning positions should be funded as part of the bond issue. If there are concerns about adding permanent staff, the planners could contract employees for designated project responsibilities. In this way, the County could buy expertise in certain areas such as transportation, natural resource management, or other specialties.
8. Develop a Countywide open space plan as a component of the Comprehensive Plan.
9. Set a time table for the program with the above components.
10. Explore issues that may affect land preservation in Cumberland County. In some areas, land is sold before government agencies can respond because of bureaucratic requirements. Working with a land trust to enable the County/municipality to secure a crucial property before it is sold would be important in creating greenways and preserving open space.

The cost of acquiring land and securing easements on properties is so variable that a cost projection for a Countywide greenway system is not possible. Detailed legal work on ownership, market value, and ownership options is required for each specific greenway. As with all real estate, location of the land is the biggest factor. Acreage can range from a few thousand dollars to the millions. The Rail Trail Conservancy cites examples of rail trail corridors ranging from \$1,000 per mile to \$300,000 per mile. Easements greatly lower costs and are often even donated.

## Revenue Sources

The counties in Pennsylvania that are now heavily involved with greenway and open space planning have floated bonds all approved by voters. In many counties, county bond issues have sparked local bond issues such as in Bucks County, where over 20 local bond issues have been passed in amounts ranging from \$4 million to \$20 million. These counties have been able to demonstrate to the voters that while open space costs money, development costs more. The other revenue sources shown in Appendix F could also be considered. For the first time in decades, federal money may be available for parks, recreation, greenways, and trails through reauthorization of the Land & Water Conservation Fund. Cumberland County should track this authorization in Congress and communicate with County representatives about the importance of the passage of this funding.

Private fund-raising represents another option. Private investment in land preservation is typically related to saving a particular property of special significance in the community. Land trusts can assist in these efforts. Should Cumberland County decide to undertake a fund-raising campaign, it would be important to organize the effort in a professional way. The error most frequently made in capital fund-raising is deciding to have a campaign before the organization is ready. Some of the things that must be considered for a fund-raising campaign include:

1. Staff capability
2. Budget
3. Quality of data available on prospective donors
4. Volunteer base
5. Potential of getting major donors on the fund-raising advisory board
6. Board strength
7. Gift management
8. Gift recognition
9. Consensus on fund-raising direction
10. Availability and skill of leadership and staff to commit to the project
11. Materials and publications to explain the case for support

For a successful campaign, a master plan is essential. It should include campaign objectives, policies, an organizational chart, campaign job descriptions, a campaign strategy, printed materials, cultivation plans, and a prospective pool analysis. In conducting successful campaign programs, many organizations find that they cannot take on additional tasks when they already have too much to do in daily operations. To undertake a fund-raising campaign, Cumberland County should:

1. Consider hiring a professional fund-raising consultant. Good fund-raising consultants can cover their fees through the fund-raising. Even if a professional fund raiser were to be retained, Cumberland County would need to designate a staff person with the capability to work with the fund raiser throughout the campaign as well as in managing the pledges over time when the fund raiser is gone.
2. Determine the purpose of fund-raising. The County needs to be able to develop *a case of compelling need* that requires private funds. Preparedness underlies all successful campaigns.
3. Consider developing a gift catalog for designated purposes.
4. Insure that the fund-raising is strategic, well orchestrated, and for popular projects that clearly benefit the public.

Chapter 7

## Study Recommendations

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## Implementation Strategy

To make greenways happen, certain elements must be in place. All are required, not merely one or two things that might be nice to do. Most of the recommendations are related to criteria for building great communities: bringing people together, collaboration, a vision, attention and dedication to resource protection, effective management, solid planning, and funding. These elements all figure into the recommendations that are the subject of this chapter.

Not unexpectedly, the course of action is full of caution signs. There are major challenges between identifying potential greenways and actually establishing them in the County. The major objective of the recommendations is to provide explicit steps that Cumberland County could take to establish a Countywide system of greenways. This will help the citizens of this County to obtain the kind of community that they would like for themselves and their children's children well into the next century. It will require courage and foresight on the part of citizens, elected officials, and the County to move ahead in establishing greenways.

The recommendations set forth the following actions:

1. Establish an effective greenway planning system
2. Organize a management system for greenways
3. Create partnerships for greenway development
4. Establish a funding program to support greenways
5. Develop a public education program about greenways
6. Develop a pilot greenway project

### Recommendation 1: Establish an Effective Greenway Planning System

#### *Greenway Plan*

- a) **Adopt the Greenway Plan as an official County plan.**
- b) **Make the greenway plan a component of the County's comprehensive plan.** Include a parks, recreation, and open space component in the comprehensive plan. Apply for a Pennsylvania Department of Conservation and Natural Resources Keystone Community Grant for this component.
- c) **Seek a resolution endorsing the greenway plan from each municipality endorsing the greenway study recommendations.**

#### *Ongoing Planning*

- a) **Establish greenway planning as an ongoing function of County planning.**
- b) **Work with municipalities to develop local plans for greenways.** The local plans would incorporate the recommendations of the County's plan as a planning base. This could be done as 33 individual plans for each of Cumberland County's municipalities. However, the County prefers to fund multijurisdictional projects. This strategy makes more sense in terms of greenway planning, which

typically goes beyond jurisdictional boundaries. Planning will require collaboration, efficiency, and effectiveness.

Regional and municipal greenway planning requires: funding assistance, technical assistance, and financial support. Financial assistance should be a combination of State, County and local efforts. Funding recommendations are presented in Recommendation 4.

- c) **Consider expanding the County's focus on greenways to a broader program of resource protection including open space, natural resource conservation, farmland preservation, and greenways and trails.** This study found that the emphasis on greenway planning might actually be too narrow for the ultimate needs of Cumberland County. The findings indicate that the larger issue of open space planning may help the County to achieve its goals rather than just greenway planning. We recommend that future planning efforts deal with open space planning within which greenways would play an important role.
- d) **Seek a planning grant through the Keystone Grant Community Grant Program to undertake a Countywide open space plan.**

## Recommendation 2:

### Organize a Management System for Greenways in Cumberland County

- a) **Establish a strong role in managing greenway development.** While there are important examples in greenway planning and implementation at the local level as well as with private nonprofit organizations, the County needs to serve as the catalyst in establishing greenways Countywide.
- b) **Hire additional staff to supplement the efforts of current planners who already have more-than-full workloads.** If greenway planning were forced into existing workloads, people would be spread too thin and work items not accomplished. Our research showed that other counties with similar initiatives have hired staff. There is already an example in Cumberland County in which an organized group is asking for County support: the Cumberland Valley Trail. We recommend that Cumberland County hire at least one additional staff person, preferably two, to work on open space and greenway planning with a prime focus on outreach to municipalities. We recommend that they have flexible work schedules in order to participate in community outreach programs that require meetings when volunteers and community groups are available, typically during the evenings and occasionally on weekends.

One possibility for staffing would be to work with PA DCNR (Pennsylvania Department of Conservation and Natural Resources) to explore funding opportunities. DCNR is reviewing its grant programs and may consider funding a person who would work on greenway establishment, volunteer development, partnerships and other related tasks. Since the greenway would be county-wide, the County would need to foster relationships and work with PA DCNR to insure that this position would be eligible for grant funds.

- c) **Determine how the County can assume the role for managing greenways that run through several jurisdictions.** A prime example is the Cumberland Valley Trail. There needs to be a decision about if and how the County should do this. The Task Force recommends:

1. Vesting the responsibility in the Planning Commission.
2. Establishing a County Parks Department that would be equipped to manage greenways. This would be the traditional method of greenway management. Most counties that have a parks department have a mission directed at natural resource protection with associated passive



recreation opportunities. One of the decisions that needs to be made is in regard to the County's position on establishing County parks. This should be determined through the comprehensive plan.

3. As the program grows, work with County conservancies, municipalities, and private citizens groups to assume management and ownership of the greenways. Even with ownership and operation of greenways by private groups or landowners, there still needs to be an umbrella organization for greenways in Cumberland County. An example of such an operation in which the government does not own or directly control land is the National Park Service's Upper Delaware National Recreation Area. The National Park Service serves as the manager of the Recreation Area even though the land is not owned by the National Park Service.
- d) **Manage greenways that run through one jurisdiction or on private lands at the local level or through private organizations.**

### **Recommendation 3: Establish Greenway Partnerships**

- a) **Collaborate with municipalities in greenway development and management.** Provide incentives for regional greenway management. Provide workshops, consultations, materials, contacts, case studies, and other items that both encourage and inform the municipalities about greenway management.
- b) **Work with the Central Pennsylvania Conservancy to establish it as a full-time conservancy.** If this is not possible, pursue establishing a Cumberland County Conservancy for land preservation. Bring in an established organization with a successful track record in land conservancies such as the Natural Lands Trust. County officials should visit other conservancies with successful programs such as the Heritage Conservancy in Bucks County and the Montgomery County Lands Trust for guidance. We do recommend that Cumberland County have its own conservancy based upon the great responsiveness of people in the County to local organizations. They appear to have a strong alliance to organizations based within the County.
- c) **Organize partnerships with environmental organizations.** This would include the LeTort Authority and others on the identified steps of establishing the specific greenways.
- d) **Explore opportunities for developing rivers conservation plans along water-based greenways.** The Susquehanna River, Yellow Breeches, and other streams within greenway corridors are potential study subjects.
- e) **Continue to operate with the Greenway Advisory Board as the primary citizens advisory group for greenways in Cumberland County.**
- f) **Develop an organized volunteer program for greenways.** Before any volunteers are recruited for such an effort, a program designed to seek, train, place, supervise, recognize, sustain, and replenish volunteers should be set up. It needs to be a responsibility vested with a person. Volunteers are not free. A volunteer program should be officially approved by Cumberland County. Responsibility for it should be delegated to a specific individual.

### **Recommendation 4: Establish a Funding Program to Support Greenways**

- a) **Consider a bond issue for greenway planning and development.** The Task Force recommends that Cumberland County use bond funds for greenway planning and development. Research into other counties floating bonds shows that the bonds are used for open spaces including greenways, farmland preservation, parks, and open space protection. Consult with these other counties, including Bucks, Montgomery, Chester, and Monroe about their open space programs and bond issues. Monroe is the most similar to Cumberland with respect to size and constituency. Delaware County was not successful in passing a bond. There are valuable lessons to learn from this county as well. For a bond to be successful, a land protection program may be better received than a greenway program alone. Since farmland preservation, watershed protection, and natural areas are near and dear to the hearts of Cumberland County residents, funding should have a broader purpose.
- b) **Determine the mechanics of establishing a bond program.** Cumberland County should carefully orchestrate the process of decision making and public involvement in order to cultivate public support. These steps could include:
- ***Appointing a steering committee*** composed of a diverse membership representing the interests to be supported by funding. The membership should contain people with clout to make this happen. Advisory members should be considered.
  - ***Seeking financial counsel*** for this study to determine the County's ability to obtain funds and the impact on tax payers. County bond funds have been in the range of \$25 million to \$100 million. Counties that have floated bonds have seen spin-offs with local municipalities also floating bonds ranging from \$4 million to \$20 million.
  - ***Develop the case to present the bond to the public.*** Establish a campaign to convey the benefits of paying for open spaces and preserving farms rather than having land developed. People need to understand that while open space costs money, development costs more. Even if a bond appears to be a sure-fire success, there is always the danger that an unknown, unanticipated special interest will come out at the end of the campaign to try to defeat the project through scare tactics.
- c) **Establish the purposes for which the bond funds could be used.** Proposed elements eligible under the bond include the following:
- ***Planning*** -Bond funds should be used to fund a County open space plan and to support local planning. In other counties with bonds, certain amounts are allocated for local planning in the range of about \$10,000 that municipalities could supplement or use as a match for a Keystone Planning Grant. Municipalities could also join together with their funding. The County could provide incentives to do this.
  - ***County Open Space Projects*** - Funds should be available for County land acquisition, easements, rights-of-way, and so on. This could include potential County parkland acquisitions should the County decide they would like to establish County parks.
  - ***Local Open Space Projects*** - Bond funds for local open space projects could be made available on a formula basis with a base amount for each municipality, additional funds based upon land area or population, and incentives for regional projects. The local municipality should provide a match. Bond funds in other counties have been at about 80 percent County and 20 percent local in cost sharing.
  - ***Environmental Protection*** - A portion of the funds could be used for environmental protection projects such as establishing riparian buffers and implementing streambank stabilization projects. These funds could be used to match Pennsylvania Department of Conservation and Natural Resources River Conservation Grants.

- **Legal Assistance** - A portion of the funds could be used for legal support that municipalities may need regarding real estate proceedings or litigation related to getting open space.
- **Administration and Staffing** - A portion of the bond should go to support the administration of the greenways program, including staffing required.

Agricultural Preservation may be an area the County would want to include in a broader based program for open space and resource protection.

## Recommendation 5:

### Develop a Public Education Program about Greenways

- a) **Develop a public education program.** The purpose of the public education program is to inform and promote the benefits of greenways, farmland preservation, natural resource protection, and open spaces. In this feasibility study, it was clear that people do not understand the concept of greenways, nor the cost benefits of investing in land preservation. A solid program is needed.
- b) **Develop a speaker's bureau to make presentations to organizations throughout Cumberland County.** The public participation process showed that there is a core group of adamant supporters for this project as shown in the advisory committee. The survey demonstrated that there is a high level of support among the general public. The public meetings resulted in a poor turnout. One of the reasons appears to be the great number of meetings that take place for a variety of planning projects in the County. Based upon the experience of this study, it appears that the County needs to go directly to the groups. One idea generated by the Task Force was the corps of 33 volunteers who would serve as liaisons with their municipalities. Staffing this effort would be an important component to implement.
- c) **Hire a professional marketing firm to develop and orchestrate greenway promotion.** If an outreach program becomes part of an existing job in the County, it will fall between the cracks. The cultivation of public education and support is too important to risk with a hit-or-miss fashion.
- d) **Involve the municipalities and conservation organizations in the process regarding County open space planning and decisions regarding land and funding.**
- e) **Establish a process for regular communication with municipalities about the greenway project.** This could be done through newsletters at regular intervals and by establishing a WEB site that would be actively managed and updated.

## Recommendation 6:

### Pilot Greenway Project

- a) **It is important to have a greenway success to use as a public example.** The LeTort Spring Run Nature Trail and the Cumberland Hiker-Biker Trail are examples of successful trail initiatives in Cumberland County. These trails are part of the LeTort Spring Run/Mountain Creek/Hiker-Biker Trail Greenway. The completion of the greenway segments (Conodoguinet Creek to Yellow Breeches and Yellow Breeches to Pine Grove Furnace) that connect these two trails were prioritized as #1 and #4 respectively. The County should assist the local municipalities in developing the LeTort Spring Run/Mountain Creek/Hiker-Biker Trail Greenway as shown on Map 2 as an example of a successful greenway project within the County.

- b) The LeTort Spring Run/Mountain Creek/Hiker-Biker Trail Greenway is located between the Conodoguinet Creek and Pine Grove Furnace State Park. The greenway length is approximately 21 miles. The greenway is located in portions of five municipalities: Middlesex Township, Carlisle Borough, South Middleton Township, Mount Holly Springs Borough, and Dickinson Township. The greenway connects to the Conodoguinet Creek Greenway, the Yellow Breeches Creek Greenway, and the Appalachian Trail Greenway. The LeTort Spring Run Nature Trail is a walking and hiking trail and bicycle use is not permitted.
- c) The following steps should be undertaken to pursue the completion of the LeTort Spring Run/Mountain Creek/Hiker-Biker Trail Greenway.

**Feasibility Study** - Conduct a detailed feasibility study of the greenway corridor segments.

1. Determine the source of funding for a feasibility study of the greenway corridor. One option is to obtain a River Conservation Grant for work along the stream corridors. River Conservation Grants are available to government entities and river support groups, such as the LeTort Regional Authority, to conserve and enhance river resources. Planning grants are available and implementation grants are provided to carry out recommendations of river conservation plans. River Conservation Grants require a 50 percent match.
2. Form a study committee to complete the feasibility study in conjunction with professional consultants. A representative of the Cumberland County Planning Commission should lead the study committee. Members should include: Carlisle Director of Parks and Recreation; South Middleton Director of Parks and Recreation; The Superintendent of Pine Grove Furnace State Park; representative of the LeTort Regional Authority; elected officials from Middlesex Township, Carlisle Borough, South Middleton Township, Mount Holly Springs Borough, and Dickinson Township; Planning Commission members from each of the municipalities; and general citizen representatives.
3. Retain a professional with expertise in trails and greenway acquisition/implementation to complete a title search of properties along the corridor. The corridor is defined by the abandoned railroad along two portions of the greenway, but north of the LeTort Spring Run Nature Trail and in the Mount Holly Springs area a route for the greenway must be defined. The title search will facilitate the route determination and define the number of landowners along the corridor. Two tasks must be undertaken:
  - Identify the current owners of the abandoned rail corridor and the nature of their legal interests.
  - Determine, based on the factual outcome of the ownership determination, the feasibility of acquiring the abandoned railroad right-of-way for future trail use.

It is important to work with a professional who understands title search and acquisition analysis, using it as a tool to highlight problems, factoring risk and developing a preliminary strategy. This understanding of the intricacies of railroad corridor acquisition projects will guard against typical pitfalls, which include:

- Paying twice for a right-of-way, once to the owner of record and a second time to quiet title with various entities holding other interests (i.e., easements, leases, or licenses).
  - Losing portions of the rail line to abutting private landowners with legitimate reversionary interests.
3. Develop an organized outreach program for communications with landowners. The goals of the outreach program should include:

- Effective communications. An orchestrated approach is needed to communicate with landowners to gain their buy in and support for the greenway.
- Strategy to resolve potential conflicts.
- Determination of who should initiate communications. The strategy may differ depending upon the relationship committee members may have with various landowners.
- A comprehensive public information program. Information should include:
  - a. Educational materials on greenways and trails for municipalities
  - b. Educational materials for landowners on greenway benefits, easements, land donations, tax benefits, and estate planning.
  - c. A professional visual presentation for use in presenting the greenway to government groups, service organizations, and general citizenry.
- 4. Hire an acquisition professional to negotiate with landowners to obtain easements, rights-of-way, or fee simple parcels for the greenway corridor. Securing the land is the most important aspect of the greenway plan. It is important to work with a professional who understands the goals of the project, the many forms of corridor ownership, as well as the tax, estate planning, and land use benefits of greenways.

**Greenway Master Plan** – Once the corridor route is determined in the feasibility study, a master plan should be developed which defines the design of the trail.

1. Hire a consultant to develop the greenway master plan. The County Planning Commission representative should oversee the project, working with the study committee from the feasibility study.
2. Determine the locations of trailheads, trail access areas, parking areas, trail amenities, trail surface options based on user groups, road crossing improvements, stream access areas, the signage system, and trail amenities. Determine the function of the greenway segments, as trail or protected greenspace. Greenway/trail extensions and linkages will be explored and defined.
3. Estimate development costs based on the final design for the greenway/trail.
4. Coordinate with each municipality along the corridor regarding land use regulations that could be adopted that will support the development of the greenway.
5. Develop a greenway management plan for the LeTort Spring Run/Mountain Creek/Hiker-Biker Trail Greenway. The management plan should address the following:
  - Determining who will own, maintain, and accept responsibility and liability for the trail
  - Developing strategies for working with partners
  - Developing a Friends of the Greenway group
  - Developing a security plan
  - Developing strategies for communication with the local municipalities
6. Determine funding sources for the greenway/trail development. Funding options include: Pennsylvania Department of Conservation and Natural Resources Keystone Grant Program, Transportation Equity Act for the 21<sup>st</sup> Century (TEA-21), Cumberland County, local municipalities, fund-raising, LeTort Regional Authority, and/or local conservancies.
7. Develop an action plan for acquisition, funding, and developing the greenway/trail.
8. Acquire land and/or easements as necessary to complete a greenway/trail.
9. Complete design, engineering, and construction specifications.
10. Bid project and complete construction.

**Special Pilot Project Initiatives** – The LeTort Spring Run/Mountain Creek/Hiker-Biker Trail Greenway is proposed as a pilot greenway project. Special projects should be developed within this greenway initiative, in addition to projects listed above, to support the entire Countywide greenway program. Prototype projects include:

1. Develop kiosks with educational displays at trailheads which describe the Countywide greenway system and the benefits of greenways.
2. Provide signs along the LeTort Spring Run Nature Trail, the Hiker-Biker Trail, and other locations along the greenway that identify the corridors as part of the Countywide greenway system.
3. Develop programs to educate landowners and trail users about riparian buffers, stream bank stabilization, and other resource protection issues along greenway corridors.
4. Develop a comprehensive signage system that identifies the greenway at road/trail intersections, provides direction to the greenway from community areas and major road intersections, and identifies points of interest along the greenway.
5. Develop a promotional program that publicly promotes the initiative and informs the public about the greenway development. A promotional program should include the following:
  - Press releases
  - Ribbon cutting
  - WEB site updates and information
  - Links to tourism in Cumberland County and the Capital Region.

## Chapter 8

# Action Plan

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The Action Plan represents a suggested course of action for implementation of the Cumberland Countywide Greenway Plan over the next five years and beyond.

Cumberland Countywide Greenway Action Plan				
Action Plan Activity	Lead Responsibility	Cost	Schedule	Comments
<b>Recommendation 1: Establish an Effective Greenway Planning System</b>				
Accept Greenway Plan	Cumberland County Commissioners	CCPC admin. costs	1	At public meeting
Encourage municipal endorsement of Greenway Plan	Cumberland County Planning Commission (CCPC)/ Commissioners	CCPC admin. costs	1	Outreach meetings/ requirement for funding
Incorporate greenway planning into County planning functions	CCPC/Commissioners	CCPC admin. costs	1	Comprehensive Plan, Regional Growth Management Plan, subdivision and zoning reviews
Apply for Keystone funding to undertake a Countywide open space plan	CCPC	\$ 50,000	1	50 percent match required
Develop municipal open space plans with a strong greenway focus	Municipalities	\$18-25,000 each. Regional plans - \$60,000	2	County can provide grant and technical assistance. Consider regional municipal planning. Fewer plans with regional focus.
<b>Recommendation 2: Organize a Management System for Greenways in Cumberland County</b>				
Hire planning staff to oversee greenway initiative	CCPC/Commissioners	\$40,000-\$80,000	2	For 1-2 staff plus start up costs for first year
Determine how the County will establish and manage greenways	CCPC/Commissioners	CCPC admin. costs; contract costs.	1	Consider retaining a real estate expert skilled in land negotiation and tax benefits on contract basis for land acquisition. May result in cost savings through skilled negotiation.
<b>Recommendation 3: Establish Partnerships for the Development of Greenways</b>				
Provide technical assistance to municipalities to develop greenway plans	CCPC	CCPC admin. costs	1	Important to provide assistance in land use regulations and planning to municipalities.
Work with Central Pennsylvania Conservancy to establish it as a full-time land preservation conservancy serving Cumberland County	CCPC	CCPC admin. costs and volunteer time	1	
Develop an organized volunteer program for greenways and trails	CCPC/Greenway Task Force (GTF)	Conservancy	3	Volunteer organization needs to be developed upon a solid program to insure success.



Recommendation 4: Establish a Funding Program to Support Greenways				
Research open space preservation bond issues elsewhere in Penna.	CCPC	CCPC admin. costs	2	e.g. Montgomery, Bucks, Chester, Monroe, etc.
Appoint a steering committee for a bond issue initiative	CCPC	CCPC admin. costs	1	Different than Greenway Task Force
Hire a financial consultant to analyze bond issue feasibility	CCPC	\$25,000	1	Interview firms that have successfully worked with counties on bond issues for open space.
Develop the funding program	CCPC/Commissioners	CCPC admin. costs	2	Use examples from other counties as models.
Recommendation 5: Develop an Public Education Program About Greenways				
Develop a campaign that promotes the benefits of preserving open space.	Conservancy/CCPC/GTF	\$ To be determined	2	Retain a marketing firm or work with marketing specialists in the County who would volunteer their services.
Develop a public education program to promote the bond issue.	CCPC/GTF/Conservancy	\$ To be determined	2	Retain a marketing firm or work with marketing specialists in the County who would volunteer their services.
Organize greenway liaisons to communicate the greenway initiative to local citizen groups	CCPC/GTF		2	This could be organized as a speaker bureau.
Develop communication tools (newsletter, WEB site)	CCPC and Conservancy		2	
Recommendation 6: Pilot Greenway Project				
Select a pilot project	CCPC/GTF/municipalities involved	CCPC admin. costs	3	Important to develop a greenway and demonstrate success.
Form a study committee to guide the pilot greenway master plan	CCPC/municipalities	CCPC admin. costs	3	
Hire a consultant to complete a title search of properties along the greenway corridor	CCPC/municipalities	\$15,000	3	
Hire an acquisition professional to negotiate with landowners along the corridor	CCPC/municipalities	\$15,000	3	
Acquire land and/or easements to complete greenway	Municipalities/Conservancy		4	
Hire a consultant to complete the greenway master plan	CCPC/municipalities	\$30,000	3	
Complete design. Engineering and construction specifications would be done for trail or related construction projects.	Municipalities/Conservancy		4	Cost are project dependent
Bid project and complete construction if construction is required.	Municipalities/Conservancy		4	Costs are project dependent
Develop educational kiosks at trailheads along the greenway where appropriate	Municipalities	\$15,000	4	Some greenways will only be for resource protection and will not include trails.

Recommendation 6: Pilot Greenway Project, continued				
Install identification signs at existing trails within the greenway	Municipalities	\$10,000	4	
Develop an education program for landowners about resource protection within greenways	CCPC/Conservancy	CCPC admin. costs	3	
Develop a comprehensive signage system for the greenway	CCPC	\$15,000	4	



## Appendix B

Cumberland County - Municipal Recreation Facilities																		
	Baseball Field	Softball Field	Soccer Field	Basketball Court	Tennis Court	Playground	Multipurpose Field	Swimming Pool	Gymnasium	Hiking	Biking	Volleyball Court	Picnicking	Pavilion	Fishing	Golf	Other	Undeveloped
CAMP HILL BOROUGH																		
Christian L.Seibert Memorial Park	X			X	X	X				X	X	X	X	X			X	60
Spring Lake/Beverly Park						X							X					2
Willow Park													X	X				2
Fiala Field	X		X			X				X			X					40
CARLISLE BOROUGH																		
Biddle Mission Park				X		X						X	X	X	X			5
Butcher Tot-Lot				X		X												1
Cave Hill Nature Center										X								20
Community Center				X	X							X					X	--
Goodyear Park	X																	5
Herberlig/Palmer Tot-Lot	X					X							X	X				2
Community Pool				X				X				X	X	X			X	3
Letort Park	X				X	X				X	X	X	X	X				11
Linder Park				X		X							X					2
Memorial Park				X		X												2
Shaffer Park										X			X				X	30
Spahr Tot-Lot						X												1
Thornwald Park										X			X				X	32
Valley Meadow Park	X		X	X		X						X	X	X				18
Wenger Park																	X	1
EAST PENNSBORO TWP																		
Adams-Ricci Community Park	X	X		X	X	X				X		X	X	X	X		X	82
Acri Meadow Park	X					X						X	X	X	X		X	4
Midway Park	X			X		X						X	X	X				2
Ridley Park	X			X		X				X			X	X	X			16
West Fairview Park	X			X	X	X		X		X				X	X		X	6
Oyster Mill Park													X		X			1
Susquehanna-Perry Park				X		X							X					1
Laurel Hills Place Park						X							X					2
HAMPDEN TOWNSHIP																		
Armitage Golf Course										X	X					X	X	110
Hampden Twp Park/Pool		X	X	X	X	X		X		X	X		X	X			X	32
Salem Community Park	X		X														X	24
Westover Creek Area													X					10
Westover Commons										X								5
Conodoguinet Youth Park										X			X	X	X		X	8
Creekview Recreation Area	X	X	X	X	X	X				X	X	X	X	X			X	37
LEMOYNE BOROUGH																		
Negley Park	X			X	X	X							X	X				16
Memorial Park	X			X	X	X		X					X	X				9
Maple Street				X	X	X							X					3
Ft. Couch																		2

Schell Park				X		X							X					5
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	Baseball Field	Softball Field	Soccer Field	Basketball Court	Tennis Court	Playground	Multipurpose Field	Swimming Pool	Gymnasium	Hiking	Biking	Volleyball Court	Picnicking	Pavilion	Fishing	Golf	Other	Undeveloped	Area (acres)
<b>LOWER ALLEN TWP</b>																			
Allendale Park				X		X							X	X					1
Creekwood Park															X			X	12
Highland Estates Playground						X							X	X					1
Highland Park				X	X	X						X	X	X					2
Lower Allen Community Park	X	X		X	X	X				X	X	X	X	X	X				110
Peters Field	X			X	X	X							X	X					3
Wass Park	X			X	X	X						X	X	X					10
Windsor Park																		X	1
Yellow Breeches Park										X					X			X	14
Sheepford Crossing Park						X							X	X					2
<b>MECHANICSBURG BORO.</b>																			
Northside Recreation Pond																	X		3
Koser Park	X	X		X		X						X	X	X					10
Memorial Park	X	X	X	X	X	X		X				X	X	X					46
Northside Park	X	X				X													2
<b>MIDDLESEX TOWNSHIP</b>																			
Middlesex Township Recreational Park	X	X	X	X		X	X			X		X	X	X			X		127
Anderson Park						X													0.2
<b>MONROE TOWNSHIP</b>																			
Monroe Township Park	X	X	X	X	X	X				X			X	X					30
<b>MT HOLLY SPRINGS BOROUGH</b>																			
Butler Street Park	X					X							X	X					11
Easy Street Park				X		X							X						1
Trine Park		X			X	X				X	X	X	X	X					25
<b>NEW CUMBERLAND BOROUGH</b>																			
Drexel Hills Park						X								X					2
New Cumberland Borough Park	X					X						X	X	X	X				29
Twelfth Street Ballfields	X																		2
Sherwood Park				X		X								X					
<b>NEWVILLE BOROUGH</b>																			
Newville Playground	X			X	X	X						X	X	X					2
Newville Area Community Center				X					X			X					X		--
Creekview Park	X					X							X	X	X				10
North Middleton Park	X			X	X	X						X	X	X	X				15
Village Park	X					X						X	X	X					15
<b>NORTH MIDDLETON TOWNSHIP</b>																			
Creekview Park	X					X							X	X	X				10
North Middleleeton Park	X			X	X	X						X	X	X	X				15
Village Park	X					X						X	X	X					15

	Baseball Field	Softball Field	Soccer Field	Basketball Court	Tennis Court	Playground	Multipurpose Field	Swimming Pool	Gymnasium	Hiking	Biking	Volleyball Court	Picnicking	Pavilion	Fishing	Golf	Other	Undeveloped	
<b>SHIPPENSBURG BOROUGH</b>																			
Dykeman Road Park										X	X		X	X					10
Veterans Memorial Park	X			X	X	X		X		X	X	X	X	X					27
Shippensburg Community Center				X		X							X	X					3
<b>SHIPPENSBURG TWP</b>																			
Shippensburg Township Community Park	X			X		X				X	X	X	X	X			X		23
<b>SHIREMANSTOWN BOROUGH</b>																			
Shireman Manor Playground						X								X					--
Shiremanstown Municipal Park	X			X		X							X	X					--
<b>SILVER SPRING TWP</b>																			
Paul Walters Memorial Park	X			X		X							X						22
Willow Mill Park														X	X			X	18
Pleasant View Park		X		X	X	X				X		X		X					12
Potteiger Tract	X																		7
Fry Tract			X																14
Stony Ridge Park			X															X	103
Bunker Hills																		X	2
White Birch Farms																		X	15
<b>SOUTH MIDDLETON TWP</b>																			
South Middleton Twp. Park	X			X	X	X						X	X	X	X				40
Holly Woodcrafters Fields	X																		6
Iron Furnace Park										X				X	X				10
Spring Meadows Park																		X	90
<b>UPPER ALLEN TWP</b>																			
Community Park	X		X	X	X	X				X			X	X			X		20
Country Estates			X			X				X			X	X					2
Mt. Allen Park	X					X				X			X	X					3
Grantham Park						X				X			X	X	X		X		4
Rosegarden				X		X				X			X	X					2
Center Square				X		X				X			X	X					25
Miller Crest	X			X		X				X			X	X					15
Spring Run				X		X				X			X						3
Market Street	X																		3
<b>WEST PENNSBORO TWP</b>																			
West Pennsboro Twp. Park		X		X	X	X								X					16
<b>WORMLEYSBURG BOROUGH</b>																			
Leighton Nature Preserve										X									2
Memorial Park	X			X	X	X						X	X	X			X		5

Municipal Playground				X		X							X	X					1
Riverfront Park								X		X			X		X		X		5
Rupley Park				X		X		X		X			X	X	X				11

Source: Tri - County Planning Commission, Municipal Recreation Facilities Survey, November 1996

## Appendix C

Cumberland County – Pennsylvania Historic & Museum Commission Historical Markers			
Municipality	Marker Reference	General Location	Date Marked
Camp Hill	Robert Whitehall	1903 Market Street	12/15/91
Camp Hill	Cumberland Riflemen	Market Street between 24 <sup>th</sup> and 25 <sup>th</sup> Streets	5/25/48
Camp Hill	Gettysburg Campaign	3025 Market Street	6/28/63
Carlisle	Frederick Watts	Watts Business Park, Ritner Highway	6/11/94
Carlisle	Cumberland County	Old Courthouse, High and Hanover Streets	5/17/82
Carlisle	Gettysburg Campaign	PA 34, .3 miles South of Carlisle near Interstate 81	7/29/47
Carlisle	Gettysburg Campaign	.5 miles Southwest of Carlisle near Interstate 81	7/29/47
Carlisle	Dickinson School of Law	South College Street at Law School	10/20/49
Carlisle	George Washington	West High Street at Denny Hall	10/20/49
Carlisle	Dickinson College	West High Streets at Campus in Carlisle	7/1/47
Carlisle	Thomas Butler	West High Street between West and Pitt Streets	10/21/49
Carlisle	James Wilson	SW corner at High and Pitt Streets	10/20/49
Carlisle	Carlisle Fort	W. High Street between Pitt and Hanover Streets	11/3/61
Carlisle	Molly Pitcher	S. Hanover Street between Walnut and South Streets	11/30/49
Carlisle	Major Andre'	S. Hanover Street between Sough and Pomfret Streets	12/6/49
Carlisle	Green Tree Inn	S. Hanover Street between Pomfret and High Streets	11/30/49
Carlisle	Blaine House	S. Hanover Street between Pomfret and High Streets	12/6/49
Carlisle	First Presbyterian Church	NW Corner of High and Hanover Streets	10/21/49
Carlisle	Episcopal Square	NE Corner of High and Hanover Streets	10/21/49
Carlisle	John Bannister Gibson	E. High Street between Hanover and Bedford Streets	11/30/49
Carlisle	General John Armstrong	NE corner of High and Bedford Streets	11/30/49
Carlisle	General William Irving	SE corner of High and Bedford Streets	11/30/49
Carlisle	Carlisle Gateway Marker	Main Highway US 11 east of town	7/30/47
Carlisle	Carlisle Gateway Marker	Main Highway US 11 west of town	7/30/47
Carlisle	Carlisle Gateway Marker	Main Highway SR 0034 north of town	7/30/47
Carlisle	Thompson's Rifle Battalion	E. South Street at Old Graveyard	11/11/86
Carlisle	St. Patrick's Church	140 E. Pomfret Street at Church	10/19/86
Carlisle	Carlisle Barracks (1777)	US 11 opposite US Army War College, NE end of Carlisle	1982
Carlisle	Forbes Road (Raystown Path)	US 11 just SW of Carlisle	1/7/52
Hampden	Gettysburg Campaign - Battle of Sporting Hill	US 11 and Sporting Hill Road	6/21/97
Hampden	Peace Church	SR 641 (Trindle Road) at St. John's Road West of Camp Hill	8/4/47

Hampden	Peace Church	Carlisle Pike and St John's Road, 1.2	5/25/48
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		miles West of Camp Hill	
Lemoyne	Fort Couch	8 <sup>th</sup> and Market Street	8/10/47
Lemoyne	Fort Couch	8 <sup>th</sup> and Ohio Avenue	10/14/54
Mechanicsburg	Irving Female College	East Main Street near Filbert Street	9/29/54
Mechanicsburg	Union Church	East Main Street at Church	9/29/54
Mechanicsburg	Simpson Ferry Road	Simpson Street new Walnut	9/29/54
Middlesex	Farthest North of Confederates	PA 34 1 mile north of Carlisle Springs	10/26/29
Monroe	Williams Grove	SR 2011 ½ mile South of Williams Grove	9/29/54
New Cumberland	John W. Geary	3 <sup>rd</sup> and Bridge Streets in New Cumberland	6/10/95
New Cumberland	Daniel Drawbaugh	SR 2033 at Eberly Mill, 1 mile west of New Cumberland	5/1/65
Newville	Laughlin Mill	PA 641 at east end of Newville	7/29/47
Newville	State Police School	Walnut Street new Big Spring Avenue in Newville	7/29/70
Newville	Big Spring Presbyterian Church	South Corporation Street at the Church	8/18/85
Shippensburg	Forbes Road (Raystown Path)	US 11 1 mile NE of Shippensburg	6/1/48
Shippensburg	Shippensburg	US 11 at east end of Shippensburg	6/1/48
Shippensburg	Shippensburg	King and Prince Streets	6/6/25
Shippensburg	Old Court House	US 11 at Queen Street	11/18/47
Shippensburg	Fort Morris	US 11 at Queen Street	11/3/61
Shippensburg	Fort Morris	North side of W. King Street between Spring and Morris Streets	10/21/21
Shippensburg	Braddock Expedition	US 11 (West King Street)	11/3/61
Shippensburg	One Room School House	PA 696 at Shippensburg University	5/29/70
Silver Spring	Silver Spring Church	SR 1011 South of US 11 at the Church	6/74
Southampton	Middle Spring Church	SR 4001 (old PA 696) 2.6 miles N of Shippensburg	11/6/50
South Middleton	Gettysburg Campaign	PA 74 just East of Carlisle near Interstate 81	7/29/47
South Middleton	Carlisle Iron Works	PA 174 just East of Boiling Springs	8/4/47
Wormleysburg	Harrisburg Gateway Marker	Front Street, N of Walnut Street Bridge	8/1/47
West Pennsboro	Joseph Ritner	US 11 6 miles SW of Carlisle	10/11/51

## Appendix D

Cumberland County - National Register Sites			
Municipality	Name of Building or Structure	General Location	Date Listed
Carlisle	Old West, Dickinson College	Dickinson College Campus	10/15/66
Carlisle	Hessian Powder Magazine	Carlisle Barracks, Corner of Guard House Lane and Garrison Lane	5/17/74
North Middleton	Carlisle Indian School	Carlisle Barrack, US 11, East edge of Carlisle	5/17/74
Cook/Dickinson	Pine Grove Furnace	Pine Grove Furnace State Park	4/13/77
Hampden	Johannes Eberly House (Old Bricker)	US Route 11, Northeast of Mechanicsburg	4/2/73
Hampden	Peace Church	NW Corner of Trindle Road and St Johns Road	3/24/72
Hopewell	Ramp Covered Bridge	T-374	8/25/80
Lower Allen/ Fairview	Setters Bridge	Green Lane Drive (T-648) over Yellow Breeches Creek	4/24/84
Mechanicsburg	Cumberland Valley Railroad Station and MAS	2 & 4 West Strawberry Alley	11/17/78
Mechanicsburg	Irving Female College	Filbert, Main and Simpson Streets	5/6/83
Mechanicsburg	Adam Orris House	318 West Main Street	9/2/86
Mechanicsburg	Simpson Street School	Simpson and Hugh Streets	2/24/83
Monroe	John Williams House	SR 2026, ½ mile south of Williams Grove	7/28/77
North Middleton	Carlisle Armory	504 Cavalry Road	7/28/89
New Cumberland	William Black Homestead	Drexel Hill Park Road	7/20/77
South Middleton	Games Given Tavern	1189 Walnut Bottom Road	5/1/89
Shippensburg	Cumberland Valley State Normal School	Bounded by N.Prince, Stewart, Old Main, GI	6/30/82
Shippensburg	Shippen House	52 West King Street	11/25/75
Shippensburg	Widow Piper's Tavern	SW Corner of King and Queen Streets	1/17/74
Silver Spring	George Trimble House	50 Pleasant Grove Road	11/2/81
Southampton	Benjamin Blythe Homestead	217 Means Hollow Road, mounted route	9/15/77
Upper Allen/ Monagan	Gilbert Bridge/ Hall Es tate Bridge	Bishop Road/Gilbert Road (T-892)	11/25/86
Upper Mifflin	Sterrett-Hassinger House	Three Squares Hollow Road	9/15/83
West Pennsboro	John McCullough House	SR 233 between Newville and Interstate 81	12/20/78
Wormleensburg	John Wormley House	126 Front Street	11/21/76

## **Appendix E**

### **Open Space Programs Information**

- Delaware Valley Regional Planning Commission – Locally Funded Open Space Programs Map
- Montgomery County Open Space Preservation - Program Recommendations
- Bucks County Municipal Open Space Program Guidelines
- Monroe County Municipal Open Space & Recreation Planning Grant Manual

## Appendix F

Directory of Potential Funding Sources		
Program	Program Description	Administering Agency/Internet Address
<b>Community Planning, Development, and Conservation Funding Sources</b>		
Community Development Block Grant (CDBG)	Offers grants for a wide variety of activities, provided the applicant proves by survey or census that the project will benefit 51% low and moderate income persons or handicapped persons or eliminate “blighted” conditions in officially designated areas. Funds can be used for water and sewage improvements, storm drainage, handicapped accessibility, housing rehabilitation, parks and recreation, street and sidewalk improvements, code enforcement, community planning, and historic rehabilitation.	U.S. HUD funds implemented by DCED <a href="http://www.dced.state.pa.us">www.dced.state.pa.us</a> <a href="http://www.hud.gov/">www.hud.gov/</a>
CDBG Section 108	Program offers loan guarantees to municipalities to allow financing of large loans for major physical projects.	Same as CDBG
Community Facilities Loan Program (Federal)	Offers low-interest loans to construct, enlarge, or improve essential community facilities for public use in rural areas and towns with population less than 50,000. Offers guarantees of loans by private lenders.	U.S. Department of Agriculture Rural Housing Service (formerly Farmers Home Administration) <a href="http://www.rurdev.usda.gov/">www.rurdev.usda.gov/</a>
Historic Preservation Tax Credits	Offers Federal income tax credits for a percentage of the qualified capital costs to rehabilitate a certified historic building, provided the exterior is restored. The program is generally limited to income-producing properties.	National Park Service <a href="http://www.nps.gov/">www.nps.gov/</a>
Historic Preservation – Certified Local Government Grants	Provide modest-sized matching grants to provide technical assistance to municipalities that have official historic districts and meet other criteria to be “certified”	Federal program administered by PHMC <a href="http://www.phmc.state.pa.us/">www.phmc.state.pa.us/</a>
Historic Preservation Survey and Planning Grants	Matching grants for historic surveys, historic preservation planning and National Register nominations. Available to municipalities and non-profit organizations. Cannot be used for construction.	PHMC
Growing Greener Acquisition and Development Grant Program – Community Grants	Provides 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. Municipalities, COGs and some authorities are the only eligible applicants.	DCNR Southcentral Regional Office <a href="http://www.dcnr.state.pa.us/">www.dcnr.state.pa.us/</a>
Growing Greener Acquisition Development Grant Program – Rails-to-Trails Grants	Provide for acquisition of abandoned railroad right-of-way and adjacent land, and to develop them for recreational trail use. Open to municipalities and non-profit organizations.	DCNR Southcentral Regional Office <a href="http://www.dcnr.state.pa.us/">www.dcnr.state.pa.us/</a>
Growing Greener Acquisition and Development Grant Program – Rivers Conservation Grants	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, see below). To be eligible for acquisition or development funding the Rivers Conservation Plan must be listed in the Pennsylvania Rivers Registry.	DCNR Southcentral Regional Office <a href="http://www.dcnr.state.pa.us/">www.dcnr.state.pa.us/</a>
Growing Greener Historic Preservation Funds	Provides 50% matching grants to fund analysis, acquisition, or rehabilitation of historic sites. The site must be on the National Register of Historic Places, or officially determined to be eligible for listing. The site must be accessible to the public after funding. The grants can be made to public agencies or non-profit organizations.	PHMC <a href="http://www.phmc.state.pa.us/">www.phmc.state.pa.us/</a>
Growing Greener Land Trust Program	Provides grants to non-profit land trusts, conservancies, and organizations for acquisition and planning of open space and critical natural areas that face imminent loss. 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. Lands must be open to public use and acquisition must be coordinated with the communities or counties in which the property is located. Funds require a 50% match.	DCNR Southcentral Regional Office <a href="http://www.dcnr.state.pa.us/">www.dcnr.state.pa.us/</a>
Growing Greener Planning, Implementation and Technical Assistance (PITA) Program – Community Grants	Provides 50% matching grants to municipalities to fund overall planning for park and recreation master plans for individual parks, acquisition of parkland and nature preserves, countywide natural inventories, and rehabilitation and improvements to public recreation areas. Grants up to \$20,000, without local match, are available for material and design costs in small municipalities.	DCNR Southcentral Regional Office <a href="http://www.dcnr.state.pa.us/">www.dcnr.state.pa.us/</a>
Growing Greener Planning, Implementation, and Technical Assistance (PITA) Program – Rails-to-Trails	Available for feasibility studies, master site plans, acquisition, and improvement of former railroad lines for recreation trails. A 50% local match is required. Open to municipalities, authorities and non-profit organizations.	DCNR Southcentral Regional Office <a href="http://www.dcnr.state.pa.us/">www.dcnr.state.pa.us/</a>

Program	Program Description	Administering Agency/Internet Address
Growing Greener Planning Implementation and Technical Assistance (PITA) program –river Conservation Grants	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. A 50% local match is required.	DCNR Southcentral Regional Office <a href="http://www.dcnr.state.pa.us/">www.dcnr.state.pa.us/</a>
Recreational Trails Program (Symms National Recreational Trails Act)	Grants are available to federal and state agencies, municipal government, organizations, and even private individuals. 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. A 50% local match is required.	DCNR Southcentral Regional Office <a href="http://www.dcnr.state.pa.us/">www.dcnr.state.pa.us/</a>
State Planning Assistance Grant Program (SPAG)	Assists local governments and counties to prepare comprehensive plans, downtown plans, special community development studies, and development regulations. Typically provides 50% of the eligible costs.	DCED <a href="http://www.dced.state.pa.us/">www.dced.state.pa.us/</a>
Stream Improvement Program	Provides design and construction assistance to eliminate imminent threats to flooding and streambank erosion.	DEP Bureau of Waterways Engineering. <a href="http://www.dep.state.pa.us/">www.dep.state.pa.us/</a>
Urban Forestry Grants	Provides grant for tree planting projects. Is also a Federal “America the Beautiful” grant program for tree planting.	DCNR <a href="http://www.dcnr.state.pa.us/">www.dcnr.state.pa.us/</a>
Transportation Funding Sources		
Impact Fees	<p>Acts 203 and 209 of 1990 provide legal justification for the assessment of impact fees. The Township and adjacent municipalities could give some consideration to implementing such a system to supplement state and other local sources; although the initial costs of establishing impact fees will likely prove too expensive for the individual municipalities.</p> <p>The laws authorize the use of impact fees for costs incurred for improvements designated in the municipalities’ transportation capital improvement program attributable to new development, including the acquisition of land and rights of way; engineering, legal and planning costs; and all other costs directly related to road improvements within the service area(s), including debt service.</p> <p>Municipalities are expressly prohibited under the impact fee law from using impact fees for: (1) the construction, acquisition or expansion of municipal facilities that have not been identified in the Township’s Transportation Capital Improvement Program; (2) the repair, operation or maintenance of existing or new capital improvements; (3) the upgrade, update, expansion or replacement of existing capital improvements to serve existing developments to meet stricter safety, efficiency, environmental or regulatory standards that are not attributable to new development; and, (4) the preparation and development of land use assumptions and the Capital Improvements Plan.</p> <p>As a prerequisite to proceeding with plan for an impact fee ordinance, a municipality must have adopted a municipal or County Comprehensive Plan, a subdivision and land development ordinance, and a zoning ordinance. In addition, municipalities must meet a number of specific requirements before adopting an impact fee ordinance, including:</p> <ul style="list-style-type: none"> <li>■ Appoint an impact fee advisory committee</li> <li>■ Develop future land use assumptions</li> <li>■ Conduct a roadway sufficiency analysis</li> <li>■ Develop a Capital Improvements Plan</li> <li>■ Prepare an Impact Fee Ordinance</li> </ul> <p>Official Map – A municipality could prepare an Official Map in accordance with Article IV of the Pennsylvania Municipalities Planning Code as amended. The Official Map would be used to delineate areas for future land acquisition or easements for future roadway and infrastructure needs.</p>	PennDOT District 8 Office <a href="http://www.dot.state.pa.us/">www.dot.state.pa.us/</a>
Highway Transfer or Road Turnback Program	Under this program, PennDOT will bring a road up to current specifications and then dedicate it to the participating municipality. Annual maintenance fees are also included by PennDOT. In most instances, the municipality gets a new roadway and funding for maintenance.	PennDOT District 8 Office <a href="http://www.dop.state.pa.us/">www.dop.state.pa.us/</a>
Local Share of Liquid Fuels Tax	This provides for a permanent allocation of part of the liquid fuels taxes collected by the state for municipalities. Liquid fuels allocations may be used for any road-related activity including maintenance, repair, construction, or reconstruction of public roads or streets. In any given year at least a portion of the money could be used for transportation facility projects.	PennDOT District 8 Office <a href="http://www.dot.state.pa.us/">www.dot.state.pa.us/</a>

Program	Program Description	Administering Agency/Internet Address
SAMI: Safety and Mobility Improvements Program	This program is aimed at improving highway safety and reducing congestion. The source of the funding is the Center for Program Development and Management at PennDOT.	PennDOT District 8 Office <a href="http://www.dot.state.pa.us.gov/">www.dot.state.pa.us.gov/</a>
Transportation Equity Act for the 21 <sup>st</sup> Century (TEA-21)	Provides money for highway, highway safety, transit and other surface transportation programs through Fiscal Year 2003. TEA-21 builds on the initiatives established during Intermodal Surface Transportation Efficiency Act of 1991 (ISTEA). Significant features of TEA-21 are assurance of a guaranteed level of Federal funding for surface transportation; extension of the DBE Program; strengthening of safety programs; and continuation of the program structure established under ISTEA. These elements include: scenic beautification along highways, historic preservation, restoration of historic transportation facilities (such as canals), preservation of rail corridors (particularly for bicycle/walking routes), control and removal of outdoor advertising, archeological research, and mitigation of water pollution due to highway runoff. All projects must have a direct relationship to transportation.	USDOT/FHWA funds administered by PennDOT. Typically prioritized through regional or county transportation planning organizations.
Transportation Partnerships	Under Act 47 of 1985, as amended, it provided for the formation of "partnerships" between municipalities and, in most cases, local developers and business. A formal partnership requires the designation of a transportation development district in which all improvements will take place and in which assessments may be charged.	PennDOT District 8 Office <a href="http://www.dot.state.pa.us.gov/">www.dot.state.pa.us.gov/</a>

Sources: Publications and Internet sites of various agencies, in addition to January 1997 issue of *Pennsylvanian* magazine, 1997 Pennsylvania Planning Association Statewide Conference, URDC (1997) and YSM (2000).

Abbreviations:

- DCED – Pennsylvania Department of Community and Economic Development
- DCNR – Pennsylvania Department of Conservation and Natural Resources
- DEP – Pennsylvania Department of Environmental Protection
- FHAW – Federal Highway Administration
- HUD – U.S. Department of Housing and Urban Development
- NRCS – U.S. Natural Resource Conservation Service
- PennDOT – Pennsylvania Department of Transportation
- PHMC – Pennsylvania Historical and Museum Commission
- USDOT – U.S. Department of Transportation