



# Susquehanna Greenway & Trail Authority Case Study



August 2014



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## EXECUTIVE SUMMARY

Delta conducted extensive research to gain an understanding of the various trail and greenway organizations that currently exist and their basic structure and operations. The following 10 trail ownership structures were researched and profiled:

- York County Rail Trail Authority: York County, Pennsylvania
- LeTort Regional Authority: Carlisle, Pennsylvania
- Southwest Regional Recreation Authority: Norton, Virginia
- Susquehanna Greenway Partnership: Lewisburg, Pennsylvania
- The Delaware & Lehigh National Heritage Corridor: Luzerne, Carbon, Lehigh, Northampton, and Bucks Counties, Pennsylvania
- Schuylkill River Trail Council: Pottstown, Pennsylvania
- Regional Trail Corporation: West Newton, Pennsylvania
- Fairfax County Park Authority: Fairfax, Virginia
- Hudson River Valley Greenway: Albany, New York
- Middletown Township: Lima, Pennsylvania

Although each organization operated somewhat differently, a few basic principles were shared with the majority of these trail operators.

**Maintenance.** Third-party contractors or agreements with local municipalities or trail chapters were used frequently regardless of the organizational structure. Using third-party contractors removes some of the liability from the organizations, saves money with regard to large capital purchases and personnel, and provides workforce adept at maintaining trails and greenways. Many organizations were able to maintain day-to-day maintenance duties; many did not have enough staff to handle large maintenance projects.

**Use of Volunteers.** Regardless of the trail structure that was researched, the organizations utilized volunteer groups as much as possible for day-to-day trail maintenance. Volunteer options often included such activities as engineering, accounting, surveying, construction, carpentry, landscaping, paving, trail maintenance, photography, and clerical work. Volunteers augment the organization's staff in order to save money. It was noted that for the organization utilizing volunteers for trail planning and trail building, a staff member was present throughout the whole process to ensure the trail would align with the goals and objectives of the organization.

**Funding.** All of the organizations relied on donations in some form. Each website provides a link to a donation page. For the organizations that are 501(c)3s, their donors can receive a tax deduction for contributions. There were different forms of donations depending on the organization. Some asked for monetary donations, others had volunteer programs that included adopt-a-trail, planned trail events (5k runs, 10k races, concerts in parks, etc.), membership options, and trail-related fundraising events. However, it should be noted that for many organizations in this case study, donations accounted for less than 5% of their budget. The majority of funding comes from grants and municipal/county-member

contributions. The Trail organizations used in this case study record their revenues differently. The York County Rail Trail Authority's revenue was made up mostly of grants (84%) and donations (6%) accounted for a small portion. The LeTort Regional Authority's revenue comprised mostly grants (57%) and municipal contributions (26%). A large portion of the Regional Trail Corporation's revenue was made up of grants and contributions (79%). The Delaware & Lehigh National Heritage Trail Alliance has a similar breakout of revenue with 67% of the revenue coming from grants and only 1% of the revenue being provided through contributions.

The Susquehanna Greenway Partnership and the proposed Susquehanna Greenway Trail Authority (SGTA) should partner together through a memorandum of understanding (MOU), which would allow the SGTA to receive charitable donations (indirectly).

**Cost-Sharing.** A three-county and a five-county draft budget were prepared. Both budgets are projected out for a five-year period. The maintenance costs are based on an average cost per mile derived from the rails-to-trails northeast regional office. The potential (proposed) Susquehanna Greenway Trail Authority's benefits are as follows:

- The proposed Susquehanna Greenway Trail Authority (SGTA) would have ownership of a majority of the trail systems, removing liability and insurance issues from the County/Municipality to the control of the proposed SGTA.
- Consistent management oversight would be provided to the trail systems in the region through the proposed SGTA. Providing proper routine maintenance helps to limit the cost of long-term projects that occur due to inadequate routine maintenance.
- Susquehanna Greenway Partnership (SGP) has a volunteer stewardship program, and can attract more volunteers to greenway projects. The current list of volunteers exceeds 450 local people.
- Potential equipment-sharing (large and small) can help reduce maintenance costs. The SGTA could acquire equipment that it shares with county members and/or the SGTA can work as a sharing platform to connect sources with need.
- A regional trail organization can leverage more local funding match for state and federal funding than a local trail organization can.
- A regional trail organization can secure significant grant funding from regional foundations and corporations.
- A regional trail organization is inherently capable of adapting to change in county and state leadership and funding philosophy changes.
- Specialized professional inspection and maintenance oversight can help avoid major costly repairs due to neglect or inadequate routine maintenance.

## **TRAIL ORGANIZATION TYPES**

### **MUNICIPAL AUTHORITY**

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#### **OVERVIEW**

The creation of a municipal authority is authorized under the Pennsylvania Municipal Authorities Act (53 Pa. C.S. § 5601). According to the Act, two or more municipalities (county, city, borough, township, school district) who jointly desire to organize an authority must first adopt a resolution or ordinance signifying their intention to do so. The resolution or ordinance cannot be adopted until after a public hearing, with notice of said hearing being given at least 30 days before the hearing. Additional municipalities may join an existing authority by adopting a resolution or ordinance signifying their intention to join; the authority would also be required to adopt a resolution expressing its consent to accept the new municipality. All existing Joint Municipal Authority member counties have to consent to allow a new member county to join.

The Municipal Authorities Act grants power to authorities to take on a broad range of projects. Although a municipal authority is an independent agency, and not an instrument of the governmental bodies creating the authority, their power may be limited by the authorizing resolution or ordinance creating the Authority.

The Act provides that all authorities created through the Municipal Authorities Act shall be a corporation established for the purposes of financing working capital and acquiring, holding, constructing, financing, improving, maintaining and operating, owning or leasing, either in the capacity of lessor or lessee, for a wide range of projects. The charter and organizational documents of each newly established municipal authority would be required to state the authority's mission, purpose, and intent (e.g., parking authority, sewer authority, trail authority).

The following are case studies providing information on the operations of various trail authorities located within the Commonwealth of Pennsylvania.

#### **YORK COUNTY RAIL TRAIL AUTHORITY**

The York County Rail Trail Authority is located in York County, Pennsylvania. It is an all-volunteer, nine-member Authority that was formed in 1990 under the direction of the York County Board of Commissioners. The Authority states that its mission is to enrich York County communities and countryside through the development of a network of public trails. The Authority has two main trails including the Heritage Rail Trail County Park and the Hanover Trolley Trail. It also supports the following municipal projects, the Red Lion Mile (Red Lion Borough) and the Ma & Pa Community Greenway (York Township). Maintenance is provided by the County for the two large trail systems, and the resident municipality for smaller trail systems. When volunteers are utilized, they are managed by the YCRTA. The County provides insurance coverage of the trails.

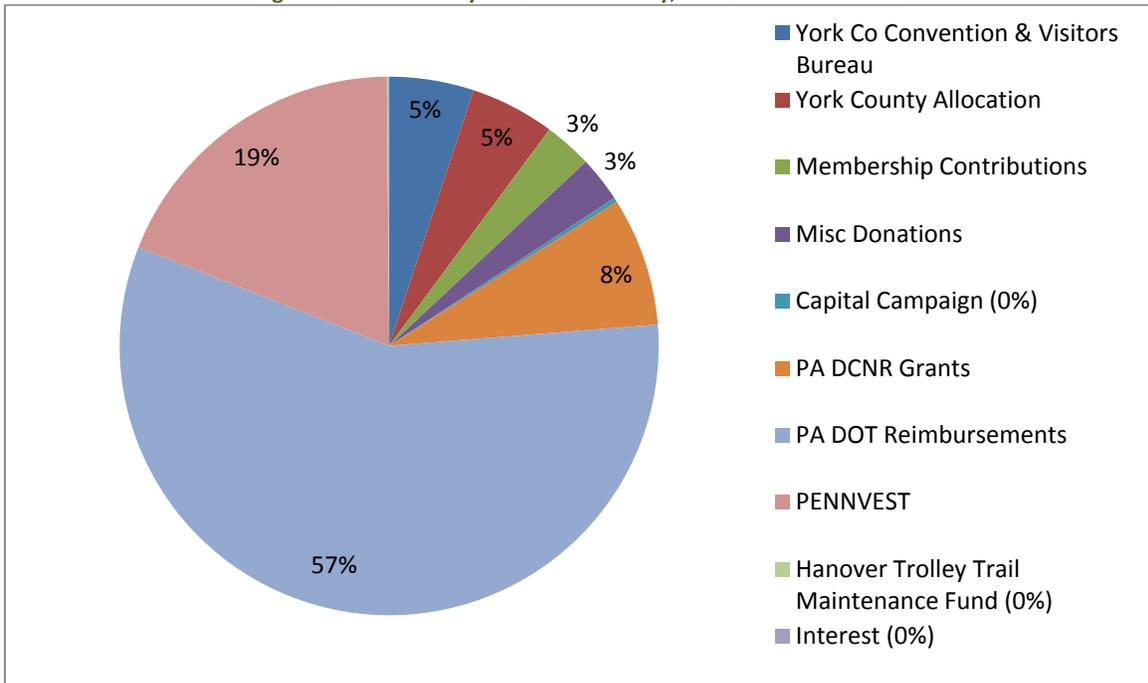
The YCRTA owns the trails, provides the insurance for their trails, and maintenance of the trails, when they are not in contract with a third party to do so.

### Funding

The YCRTA’s revenue is based on donations, contributions by partners, membership contributions, and grants. According to the 2013 YCRTA Annual Report, revenue totaled \$986,536. **Figure 1** shows the breakdown of the sources of revenue. The York County Convention & Visitors Bureau and York County each contributed \$50,000. Membership Contributions accounted for \$28,436 of the 2013 income. There are five different levels of individual membership: (1) student, \$10; (2) individual, \$25; (3) family, \$30; (4) supporter, \$50; and (5) sponsor, \$100. There are also four organizational membership levels: (1) corporate, \$1,000; (2) municipal, \$500; (3) \$250; and (4) organization, \$100. Benefits of a membership include the following:

- A one-year subscription to the YCRTA’s newsletter *Trail News*
- Opportunities to advocate for trails
- Prior notification of trail-related events
- Knowledge that contributors helped support local trail development projects

Figure 1 – York County Rail Trail Authority, 2013 Revenue Sources



Source: <http://www.yorkcountyrailtrails.org/Library/AnnualReports.aspx>

YCRTA expenses are divided into three categories: operating, personnel, and projects. The projects category accounts for the largest percentage, 91%, of the expenses for 2013. Although this category includes a small amount of maintenance, it largely covers the development of new trails with the costs of construction, engineering, inspections, etc. **Table 1** provides a breakdown of the YCRTA’s expenses for 2013.

Table 1 – York County Rail Trail Authority – 2013 Expenses

Category	Amount	Percentage
Operating	\$32,236	3%
Personnel	\$62,223	6%
Projects	\$989,207	91%
<b>Total</b>	<b>\$1,083,666</b>	

Source: <http://www.yorkcountyrails.org/Library/AnnualReports.aspx>

### Maintenance

The YCRTA’s level of involvement in a trail development project varies based upon the project’s needs; service can range from consulting to entire project management. The YCRTA provides technical assistance to municipalities and county and state departments with regard to acquiring, holding, constructing, financing, improving, maintaining, operating, owning, or leasing trail corridors.

The YCRTA’s first trail project was a 21-mile trail completed in August of 1999, known as the Heritage Rail Trail. The YCRTA designed and constructed the trail, and then turned the trail over to the York County Department of Parks and Recreation for upkeep and maintenance.

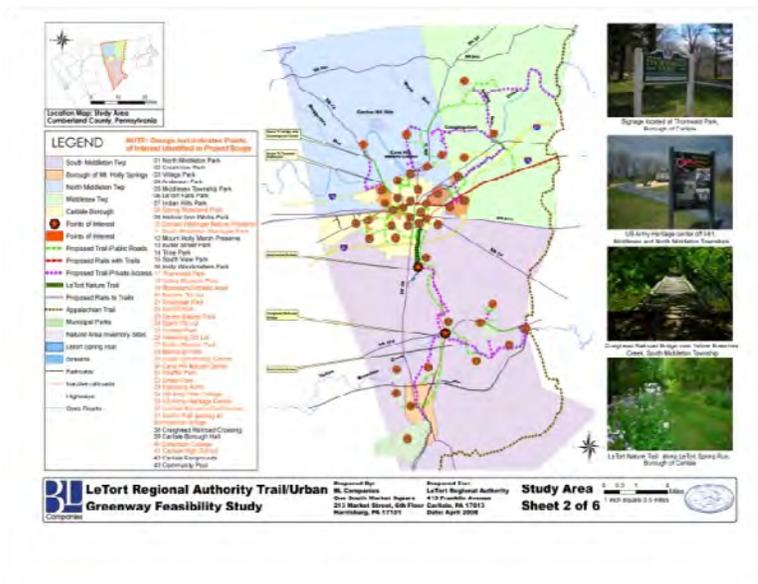
The second trail, Hanover Trolley Trail, was constructed through an agreement between the County and the Electric Company. As part of the agreement, the County maintains and manages the trail.

For all other smaller trail systems in the region, a partnership exists between the Authority and the resident municipality. As each trail is constructed, the YCRTA provides materials (stone, lumber, signs, etc.) and the municipality provides the in-kind labor.

The County provides insurance coverage for all trails. To ensure the trails are properly maintained, the Authority inspects the trails on a bi-monthly basis through the services of volunteers and the YCRTA’s staff members.

### LETORT REGIONAL AUTHORITY

The LeTort Regional Authority (LRA) is based in Carlisle, Pennsylvania. The mission of the LRA is to protect and preserve the LeTort Spring Run and its watershed by promoting flood control and developing access and recreational opportunities within the watershed. Along the creek, the LeTort Nature Trail represents a great opportunity for the authority to provide the residents and visitors of the Carlisle area and Cumberland County with an enjoyable recreational experience as well as a viable transportation alternative.

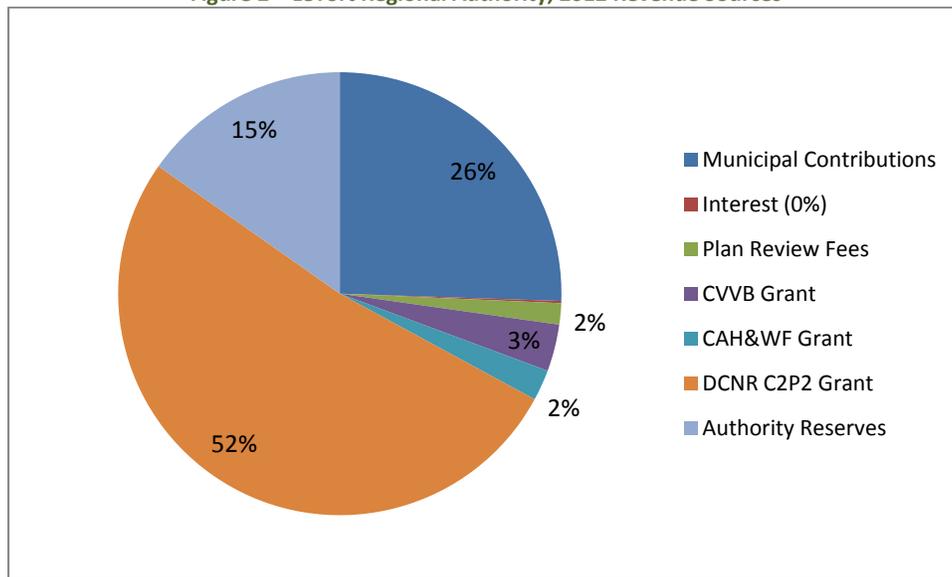


Maintenance is provided by a third party contracted by the LRA. When volunteers are utilized, they are managed by the LRA. The LRA provides insurance coverage of the trails.

**Funding**

The LRA is dependent on municipal contributions, grants, and the reserves for their operating revenue. For the 2012 budget year, the LRA’s operating revenue was \$64,245. The DCNR Community Conservation Partnerships Program (C2P2) grant accounts for more than half (52%) of the LRA’s revenue. The second-largest category is municipal contributions, with 26% of the revenue derived from this source. **Figure 2** shows the breakdown of the revenue sources.

Figure 2 – LeTort Regional Authority, 2012 Revenue Sources



Source: <http://www.letort.org/>

Five municipalities provide annual contributions to the LRA. The percentage of each contribution was originally determined by population. The following is a list of each contributing municipality and its respective percentage contributed to the LRA:

- Borough of Carlisle (26%)
- Cumberland County (8%)
- North Middleton Township (22%)
- South Middleton Township (29%)
- Middlesex Township (15%)

**Table 2** provides a breakdown of the LRA’s 2012 expenses. Project expenses account for 64% of the LRA’s total budget. These costs include trail maintenance, improvements, and actual trail and bridge projects. Administrative Expenses include the executive director and the recording secretary. Operating expenses includes all of the following expenses:

- Supplies
- Printing
- Postage

- ED travel
- Website design and build
- Grant and contract management
- Audit
- Insurance
- Seminars/training and related travel
- Publications, subscriptions, and membership fees
- Public relations/education
- Legal notices and announcements
- Water Quality Monitoring Program (ALLARM)
- LeTort Day

Table 2 – LeTort Regional Authority – 2012 Expenses

Category	Amount	Percentage
Administrative Expenses	\$8,940	14%
Operating Expenses	\$12,255	19%
Legal Expenses	\$2,000	3%
Project Expenses	\$41,050	64%
<i>Trail Maintenance</i>	<i>\$1,000</i>	<i>2%</i>
<i>Trail Improvements</i>	<i>\$34,850</i>	<i>85%</i>
<i>Trail &amp; Bridge Projects</i>	<i>\$5,200</i>	<i>13%</i>
<b>Total</b>	<b>\$64,245</b>	

Source: <http://www.letort.org/>

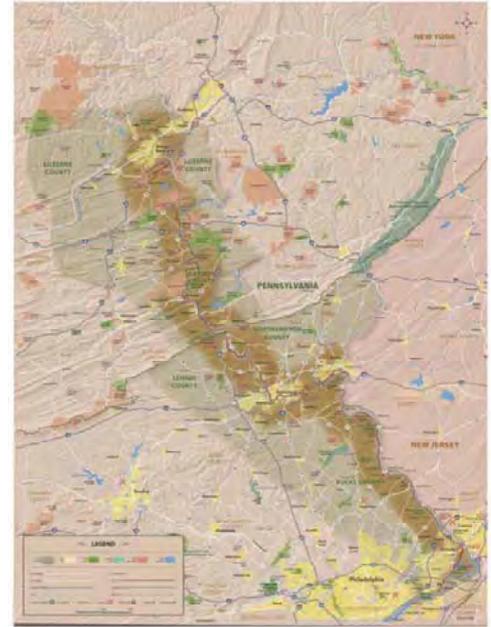
### Maintenance

LRA contracts with a third party that provides the day-to-day maintenance for their trails. This maintenance includes mowing, brush removal, tree trimming, etc. Large-scale projects, such as bridge replacements, are completed by third-party contractors. LRA provides the insurance coverage for the trails; they also provide annual safety inspections to make sure the trails meet safety standards.

### THE DELAWARE & LEHIGH NATIONAL HERITAGE TRAIL ALLIANCE

The Delaware and Lehigh National Heritage Corridor (DLNHC) comprises five counties in Eastern Pennsylvania (Luzerne, Carbon, Lehigh, Northampton, and Bucks). The trail is 165 miles long and follows the canals and railroads that were once utilized by the coal industry.

The Delaware & Lehigh Trail Alliance (Alliance) is a partnership of more than 100 federal, state, municipal, nonprofit, and private stakeholders in the stewardship and promotion of the 165-mile D&L Trail. The Alliance is a joint effort of private groups and interested citizens, county and municipal governments, the Commonwealth of Pennsylvania, and the federal government to conserve cultural and natural resources in the five-county region of Pennsylvania that traverses the historic Delaware and Lehigh Canals.

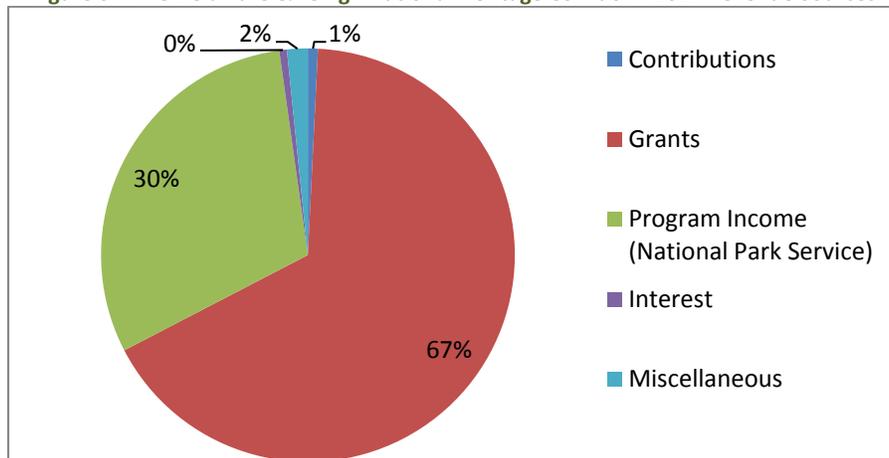


Maintenance is provided by volunteers. The volunteer D&L Trail Patrols report to the Alliance and the Trail Tenders are divided by section.

### Funding

The Alliance operates as a nonprofit, with a large percentage of its revenue (67%) derived from grant funding; another 30% is provided by program income, and the remaining 3% is provided by contributions and miscellaneous revenue. **Figure 4** shows a breakdown of the revenue sources for 2011. The Alliance has an extensive list of members. In 2011, there were six Corporate Members, six Small Business/Nonprofit members, and 68 private members.

Figure 3 – The Delaware & Lehigh National Heritage Corridor – 2011 Revenue Sources



Source: [http://www.delawareandlehigh.org/images/library/50877\\_DLNHC\\_AnnRep.pdf](http://www.delawareandlehigh.org/images/library/50877_DLNHC_AnnRep.pdf)

**Table 3** provides a breakdown of the expenses for the 2011 year. Eighty-four percent of its expenses are directed toward Designated Programs, totaling \$1,500,388. Approximately 15% of the expenses are for administrative costs.

**Table 3 – The Delaware & Lehigh National Heritage Corridor – 2011 Expenses**

Expenses	Amount
Administrative	\$270,431
Designated Programs	\$1,500,388
Amortization & Depreciation Expenses	\$9,748
<b>Total</b>	<b>\$1,780,567</b>

Source: [http://www.delawareandlehigh.org/images/library/50877\\_DLNHC\\_AnnRep.pdf](http://www.delawareandlehigh.org/images/library/50877_DLNHC_AnnRep.pdf)

The Alliance provides grant opportunities to projects that are furthering DLNHC’s mission. The grant applications are available on its website. The Alliance offers three different grants.

1. **Planning Grants:** Eligible planning grant projects include, but are not limited to, master plans, land conservation planning projects, economic assessments, and outdoor exhibit plans for trails linking to the D&L trails. A 25% match is required for this grant.
2. **Implementation Grants:** Examples of eligible projects include, but are not limited to, trail construction, signage, interpretive/educational exhibits and materials, conservation, and preservation along the D&L Trail. A 50% match is required for this grant.
3. **Challenge Grants:** This grant is intended to fund small, focused projects. It is capped at \$1,000 and states that a 50% in-kind match is accepted.

**Maintenance**

The DLNHC utilizes volunteers for day-to-day maintenance of its trails. Volunteers are divided into three main categories:

- **D&L Trail Patrol.** This volunteer group regularly uses the trails and provides information and reports on trail conditions to the DLNHC staff so that they are aware of the status of the trail on a regular basis.
- **D&L Trail Tenders.** This group is divided into five chapters: Hugh Moore Park, Lehigh Valley, Catasauqua/North Catasauqua, Northern Lehigh, and Carbon/Lehigh Gorge. The D&L Trail Tenders maintain and enhance the D&L Trail. They provide these services in Northampton, Lehigh, Carbon, and Luzerne Counties.
- **Boy Scout Service.** Eagle Scouts greatly assist in maintaining and preserving the trail.

### SCHUYLKILL RIVER TRAIL COUNCIL

The Schuylkill River Trail is a multi-use trail in Southeastern Pennsylvania. There are portions of the trail still under construction. When complete the trail will be approximately 130 miles in length. There are six distinct sections of the trail: (1) Philadelphia, (2) Philadelphia City Line to Phoenixville, (3) Phoenixville to Pottstown, (4) Pottstown to Reading, (5) Reading to Hamburg, and (6) Hamburg to Pottsville.

The Schuylkill River Trail was built and is managed by different organizations and municipalities. These groups, and other entities, form the Schuylkill River Trail Council. The following groups make up the Schuylkill River Trail Council:

- Schuylkill River Development Corporation
- Fairmount Park
- East Falls Development Corporation
- Manayunk Development Corporation
- Montgomery County
- Valley Forge National Historical Park
- Chester County
- Schuylkill River Heritage Area
- Berks County Planning Department
- Borough of Hamburg
- Schuylkill County
- PA Dept. of Conservation and Natural Resources



### Funding and Maintenance

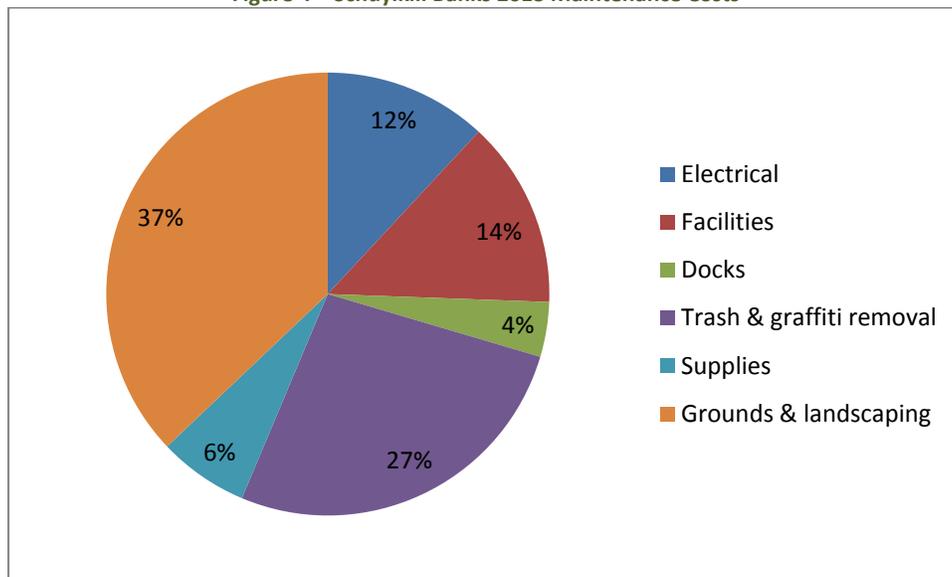
The managers of every section of the Schuylkill River Trail rely heavily on the efforts of volunteers to help maintain the trail and improve the experience of all those who use it. A wide range of volunteer opportunities exist based on commitment, experience required, and physical capabilities, so there is bound to be something to suit everyone. The trail is maintained in sections, by different organizations. The following list provides the four different organizations that construct and maintain the portions of the trail:

- Currently, six miles of the Schuylkill River Trail are located in Chester County. There are plans to extend the trail in the County border. The Chester County commissioners were awarded \$594,000 in Phase IV Streetscape Improvements to assist in this project.
- The Schuylkill River Development Corporation maintains the trail from the Fairmount Water Works to Locust Street, which is also known as “Schuylkill Banks.” They are a 501(c)3, and donations are a significant part of their operating budget.

- Montgomery County has constructed and currently owns and maintains approximately 18 miles of the Trail that runs from the county line in Philadelphia to Mont Clare. This portion of the trail passes through the Valley Forge National Historical Park.
- In Berks County and Schuylkill County, the trail is constructed and managed by the Schuylkill River Greenway Association. There are 28 miles of trail in this region. The Schuylkill River Greenway Association is the nonprofit entity for the Schuylkill River Heritage Area.

The Schuylkill Banks provided a graphic that shows the 2013 maintenance costs for that portion of the trail. It cost approximately \$66,000 a year to keep the Schuylkill Banks clean and safe during 2013. Grounds and landscaping is 37% of the total maintenance costs. **Figure 4** shows a breakdown of the maintenance costs for the Schuylkill Banks portion of the trail network.

Figure 4 – Schuylkill Banks 2013 Maintenance Costs



Source: <https://www.schuylkillbanks.org/get-involved/donate-now>

### REGIONAL TRAIL CORPORATION

The Regional Trail Corporation is located in Westmoreland County, Pennsylvania. The Regional Trail Corporation is a nonprofit partnership whose mission is to acquire, develop, and manage appropriate trail corridors in Southwestern Pennsylvania and to create and promote opportunities for recreation, tourism, economic development, and historic and environment conservation. The following chapters make up the RTC:

- Coal and Coke Trail Chapter
- Five Star Trail Chapter

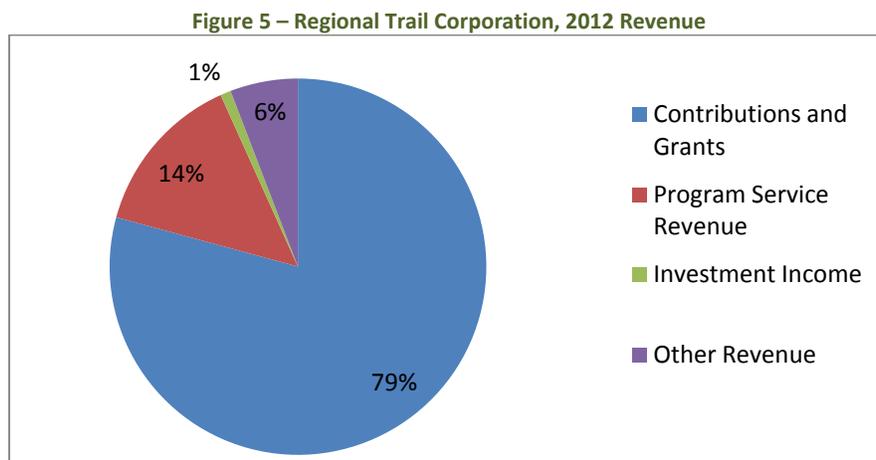


- McKeesport Trail Commission
- Mon/Yough Trail Council
- Steel Valley Trail Council
- Westmoreland Heritage Trail Chapter
- Westmoreland Yough Trail Chapter
- Whitsett-Fayette Yough Trail Chapter
- Yough River Trail Council

The nine chapters maintain the trails, monitor trail use and volunteers, and promote use of the portion of the trails that are within their boundaries. The RTC will assist as needed.

### Funding

The Regional Trail Corporation depends heavily on grants and contributions for their revenue. Grants and contributions accounted for 79% of the Regional Trail Corporation’s revenue for 2012. The grants and contributions category of revenue is further divided into three sub-categories, which are membership dues (accounting for 1% of the main category), government grants (accounting for 11% of the main category), and other contributions (accounting for 88% of the main category). **Figure 5** shows a breakdown of the revenue for 2012.



Source: 990 Foundation Center (<http://foundationcenter.org/findfunders/990finder/>)

### Maintenance

The nine chapters maintain, monitor, and promote the portion of the trails that are within their boundaries. However, there is assistance provided by the RTC if needed. The Trail Group Assistance Fund of The Regional Trail Corporation is a fund of \$10,000 a year that has been established by the RTC to assist member trail groups. In the event of unforeseen emergency repairs to trails or equipment that cannot be paid for by the trail chapters alone, these funds are available through an application process. Examples of eligible expenses include, but are not limited to, washouts, drainage issues along a trail, equipment failures, fencing needs, etc.

The Chapters are volunteer organizations that rely heavily on donations and volunteers to complete trail maintenance. All Chapters have brochures that provide more information on the individual trail, or

portion of trail, that they maintain and manage. The brochures provide a tear-off section that individuals can mail to the Chapter to sign up for memberships and volunteer work.

The Chapters offer varying levels of membership. Some offer five membership options (individual member, family, small business, lifetime membership, and corporate) ranging from \$15 to \$250, and a voluntary contribution. Other Chapters offer slightly different membership options and provide the choice of six membership levels (individual, ten-year individual, life individual, family, ten-year family, and life family) ranging from \$20 to \$300.

Different Chapters offer different volunteer options. Some have three different options—trail mentor, trail maintenance, or trail events—as volunteering options. Other volunteering options are structured to offer trail monitoring, trail maintenance, PR/membership/trail events, and funding/finance as options for people looking to assist their local trail chapters.

### COUNTY RECREATION AUTHORITIES

County Recreation Authorities, established by individual counties, own, operate, and maintain the portion of the trail within each respective county. As each authority is a separate entity, a cooperation agreement is required to fund and maintain a trail traversing through each individual County. For funding, the jurisdiction is generally defined as the county, not the full trail, and the individual authorities are dependent on funding from the county commissioners. The individual authorities are able to levy fees for services and user fees for trails and facilities owned by each authority. Because of the length of the trails that are being proposed by the Susquehanna Greenway Partnership, this option for ownership and maintenance would not be one of the top recommendations.

#### FAIRFAX COUNTY PARK AUTHORITY

The Fairfax County Park Authority is located in the County of Fairfax in Virginia. The Fairfax County Park Authority manages more than 22,000 acres of land, which includes more than 200 miles of trails. The trails are mixed-use and shared by bike riders, walkers, joggers, and horseback riders. There is a Countywide Trail Plan that was developed as part of the County’s Comprehensive Plan.

The Park Authority maintains and operates most of the stream valley trails throughout the County, some of which are significant. When volunteers are utilized, the Park Authority manages them. The County provides insurance for the trails.

#### Funding

Trails on Park Authority land can be constructed by the Park Authority, developers that are required to build trails as required in plans, and volunteer groups. The portions of the trail the Park Authority constructs are paid for through variety of funding sources:



- **Bond Referendum:** The County presents a bond referendum for park acquisition and improvement to the citizens, who then approve or deny by majority vote. (See Attachment 1 for more information on Pennsylvania County Bond Referendum)
- **Grant Support:** These are generally used to supplement bond funds. Most of the trail grant programs that are used are from reimbursable sources.
- **Donations:** These are donations made by volunteer groups or by users of the trail, made to the Park Authority for trail construction.
- **Proffers:** During a rezoning process, proffers are received from individual developers to provide amenities near the new development. The proffers may be in the form of improvements, cash, or actual construction. Proffering is not legal in Pennsylvania.

### Maintenance

In 1998, the Park Authority adopted maintenance standards for all aspects of park maintenance; this includes the trails that fall under the Park Authority's jurisdiction. The maintenance standards itemize routine trail tasks that are all directed at extending the life expectancy of the trails and minimizing the repair and renovation costs. The routine trail tasks include trail inspections, mowing, tree and brush pruning, leaf and debris removal, snow and ice removal, cleaning and replacement of culverts, maintenance of water crossings, and repairs to signs and other amenities. The Park Authority tracks all maintenance records on a Maintenance Management System. This system is also used to generate work orders, and it provides a single location for managers to track hours, costs, and resources used to perform maintenance tasks.

A trail inventory is maintained for all recognized trails within the County borders. This inventory is used to develop maps, identify budget needs, and plan trail maintenance. The inventory includes the following information:

- Location
- Class of trail
- Overall length of trail. If it has multiple surface types, include the lengths and width of each surface type
- Type, size, and location of all culverts and stream crossings. Note if the crossings will support a maintenance vehicle
- Location and type of major signs
- Location and type of other amenities, such as kiosks, benches, etc.
- Entry points for maintenance and emergency vehicles

The Park Authority works extensively with volunteer groups that want work to pick up trash and improve the trail system. The Park Authority manages the volunteers. The volunteer groups vary and include scouting groups, clubs, special interest groups, private companies, and individuals. When volunteers are working on specific trail projects, the Park Authority is involved with the full process (planning to completion) to ensure that the scope of the project, timing, and responsibilities align with the Authority's goals.

The Fairfax County Park Authority utilizes a trail maintenance standards document. There is maintenance standards listed for asphalt trails, concrete trails, gravel trails, natural trails, and wood chip trails. For each type of trail, it lists the maintenance tasks that need to be completed, how frequently the tasks need to be completed, along with staff hours, materials, method, and capital equipment needed.

### HUDSON RIVER VALLEY GREENWAY

The Hudson River Valley Greenway (HRVG) is located in the state of New York. HRVG’s mission is to continue to advance the state’s commitment to the preservation, enhancement, and development of the world-renowned scenic, natural, historic, cultural, and recreational resources of the Hudson River Valley while continuing to emphasize economic development activities and remaining consistent with the tradition of municipal home rule.

The Hudson River Valley Greenway Act of 1991 (the “Greenway Act”) created a process for voluntary regional cooperation among 264 communities within 13 counties that border the Hudson River. The Greenway Act created two organizations, within the executive department, to facilitate the Greenway process: the Hudson River Valley Greenway Communities Council and the Greenway Conservancy for the Hudson River Valley, Inc.

The Hudson River Valley Greenway includes 743.62 miles of trail, comprising different trail types:

- Riverside Trails: 269.35 miles
- Countryside Corridors/Connector Trails: 71.66 miles
- NYS Bike Route 9: 147 miles
- Land Trail: 487.62 miles
- Hudson River Water Trail: 256 miles

### Funding

The Hudson River Valley Greenway offers three grant options requiring a 50% match.

- **Hudson Valley Greenway Conservancy Grants Program:** This grant program is dedicated to funding recreational trail projects and eligible project categories including trail planning and design, trail construction and rehabilitation, and trail education and interpretation.
- **Greenway Communities Grant Program:** This grant program provides financial assistance, ranging from \$5,000 to \$10,000, to designated “Greenway Communities” within the region. Eligible projects include, but are not limited to, community planning, economic development, natural resource protection, cultural resource protection, scenic resource protection, and open space protection.



- **Greenway Compact Grant Program:** The grant program provides funding for municipalities that develop, approve, and implement a regional compact strategy that is consistent with the Greenway criteria and act.

**Maintenance and Management**

The size and diversity of the Heritage Area makes planning, management, and programming a regional approach a challenge. The Greenway has initiated partnerships that maintain voluntary local control of parts of the greenway and they work on developing projects and addressing local concerns. The Hudson River Valley Greenway developed a Management Plan whereby management entities are required to develop their own management plan that covers recommendations for funding, management, and development of their covered portion of the greenway. The Plan should include existing and potential sources of funding to protect, manage, and develop the Heritage Area. Individual management entities own the trail systems and provide maintenance oversight, volunteer oversight (where used), and insurance to their own trail system as recommended by the Hudson River Valley Greenway.

**MUNICIPALITY OWNED/OPERATED**

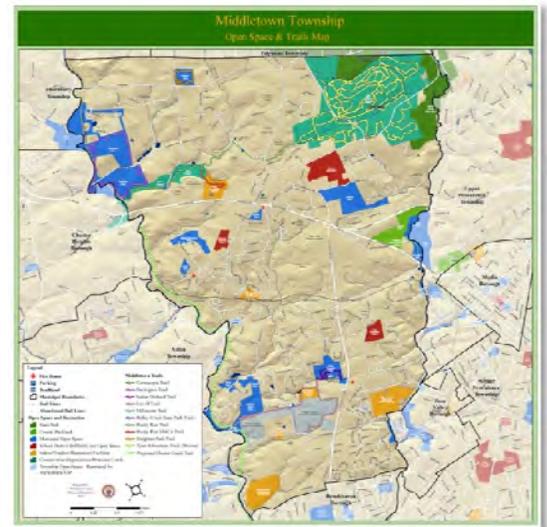
**MIDDLETOWN TOWNSHIP, DELAWARE COUNTY**

In 1986 the Township Council initiated Project 300—an open-space preservation program. The residents felt the preservation of significant portions of open space would play a key role in retaining and protecting the character and quality of life in the Township.

The Township acquired 157 acres from the Linvill family, 170 acres from the Darlington Estate, and land from the former Indian Orchard Girl Scout Camp. Middletown Township has one of the largest municipally owned open-space systems in the Greater Philadelphia area.

The following trails and parks are located in the Township, and are under the control of the Middletown Township Parks and Recreation Department:

- Cornucopia Trail
- Darlington Trail
- Indian Orchard Trail
- Linvill Trail
- Millennium Trail at Memorial Park
- Rocky Run Trail
- Trail Future Plans
- Tyler Arboretum



### Funding

The trails and open space in the Township are under the control of the Township’s Parks and Recreation Department. In 2013, the Township spent \$268,450 on “culture and recreation.” The Township spent \$134,949 on parks and the recreation contribution. **Table 4** shows a breakdown of the culture and recreation expenditures for 2012.

**Table 4 – Culture/Recreation 2012 Expenditure Summary**

Culture/Recreation Expenditures	Amount
Recreation Contribution	\$124,187
Parks	\$10,762
Library	\$133,501
<b>Total</b>	<b>\$268,450.00</b>

Source: <http://www.middleowntownship.org/>

### Maintenance

Maintenance is performed by the Public Works department. The municipality owns the trails, maintains the trails, and provides insurance coverage.

## THE PINE CREEK RAIL TRAIL

The Pine Creek Rail Trail is a collaboration of PA DCNR and the local area townships and counties to convert the old railroad right of way to biking and walking trails. The trail is about 62 miles long and runs from Jersey Shore to Stokesdale. The trail goes through the Pennsylvania Grand Canyon and the state forestlands in Tioga and Tiadaghton.



### Funding

DCNR has helped fund the portion that it maintains. DCNR and its partners have added many miles and numerous amenities to the rail trail. With the support of the Keystone Recreation, Park & Conservation Fund, DCNR has rehabilitated bridges. In addition, the Keystone Fund has enabled DCNR to add parking lots and public restrooms that offer modern conveniences to this rustic path. In a *PA Environmental Digest*<sup>1</sup> article, it states that DCNR has invested about \$7.5 million in the Pine Creek Rail Trail, including \$1.4 million in Phase IV. Most of the funding came through federal transportation enhancements administered by PennDOT.

According to the Keystone Fund, Recreation, Park & Conservation, the Pine Creek Rail Trail is used annually by approximately 125,000 outdoor enthusiasts who contribute \$3–\$5 million annually to the rural economy.

<sup>1</sup> PA Environment Digest, *An Update on Environmental Issues in Pennsylvania*. <http://www.paenvironmentdigest.com/newsletter/default.asp?NewsletterArticleID=7591&SubjectID=>, 2014

### Maintenance

The southern portion of the Pine Creek Rail Trail is maintained by the Tiadaghton State Forest. The District Manager states that one of the challenges faced for trail maintenance is that trail users expect always-clean conditions. In a 2006 survey, when trail users were asked if they would be willing to pay a voluntary fee to help maintain the trail, approximately 59% said yes.

## MULTI-COUNTY AUTHORITY AND NONPROFITS

### SOUTHWEST REGIONAL RECREATION AUTHORITY

The Southwest Regional Recreation Authority (SRRA) is based in Norton, Virginia, and was created by the Virginia General Assembly in 2008. They have been provided with the public powers of the State. SRRA’s mandate is to establish and maintain a system of trails and facilities for the jurisdictions within the LENOWISCO and Cumberland Plateau PDCs, encompassing the Counties of Tazewell, Buchanan, Russell, Dickenson, Wise, Scott, and Lee, and the City of Norton.

SRRA owns the trails, provides maintenance coverage (through a contract with a third party), and provides insurance coverage.

### Funding

SRRA is a relatively new public entity and had developed a plan to generate revenue through permits (ATV and horses), merchandise sales, sponsored events, industry sponsorship, advertisements, local government, and the private sector. Figure 6 details the SRRA’s plan to provide funding for a Trail system. As shown, permit fees are anticipated to increase each year, and will account for a large percentage of SRRA’s operating budget.

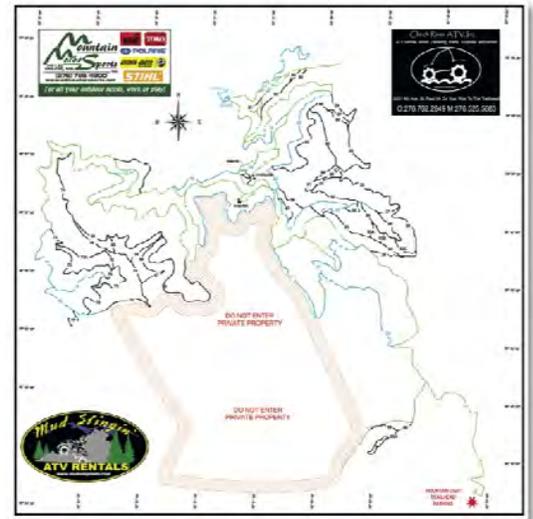
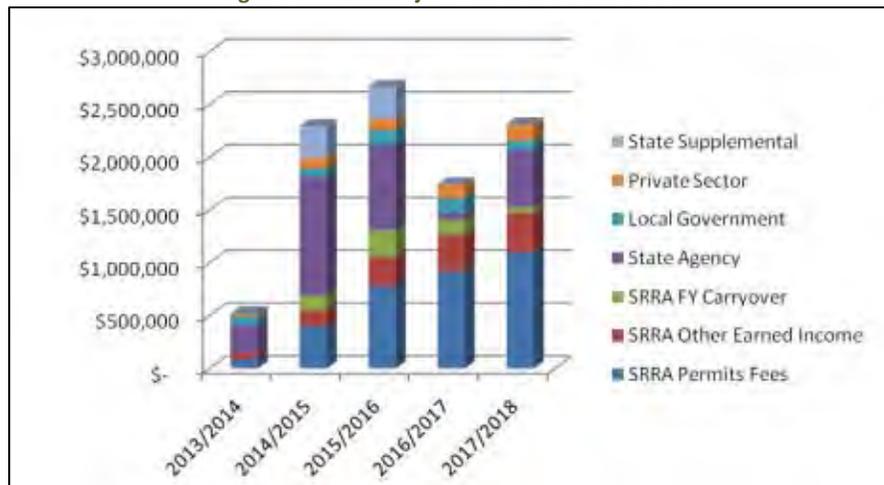


Figure 6 – SRRA Projected Revenue Generation



Source: SRRA Spearhead Trails Implementation plan

### Maintenance and Management

SRRRA focuses on trails to be used by ATVs. For the hiking and biking trails in the region, Spearhead Trail Blazers, Lonesome Pine Cycling, or other special interest groups work to develop and maintain the hiking and biking trails. In order to minimize the cost of equipment and personnel, all maintenance for the trails and trailheads is performed by local private contractors. Minor maintenance on the trails is performed by SRRRA’s staff. SRRRA has employed a Field Operations Supervisor who oversees maintenance issues; his duties include (but are not limited to):

- Inspecting the trails and trailheads relative to maintenance, repair, and security needs
- Identifying maintenance items to be performed in-house and those by SRRRA’s maintenance contractor
- Procuring maintenance materials and equipment for SRRRA forces
- Scheduling all in-house and out-of-house maintenance
- Reviewing and approving outside contractor requests for payment
- Assuring all maintenance is performed properly
- Supervising and coordinating the work of the field technicians

### SUSQUEHANNA GREENWAY PARTNERSHIP

The Susquehanna Greenway Partnership (SGP) is a 501(c)3 non-profit organization that works with the public and private sectors to advance its vision: *The Susquehanna Greenway with its connected walking, biking, and water trails, unique river towns, and conserved land improves the quality of life for the people who live near it, enhances the economic vitality of the communities that foster it, and preserves the natural resources of the Susquehanna River itself. The Greenway helps to protect our water quality, encourages healthy lifestyles, and inspires stewardship and civic pride in places where people love to live, work, play, and visit.*

It is made up of a 13-member board with representatives from the West Branch Region, Middle Susquehanna Region, and Lower Susquehanna Region. The purposes of the Susquehanna Greenway Partnership are:

- To assist individuals, governments, businesses, and community organizations and institutions with the establishment of local and regional policies, programs, and projects that contribute to fulfillment of the Susquehanna Greenway vision and enable the implementation of Susquehanna Greenway development strategies.
- To stimulate community involvement and public-private action in environmental conservation, community revitalization, economic development, recreation, education, and public health endeavors linked to the development of the Susquehanna Greenway and its continuing use and enjoyment by future generations.



- To provide a non-partisan framework for coordinating Susquehanna Greenway advocacy, planning, design, funding, development, and management within the Commonwealth of Pennsylvania and the larger Susquehanna River watershed.
- To foster community pride and stewardship, build regional alliances, and establish global awareness related to the Susquehanna River and its connected landscapes and communities.
- To organize, sponsor, and coordinate activities and events that promote the Susquehanna Greenway as a special place and experience of unique importance and to facilitate public use and enjoyment of Greenway-connected places, facilities, and enterprises.

The Susquehanna Greenways Partnership provides the following technical assistances: community organizing, asset mapping, conducting river town assessments, defining community vision and goals, developing action plans for projects, conceptual design of greenway-related projects, identifying partners for implementation, and promoting river towns. Greenway projects that the SGP has been involved in include:

- North Branch Canal Trail
- Susquehanna River Walk in Lycoming County
- River access projects at multiple locations
- Securing National Recreation Trail designation for the water trails of the Susquehanna

The SGP conducts workshops annually to bring local project partners together with funding agencies. It has acted as a convener of MPOs, RPOs, PennDOT, DCNR, and others to work on interconnecting the trail system along the Susquehanna. The SGP encompasses more than 22 counties; a relationship with these counties has already been established. Engaging these counties to develop a Trail plan would not be difficult due to the existing relationship. The SGP has the mechanism in place for connecting with local trail project sponsors.

SGP has developed design guidelines for Susquehanna Greenway interpretive, trail, river access and river town signage, and promotes the trails and river towns of the Susquehanna Greenway.

### **Funding**

The SGP has approximately 300 members and more than 450 people have signed up with SGP to volunteer. As a 501(c)3 nonprofit organization, SGP is able to secure funding from federal, state, and foundation programs, as well as individuals and corporations that are eligible to receive tax deductions for donations made to the SGP. There are currently seven different membership options ranging from \$35 to \$1,000.

## ADVANTAGES AND DISADVANTAGES OF TRAIL OWNERSHIP STRUCTURES

The four main trail ownership structures—regional authority, municipal owner, SGP, and county recreation authority—were further researched. A comparative list of advantages and disadvantages for each of the trail ownership structures was compiled. The following matrix represents the advantages and disadvantages of each ownership structure.

Trail Ownership Structure	Advantages	Disadvantages
<b>Regional Authority</b>	<ol style="list-style-type: none"> <li>1. Ability to provide larger match contributions on grant applications due to area covered and the number of entities involved in the project</li> <li>2. Able to leverage funds across the entire trail network</li> <li>3. Has one objective to build/maintain trail network</li> <li>4. Uniform design and maintenance standards for the entire trail</li> <li>5. Eminent domain an available tool for trail development</li> <li>6. Greater liability protection</li> </ol>	<ol style="list-style-type: none"> <li>1. Local municipalities may not want to give up trail construction and maintenance control to an authority Changes in the Pennsylvania eminent domain law in 2006 have limited the taking of agricultural land. Eminent domain is a tool that should be considered as a last resort for trail development.</li> <li>2. The 2010 Pennsylvania code Title 26, has limited eminent domain powers for public use.</li> </ol>
<b>Municipal Owned</b>	<ol style="list-style-type: none"> <li>1. Organized staff may be in place</li> <li>2. State and federal grants eligibility</li> <li>3. Administrative and financial management capability exists</li> </ol>	<ol style="list-style-type: none"> <li>1. For a multi-municipal trail there may be multiple goals/objectives based on the individual municipalities priorities</li> <li>2. Jurisdiction is the individual municipality, not the entire trail</li> <li>3. The municipality may not make trail development a priority, which can result in a lack of uniform design and maintenance standards and trail gaps.</li> <li>4. Municipalities vary in resource capabilities</li> </ol>

Trail Ownership Structure	Advantages	Disadvantages
<p><b>Susquehanna Greenway Partnership, as 501(c)3</b></p>	<ol style="list-style-type: none"> <li>1. Eligible to apply for state and federal grants</li> <li>2. Already has a 22-county geographic reach</li> <li>3. Is a 501(c)3, so it can receive tax deductible donations</li> <li>4. Is an eligible applicant for federal, state, and foundation grants</li> <li>5. Trails are directly pertinent to the Mission</li> <li>6. Ability to develop uniform design standards</li> </ol>	<ol style="list-style-type: none"> <li>1. Ongoing challenges to maintain administrative funding costs</li> <li>2. Challenges in defining role with local trail development entities in order to retain local volunteer trail organization, local trail identity, and capture advantages of the regional trail authority</li> </ol>
<p><b>County Recreation Authorities</b></p>	<ol style="list-style-type: none"> <li>1. Has the ability to leverage fees for trail development</li> <li>2. Eligible to apply for state and federal grants</li> </ol>	<ol style="list-style-type: none"> <li>1. Organized by individual counties, provides issues for multi-county trails</li> <li>2. Jurisdiction is the individual county, not the entire trail</li> <li>3. For a multi-county trail there are multiple goals/objectives based on the individual counties priorities</li> <li>4. Dependent on funding from the counties</li> <li>5. Priorities may vary from county to county</li> </ol>

## TRAIL MAINTENANCE

Trail maintenance does not have to be completed by the same organization that owns and manages the trail system. Maintenance and operation costs average about \$1,500 per mile per year; however, utilizing volunteers can help keep the maintenance costs lower. Four main maintenance options were reviewed and they are listed below.

- **Authority or Commission Performs All Maintenance:** The organization that owns the trail is in charge of maintenance and uses its own staff and resources. This requires a large, dedicated staff and financial investment to acquire or rent equipment needed for the trails. The organization is liable for the trail workers. One advantage to using staff versus a third-party committee is in having oversight of employees and the final work product.
- **Third-Party Contractors:** The organization would contract out with a third party to handle all maintenance. The third-party contractor would provide the properly trained staff and the equipment needed. A definitive contract must be utilized to ensure that the trail is maintained to meet the goals and objectives of the organization. This, of course, would not relieve the organization of routinely checking the full length of the trail to ensure that the trail is being maintained to the proper standards identified within the contract.
- **Volunteers:** Almost all of the organizations that were researched utilized volunteers for some aspect of trail planning, constructing, and maintaining. While volunteers cannot be utilized completely, they are a great way to augment staff to assist with maintaining trails, and they save on expenses. One method of attracting volunteers for trail maintenance is the “adopt a trail” concept, which allows residents, businesses, schools, and organizations to adopt a portion of the trail and maintain the portion they adopt. The volunteer groups comprise scouts, community groups, and persons sentenced to community service.
- **Organization Has Agreement with Local Municipalities:** For large multi-municipal trails, this option allows the local municipality to maintain its own portion of the trail. Some organizations do provide the municipality with the materials needed (gravel, signage, etc.) but the municipality is in charge of providing the labor to complete the services.
- **Authority as owner, providing oversight, inventory, and trail tender support:** Authority provides maintenance oversight for trail tenders, ensuring there are adequate trail tenders and work is being completed to set standards. The Authority would keep inventory of the facilities and trails to make sure routine maintenance is completed. Trail tenders are volunteers (may include Boy Scouts, trail clubs, 4H clubs, etc.) that are aware of duties needed and are able to provide required maintenance support.

In 2005, The Rails-to-Trails Conservancy Northeast Regional Office developed a Rail-Trail Maintenance & Operation report, based on data from surveying 100 trails organizations in 14 different states. Of the 100 trails surveyed, **Table 5** shows the average maintenance and operating costs for asphalt and non-asphalt trails. It is difficult to get an estimate that will hold true for all trail organizations. For example, one of the trail organizations that was used for this study was the Baltimore and Annapolis Trail in Maryland (M&O, cost of \$800,000), which has superb amenities, programming, and patrols. Not all trails had (or required) that level of maintenance. On the other end of the spectrum, the Struble Trail M&O cost was under \$20,000, but did not include donations or patrols. There was a variance in how different trail organizations recorded their M&O costs.

The annual M&O cost for government-managed trails averaged about \$2,000 per mile, which was slightly higher than the overall average of \$1,500 per mile. Trails relying on volunteers averaged about \$700 per mile. Since the proposed SGTA would rely heavily on volunteers, and since the operating cost of the executive director was listed out separately in the budget scenarios; the maintenance number was reduced to \$500 per mile.

Table 5 – Asphalt/Non-Asphalt Trail Comparison

Item	Overall	Asphalt	Non-Asphalt
Number of Trails Reporting Financials	39	18	19
Average Annual M&O Cost	\$24,239	\$19,584	\$25,237
Average Length (miles)	23	20	24
M&O Cost per Mile	N/A	\$1,458	\$1,478
Average Years Open	12	15	11
Average Annual Users	136,986	139,304	129,492
Re-grade/Re-surface Frequency	N/A	17	9

Source: Rail-Trail Maintenance & Operation: Ensuring the Future of Your Trail – A Survey of 100 Rail-Trails

## POTENTIAL COST-SHARING OPTIONS

Who performs the maintenance and who pays for the maintenance are not always the same organization. Volunteers are a great way to keep costs low; however, they cannot complete all tasks necessary to maintain a trail, and they may not have all the necessary tools to do so. For multi-county trail networks, contributions from the counties the trail traverses may be necessary to ensure there is enough financial backing to complete proper trail maintenance. County contributions can be divided equally, based on county population, number of trail miles within the county borders, or a combination of the options. Maintenance is a reoccurring cost and different cost-sharing options should be reviewed to find the best option of the organization.

- **Volunteers:** Volunteer groups can be used as much as possible for day-to-day trail maintenance. Some organizations even utilize volunteers for planning, design, and development of trails. For the organization that utilized volunteers for trail planning and trail building, a staff member was present through the entire process to ensure that the trail design would be consistent across the various organizations. Volunteer options often included such activities as engineering, accounting, surveying, construction, carpentry, landscaping, trail maintenance, photography, and clerical work. Volunteers provide augmentation to the organization's staff, thus saving it money.
- **In-Kind Services:** For multi-municipal trails, one method of cost-sharing is in the way of in-kind labor from each participating municipality. The authority or commission provides the materials or the small equipment, and the municipality provides the labor as in-kind services. The authority or commission saves personnel costs when entering into these types of agreements. This structure was also used where local trail chapters handle the maintenance on a portion of the overall trail. Pennsylvania has recognized the value of in-kind, municipal, and volunteer labor as an eligible match for trail construction projects. Furthermore, volunteer construction labor can be credited at appropriate state prevailing wage rates.
- **Cost-Sharing for Multi-County Trail Projects:** For multi-county trails, the members of the trail authority or commission should be representatives of the counties that are home to each of the trails. If the municipalities are contributing money to the trail, they need to have a voice and/or vote to ensure that they are aware of the projects and mission.
  - **Population:** Each county's cost-share is based upon its population. The county's share is equal to its percentage of the total population of the participating county. The justification for this method is greater county population equates to greater use of the trail. This of course may not be true, and may not represent the best and equitable option for assessing contributions by each county.
  - **Trail Length:** The county pays for the percentage of trail length that lies within its boundaries. The county contribution better aligns with the cost of trail maintenance within its borders. A smaller percentage of trails mean a smaller contribution; a larger percentage of trail means larger contribution.
  - **Equal Shares:** In an equal share method of cost-sharing, each county would be required to pay the same amount. This formula can work when the participating counties are

about the same size and benefit on an equitable basis from the joint program. The agency's budget is determined and split among the partners. To ensure this method is fair for all parties, the authority and member counties would need to determine the basis for determining contribution.

## POTENTIAL SOURCES AND USES

The following table provides potential sources of funding. Some of the funding opportunities fund actual construction, while some will cover planning, design, or staff. The circuit rider grant covers operational services; however, a majority of the grants and loans are not for operational services. Local foundations and businesses are also potential sources of funding for operational services.

Funding Source	Summary	Uses	Requirements/Terms
Pennsylvania Department of Transportation (PennDOT) Transportation Alternatives Program (TAP)	The TAP provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program projects; safe routes to school projects; and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.	One of the eligible activities under the TAP program is the Recreational Trails Program (RTP): <ul style="list-style-type: none"> <li>• The RTP provides funds to the States to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses. The RTP is an assistance program of the Department of Transportation's FHWA.</li> <li>• Federal transportation funds benefit recreation including hiking, bicycling, in-line skating, equestrian use, cross-country skiing, snowmobiling, off-road motorcycling, all-terrain vehicle riding, four-wheel driving, or using other off-road motorized vehicles.</li> </ul>	Each State's TAP funding is determined by dividing the national total among the States based on each State's proportionate share of FY 2009 Transportation Enhancements funding. Within each State, the amount for TAP is set aside proportionately from the State's NHPP, Surface Transportation Program (STP), Highway Safety Improvement Program (HSIP), Congestion Mitigation and Air Quality Improvement Program (CMAQ), and Metropolitan Planning apportionments.
PA Department of Community and Economic Development (DCED) Greenways, Trails and Recreation Program (GTRP)	Act 13 of 2012 establishes the Marcellus Legacy Fund and allocates funds to the Commonwealth Financing Authority (the "Authority") for planning, acquisition, development, rehabilitation and repair of greenways, recreational trails, open space, parks and beautification projects using the Greenways, Trails and Recreation Program	Projects, which involve development, rehabilitation and improvements to public parks, recreation areas, greenways, trails and river conservation. Eligible Applicants Include: <ul style="list-style-type: none"> <li>• Municipalities</li> <li>• Councils of Governments</li> <li>• Authorized Organization</li> <li>• Institution of Higher Education</li> <li>• Watershed Organization</li> <li>• For-Profit Businesses</li> </ul>	Grants shall be awarded to eligible applicants for projects that do not exceed \$250,000. A 15% local match of the total project cost is required.

Funding Source	Summary	Uses	Requirements/Terms
Act 13 of 2012 Funds	Act 13/Impact Fee provides for the imposition of an unconventional gas well fee (also called an impact fee), and the distribution of those funds to local and state governments.	<p>A county or municipality receiving funds can use it for various uses, one of the eligible uses is:</p> <ul style="list-style-type: none"> <li>• Environmental programs, including trails, parks and recreation, open space, flood plain management, conservation districts and agricultural preservation</li> </ul>	A county may impose the fee if unconventional gas wells are located within its borders and it passes an ordinance within 60 days of the effective date of Act 13. A county that does not pass an ordinance imposing a fee shall be prohibited from receiving funds. This prohibition shall remain in effect until a county passes an ordinance imposing a fee.
PA Department of Conservation and Natural Resources (DCNR) (C2P2) – Circuit Rider Program	The Circuit Rider grants are awarded to initiate new programs and services for county(ies), Council of Governments and/or multi-municipal entities that individually do not have the financial resources to hire a professional full-time staff person. The Circuit Rider’s purpose is to initiate new programs and services in the designated service area. The intended result of this project is to increase the ability of grantee to more efficiently and effectively meet its recreation, park, greenway, open space and/or natural resource conservation needs. The grantee will be responsible for the long-term financial commitment and maintenance of this professional position.	<p>To be eligible for Circuit Rider funding, two or more municipalities must cooperate in a new intergovernmental effort by adopting an intergovernmental agreement. A single county can be eligible without an intergovernmental agreement if the county is undertaking or has completed the appropriate recreation and/or greenway planning and will be providing services countywide to its residents and municipalities.</p> <p>Circuit rider applications are accepted at any time. The application must come from a county, one municipality (representing multiple municipalities), a council of governments, an authority, or an official agency created under the Intergovernmental Cooperation Law. In most situations, the Bureau will require a peer review under its Peer-to-Peer grants before approving an application for Circuit Rider funding.</p>	<p>This is a four-year commitment of funding. Match is variable based on the year of funding. Eligible project costs include the circuit rider’s salary only and Bureau-approved technical assistance and training expenses as follows:</p> <ul style="list-style-type: none"> <li>• Year One: up to one hundred percent (100%) of gross salary.</li> <li>• Year Two: up to seventy-five percent (75%) of gross salary.</li> <li>• Year Three: up to fifty percent (50%) of gross salary.</li> <li>• Year Four: up to twenty-five percent (25%) of gross salary.</li> </ul> <p>Participating entities must provide local funds to cover the Circuit Rider’s employee benefits for all four years, the balance of the salary in years two, three and four, and normal support services, such as office space and furnishings, training and travel expenses, clerical support, equipment, etc.</p>

Funding Source	Summary	Uses	Requirements/Terms
<p>PA Department of Conservation and Natural Resources (DCNR) (C2P2) – Community Recreation and Conservation Program</p>	<p>Community Recreation and Conservation grants are awarded to municipalities and authorized nonprofit organizations for recreation, park, trail, and conservation projects. These include planning for feasibility studies, trail studies, conservation plans, master site development plans, and comprehensive recreation, park and open space and greenway plans; land acquisition for active or passive parks, trails and conservation purposes; and new development and rehabilitation of parks, trails and recreation facilities.</p>	<p>Eligible Project Types:</p> <ul style="list-style-type: none"> <li>• Development</li> <li>• Land Acquisition</li> <li>• Planning</li> </ul> <p>Eligible Applicants Include:</p> <ul style="list-style-type: none"> <li>• County or Municipal Government</li> <li>• Higher Educational Institution</li> <li>• Other Educational Institution</li> <li>• Nonprofit with 501(c)3 IRS Status</li> <li>• Nonprofit with PA Bureau of Charitable Organizations Status</li> </ul>	<p>Most projects require a 50% match, which can include a combination of Cash and/or Non-Cash values.</p>
<p>PA Department of Conservation and Natural Resources (DCNR) (C2P2) – Rails-to-Trails Program</p>	<p>Rails-to-Trails grants are awarded to county and municipal governments, prequalified Land Trusts, educational institutions and nonprofit organizations established to preserve and protect abandoned railroad corridors as trails. Projects can include feasibility, master site development and special purpose studies, land acquisition and the development of abandoned railroad rights-of-way for trail purposes under rail banking. Development includes construction of trails and associated support facilities, such as trail heads, access roads, parking areas, interpretive facilities and comfort facilities. Related facilities, such as walkways, lighting, landscaping, and signage for trail use, are eligible.</p>	<p>Eligible Project Types:</p> <ul style="list-style-type: none"> <li>• Development</li> <li>• Land Acquisition</li> <li>• Planning</li> </ul> <p>Eligible Applicants Include:</p> <ul style="list-style-type: none"> <li>• County or Municipal Government</li> <li>• Prequalified Land Trust</li> <li>• Higher Educational Institution</li> <li>• Other Educational Institution</li> <li>• Nonprofit with 501(c)3 IRS Status</li> <li>• Nonprofit with PA Bureau of Charitable Organizations Status</li> </ul>	<p>These grants require a minimum of a 50% match, which can include a combination of Cash and/or Non-Cash values.</p>

Funding Source	Summary	Uses	Requirements/Terms
<p>PA Department of Conservation and Natural Resources (DCNR)  (C2P2) – Pennsylvania Recreational Trails Program</p>	<p>The grants are awarded to federal and state agencies, local governments, nonprofit and for-profit organizations to assist with the construction, renovation, and maintenance of trails and trail-related facilities for both motorized and non-motorized recreational trail use, the purchase or lease of equipment for trail maintenance and construction and the development of educational materials and programs.</p>	<p>Eligible Project Types:</p> <ul style="list-style-type: none"> <li>• Development</li> <li>• Equipment Purchase/Lease</li> <li>• Maintenance</li> <li>• Educational Materials</li> </ul> <p>Eligible Applicants Include:</p> <ul style="list-style-type: none"> <li>• Federal Government</li> <li>• State Government</li> <li>• County or Municipal Government</li> <li>• Prequalified Land Trust</li> <li>• For-Profit Organization</li> <li>• Higher Educational Institution</li> <li>• Other Educational Institution</li> <li>• Nonprofit with 501(c)3 IRS Status</li> <li>• Nonprofit with PA Bureau of Charitable Organizations Status</li> </ul>	<p>These grants require a minimum 20% match, which can include a combination of Cash and/or Non-Cash values.</p>
<p>PA Department of Community and Economic Development (DCED)  Multimodal Transportation Fund (MTF)</p>	<p>The MTF provides grants to encourage economic development and ensure that a safe and reliable system of transportation is available to the residents of this commonwealth. The program is intended to provide financial assistance to municipalities, councils of governments, businesses, economic development organizations, public transportation agencies, and rail and freight ports in order to improve transportation assets, enhance communities, provide pedestrian safety and promote transit revitalization. The program will be jointly administered by the DCED and the PennDOT, under the direction of the CFA.</p>	<p>Eligible Projects:</p> <ul style="list-style-type: none"> <li>• A project that coordinates local land use with transportation assets to enhance existing communities</li> <li>• A project related to streetscape, lighting, sidewalk enhancement, and pedestrian safety</li> <li>• A project improving connectivity or utilization of existing transportation assets</li> <li>• A project related to transit-oriented development</li> </ul>	<p>Financial assistance under the Multimodal Transportation Fund shall be matched by local funding in an amount not less than 30% of the non-federal share of the project costs. Matching funds from a county or municipality shall only consist of cash contributions provided by one or more counties or municipalities.</p>

Funding Source	Summary	Uses	Requirements/Terms
<p>Pennsylvania Department of Transportation (PennDOT) Multimodal Transportation Fund (MTF)</p>	<p>The MTF provides grants to ensure that a safe and reliable system of transportation is available to the residents of this commonwealth. The program is intended to provide financial assistance to municipalities, councils of governments, businesses, economic development organizations, public transportation agencies, rail/freight, and ports in order to improve transportation assets, enhance communities, provide pedestrian safety and promote transit revitalization. PennDOT will administer activities directly initiated or undertaken by it in accordance with these guidelines.</p>	<p>Eligible Projects:</p> <ul style="list-style-type: none"> <li>• A project that coordinates local land use with transportation assets to enhance existing communities</li> <li>• A project related to streetscape, lighting, sidewalk enhancement and pedestrian safety</li> <li>• A project improving connectivity or utilization of existing transportation assets</li> <li>• A project related to transit-oriented development</li> </ul>	<p>Financial assistance under the Multimodal Transportation Fund shall be matched by local funding in an amount not less than 30% of the non-federal share of the project costs. Matching funds from a county or a municipality shall only consist of cash contributions provided by one or more counties or municipalities. In-kind contributions are not permitted.</p>

## ECONOMIC BENEFITS

There are many ways that trails and greenways affect the local and national economies, including:

- Tourism
- Events
- Urban redevelopment
- Community improvement
- Property value
- Health care savings
- Jobs and investment
- General consumer spending

The Outdoor Industry Foundation published a detailed study in 2006 that found that “Active Outdoor Recreation” contributes \$730 billion annually to the U.S. economy, supports 6.5 million jobs, and generates \$88 billion in annual state and national tax revenue. Active recreation is defined as bicycling, trail activities, paddling, snow sports, camping, fishing, hunting, and wildlife viewing.<sup>2</sup>

*The Economic Value of Protected Open Space in Southeastern Pennsylvania*, written by the Delaware Valley Regional Planning Commission (DVRPC), estimated the economic value of protected open space in Southeastern Pennsylvania by measuring impacts across four areas: property values, environmental services, recreation and health, and economic activity. The top findings are as follows

- \$16.3 billion added to the value of Southeastern Pennsylvania’s housing stock
- \$240 million in annual property and transfer tax revenue for local governments
- \$133 million in costs avoided as a result of the natural provision of environmental services
- \$577 million in annual benefit for residents who recreate on protected open space
- \$795 million in annually avoided medical costs as a result of recreation that takes place on protected open space
- 6,900 jobs created on or as a result of protected open space in the five-county region

## REAL PROPERTY VALUES

Many studies demonstrate that parks, greenways, and trails increase nearby property values, thus increasing local tax revenues. Such increased revenues often offset greenway acquisition costs. Following, are a few examples of how property values have increased:

- California’s Secretary for the State Resources Agency estimated that \$100 million would be returned to local economies each year from an initial park bond investment of \$330 million (Gilliam, 1980).
- A greenbelt in Boulder, Colorado, increased aggregate property values for one neighborhood by \$5.4 million, resulting in \$500,000 of additional annual property tax revenues. The tax alone

<sup>2</sup> The Active Outdoor Recreation Economy by the Outdoor Industry Foundation, 2006

could recover the initial cost of the \$1–\$5 million greenbelt in three years (Cornell, Lillydahl, and Singel, 1978).

- In the vicinity of Philadelphia’s 1,300-acre Pennypack Park, property values correlate significantly with proximity to the park. In 1974, the park accounted for 33% of the value of land 40 feet away from the park, 9% when located 1,000 feet away, and 4.2% at a distance of 2,500 feet (Hammer, Coughlin, and Horn, 1974).
- A 2003 study found that the amenity value of trails was associated with over \$140 million dollars in increased property values in Indianapolis.<sup>3</sup>

## HEALTH CARE

Trails and greenways create healthy recreation and transportation opportunities by providing people of all ages with attractive, safe, accessible places to bike, walk, hike, jog, skate, or ski. In doing so, they make it easier for people to engage in physical activity. Trails connect people with places, enabling them to walk or cycle; to run errands or commute to work. A majority of the daily trips people make are short, providing an opportunity for physical activity that can be built in to the daily routine.

## TOURISM/GENERAL CONSUMER SPENDING

Spending by local residents on greenway-related activities helps support recreation-related business and employment, as well as businesses patronized by greenway and trail users. **Table 7**, on page 35, provides a trail user comparison chart. It compares 14 trails systems in such categories as local and non-local trail users, average soft goods purchased by trail users, percent purchasing soft goods, total annual soft goods, and annual number of trail user visits. A few of the trail systems are further explained below. For the surveys, hard goods include bikes, bike supplies, auto accessories, footwear, clothing, etc. Soft goods include snacks, water, ice cream, and meals.

### THE GREAT ALLEGHENY PASSAGE

The trail survey, conducted in 2009, revealed that an estimated 800,000 trips are taken annually on the Great Allegheny Passage, a 141-mile system of biking and hiking trails from Cumberland, MD, to Homestead, PA. The survey provided the following economic benefits:

- Annual direct spending attributed to trail users was \$40.8 million in 2008, up from \$7.26 million in 2002.
- Total annual wages attributed to trail user spending: \$7.5 million.
- Since 2007, 93 new trail-related businesses opened in Trail Towns while 19 businesses closed, for a net gain of 47 new businesses.
- 77% of businesses opened since 2007 remain in operation.
- Business owners attribute 25% of revenues to their proximity to the trail.

<sup>3</sup> Lindsey, Greg, Seth Payton, Joyce Man, and John Ottensmann. *Public Choices and Property Values: Evidence from Greenways in Indianapolis*. The Center for Urban Policy and the Environment. 2003.

### PINE CREEK RAIL TRAIL

The trail survey for the Pine Creek Rail Trail was conducted in 2006. There were 1,049 respondents to the survey. Compared with the other 13 trail systems that were included (see **Table 7**), the Pine Creek Rail Trail had the largest percentage of non-local trail users. The survey showed the following economic benefits:

- Average annual amount of hard goods purchased (spent per person, per trip): \$345.97
- Average annual amount of soft goods purchased (spent per person, per trip): \$30.30
- Average expenditure on overnight accommodations: \$69.08
- Average number of nights per stay: 3.34

### HERITAGE RAIL TRAIL COUNTY PARK

The trail survey for the Heritage Rail Trail County Park was conducted most recently in 2012. **Table 6** shows the average amount (per person, per trip) spent on hard goods and soft goods when visiting the Heritage Rail Trail County Park. In 2012, the average expenditure per night was \$92.67.

Table 6 – Average Hard Goods and Soft Goods

Average hard goods purchased in past 12 months	
Year	Amount
1999	\$337.14
2001	\$367.12
2004	\$347.11
2007	\$367.77
2012	\$356.59
Average soft goods purchased in past 12 months	
Year	Amount
1999	\$6.47
2001	\$8.33
2004	\$13.97
2007	\$12.86
2012	\$13.28

Source: Heritage Rail Trail County Park, 2012 User Survey and Economic Impact Study.

### THE DELAWARE & LEHIGH TRAIL

The trail survey for the D&L Trail was conducted in 2012. There were 862 respondents to the survey. The survey showed the following economic benefits:

- Majority of survey respondents were from Pennsylvania (77.5%), New Jersey (11.5%), and New York (7.0%).
- 77.4% of the respondents reported buying hard goods associated with their use of the trail and reported spending an average of \$425.12 on hard goods
- 73.6% of respondents reported buying soft goods and spent an average of \$33.49 per visit
- In 2012, more than 14% of the survey respondents reported staying overnight in the local area during their trail visit
  - 69.4% of overnight stays reported paying for accommodation during their visit, an average expense of \$132.36 per night was calculated, with an average stay of 2.2 nights

The following table compares fourteen trail systems. Seven of the trail systems are located in Pennsylvania and seven are located outside of Pennsylvania. The surveys were conducted at different times for the different trails. All of the surveys asked questions about how trail users spend money when using the trail. The economic focus of this chart is the trail user spending on soft goods (or “non-durable goods”). Soft goods include such items as snacks, water, ice cream, and meals. The average amount spent on soft goods is multiplied by the annual number of total user visits and the percentage of users purchasing soft goods, to get an estimated economic impact the trail system can provide.

Table 7 – Trail User Comparison Chart

Trail User Comparison Chart										
Trail, State, and Date of Survey Report	Total Respondents	Survey Distribution Method	Local/ Non-Local	Majority Reason for Using the Trail	Age of Majority of Respondents	Average \$ Amount Spent on Soft Goods by Trail Users	% Purchasing Soft Goods	Annual # of Total User Visits	Annual Soft Goods Total	Resources
Pine Creek Rail Trail, Pa., 2006	1,049	self-selecting, return mail	31% local, 69% non-local	recreation	56–65	\$30.30	86%	138,227	\$3,601,919	<i>Pine Creek Rail Trail 2006 User Survey and Economic Analysis; Rails-to-Trails Conservancy.</i>
Perkiomen Trail, Pa., 2008	694	self-selecting, return mail	96% local, 4% non-local	health	46–55	\$11.09	53%	397,814	\$2,338,231	<i>Perkiomen Trail 2008 User Survey and Economic Analysis; Rails-to-Trails Conservancy.</i>
Schuylkill River Trail, Pa., 2009	600	self-selecting, return mail	98% local, 2% non-local	health	46–55	\$8.86	33%	NA	NA	Interim Report – Rails-to-Trails Conservancy, Northeast Regional Office.
Heritage Rail Trail County Park, Pa., 2007	220	self-selecting, return mail & drop off	73% local, 27% non-local	health	56–65	\$12.86	79%	394,823	\$4,011,165	<i>Heritage Rail Trail County Park 2007 User Survey and Economic Impact Analysis; Carl Knoch, York County Rail-Trail Authority.</i>
Oil Heritage Region Trail System, Pa., 2006	261	self-selecting	73% local, 27% non-local	health	46–55	\$3.71 local / \$32.93 non-local (includes lodging and camping)	NA	160,792	\$4,308,229	<i>Trail Utilization Study: Analysis of the Trail Systems Within the Oil Heritage Region; Allegheny Valley Trails Association, 2006.</i>

Trail User Comparison Chart

Trail, State, and Date of Survey Report	Total Respondents	Survey Distribution Method	Local/ Non-Local	Majority Reason for Using the Trail	Age of Majority of Respondents	Average \$ Amount Spent on Soft Goods by Trail Users	% Purchasing Soft Goods	Annual # of Total User Visits	Annual Soft Goods Total	Resources
Lower Trail, Pa., 2007	485	self-selecting	94% local 6% non-local	health	56–65	\$27.21 (included gasoline costs & trail donations)	NA	NA	NA	<i>Trail User Survey Report, The Lower Trail; Rails to Trails of Central Pennsylvania, 2008.</i>
Great Allegheny Passage, Pa./Md., 2009	1,272	intercepts	69% local 31% non-local	health	45–54	\$13.00	67%	NA	NA	<i>2008 Trail Town Economic Impact Study (Phase II: Trail User Survey), Progress Fund and Laurel Highlands Visitor Bureau; 2009.</i>
Torrey C. Brown Trail, Md., (formerly the NCR Trail), 2005	767	self-selecting	96% local 4% non-local 47%	health	46–55	\$9.14	72%	800,000	\$5,264,640	<i>NCR Trail 2004 User Survey and Economic Impact Analysis; Trail Facts, Maryland Department of Natural Resources, 2004.</i>
Virginia Creeper Trail, Va., 2004	1,036	intercept	local 53% non-local	health	46–55	\$19.20 (based on total \$ amount); \$2.00 (based only on local users)	NA	130,172	\$2,500,000	<i>The Virginia Creeper Trail: An Assessment of User Demographics, Preferences, and Economics; Virginia Dept. of Conservation, 2004.</i>
Washington & Old Dominion Railroad Regional Park, Va., 2004	1,426	intercept	95% local 5% non-local		46–55	\$4.11	NA	1,707,353	\$7,000,000	<i>The Washington &amp; Old Dominion Trail: An Assessment of User Demographics, Preferences, and Economics; Virginia Dept. of Conservation, 2004.</i>

Trail User Comparison Chart										
Trail, State, and Date of Survey Report	Total Respondents	Survey Distribution Method	Local/ Non-Local	Majority Reason for Using the Trail	Age of Majority of Respondents	Average \$ Amount Spent on Soft Goods by Trail Users	% Purchasing Soft Goods	Annual # of Total User Visits	Annual Soft Goods Total	Resources
Genesee Valley Trail, N.Y., 2009	233	self-selecting, return mail	92% local 8% non-local	health	46-55	\$10.83	31%	NA	NA	<i>Preliminary Results for the 2008 Trail User Survey, New York State Office of Parks, Recreation and Historic Preservation, February 2009.</i>
North & South County Trail, N.Y., 2009	257	self-selecting, return mail	95% local 5% non-local	health	46-55	\$10.31	25%	NA	NA	<i>Preliminary Results for the 2008 Trail User Survey, New York State Office of Parks, Recreation and Historic Preservation, February 2009.</i>
East Bay Bicycle Path, R.I., 2002	244	intercept & mail	NA			NA	80%	NA	NA	<i>2002 Bicycle Transportation User Survey; Developing Inter-modal Connections for The 21st Century, U. of R.I. and R.I. DOT for U. of R.I. Transportation Center, 2004.</i>
William C. O'Neil Bike Path, R.I. (formerly South County Trail), 2002	141	intercept & mail	NA			NA	84%	NA	NA	<i>2002 Bicycle Transportation User Survey; Developing Inter-modal Connections for The 21st Century, U. of R.I. and R.I. DOT for U. of R.I. Transportation Center, 2004.</i>

Source: Trail User Surveys and Economic Impact, *A Comparison of Trail User Expenditures*. Rails-to-Trails Conservancy. 2009.

## TWO-COUNTY, THREE-COUNTY, AND FIVE-COUNTY DRAFT BUDGET SCENARIOS

The following section lists out the assumptions and explains the equations for the draft budget scenarios. Three draft budgets scenarios were formed, the Two-County, Three-County, and the Five-County draft budgets. The counties that were used to model the budget scenarios were Montour County, Columbia County, Clinton County, Lycoming County, and Union County. Please see **Table 12**, **Table 13**, and **Table 14** for the budget scenarios. Each budget scenario is projected out five years. Slightly different assumptions are used for the three budget scenarios, and they are listed on the following pages.

### ADMINISTRATIVE ASSUMPTIONS

#### TWO-COUNTY BUDGET SCENARIO

- The Executive Director will be funded partially by DCNR’s circuit rider grant. The grant will cover the full salary the first year, 75% the second year, 50% the third year, and 25% the fourth year. By the fifth year, the plan would be for the circuit rider employee to become a full-time employee of the organization.
- The Executive Director’s salary is estimated at \$40,000 the first year.
- An annual 3% cost-of-living increase was assumed for the executive director.
- The remaining administrative costs are based off the percentages that the SGP pays to SEDA-COG to utilize space in their office building.
  - The percentages for each category are as follows: travel (5%), office space (11%), office equipment and supplies (6%), printing and copies (2%), telephone (1%), tech support (6%), and miscellaneous costs (2%).
  - The percentages for each category are calculated as a percentage of the base salary of the executive director.
  - The actual costs may be higher or lower than the estimates used.
  - Insurance numbers are based off a Rails-to-Trails report estimating insurance for trails to range from \$1,000 to \$4,500 annually. Since the Two-County Budget will have a lower number of trails to insure than the other budget scenarios, a modest \$2,000 annual cost was assumed for this scenario.
  - Legal/Audit fees: This number is based off having a solicitor at every meeting (assumes one meeting per month), and time for document review, etc.

#### THREE-COUNTY BUDGET SCENARIO

- The Executive Director will be funded partially by DCNR’s circuit rider grant. The grant will cover the full salary the first year, 75% the second year, 50% the third year, and 25% the fourth year. By the fifth year, the plan would be for the circuit rider employee to become a full-time employee of the organization.
- The Executive Director’s salary is estimated at \$40,000 the first year.
- An annual 3% cost-of-living increase was assumed for the executive director.

- The remaining administrative costs are based off the percentages that the SGP pays to SEDA-COG to utilize space in their office building.
  - The percentages for each category are as follows: travel (5%), office space (11%), office equipment and supplies (6%), printing and copies (2%), telephone (1%), tech support (6%), and miscellaneous costs (2%).
  - The percentages for each category are calculated as a percentage of the base salary of the executive director.
  - The actual costs may be higher or lower than the estimates used.
  - Insurance numbers are based off a Rails-to-Trails report estimating insurance for trails to range from \$1,000 to \$4,500 annually. Since the Three-County Budget will have a higher number of trails to insure than the Two-County budget, an increased \$2,500 annual cost was assumed for this scenario.
  - Legal/Audit fees: This number is based off having a solicitor at every meeting (assumes one meeting per month), and time for document review, etc.

#### **FIVE-COUNTY BUDGET SCENARIO**

- The Executive Director will be funded partially by DCNR's circuit rider grant. The grant will cover the full salary the first year, 75% the second year, 50% the third year, and 25% the fourth year. By the fifth year, the plan would be for the circuit rider employee to become a full-time employee of the organization.
- The Executive Director's salary is estimated at \$40,000 the first year.
- An annual 3% cost-of-living increase was assumed for the executive director.
- A part-time Maintenance Supervisor was added for year three, four, and five with an annual salary of \$20,000. An annual 3% cost-of-living increase was assumed for the maintenance supervisor.
- The remaining administrative costs are based off the percentages that the SGP pays to SEDA-COG to utilize space in their office building.
  - The percentages for each category are as follows: travel (5%), office space (11%), office equipment and supplies (6%), printing and copies (2%), telephone (1%), tech support (6%), and miscellaneous costs (2%).
  - The percentages for each category are calculated as a percentage of the base salary of the executive director.
  - The actual costs may be higher or lower than the estimates used.
  - Insurance numbers are based off a Rails-to-Trails report estimating insurance for trails to range from \$1,000 to \$4,500 annually. Since the Three-County Budget will have an increased number of trails to insure than the other budget scenarios, an increased \$3,000 annual cost was assumed for this scenario.
  - Legal/Audit fees: This number is based of having a solicitor at every meeting (assumes one meeting per month), and time for document review, etc.

## MAINTENANCE

Trail maintenance costs for the projections were based off the Rail-Trail Maintenance and Operation report. The report evaluated the trail miles and maintenance costs for 39 different trail organizations. The average maintenance and operation cost was approximately \$1,500 per mile per year (per the Rails-to-Trails estimate). Not all trail systems include both paved and unpaved paths. For example, Montour County has almost all grass trails. However, it was found that the difference between maintenance of a paved trail and an unpaved trail is negligible (see **Table 5** on page 24). Paved trails require less routine maintenance and last longer (almost twice as long). However, that maintenance tends to be more expensive when it is conducted. Unpaved trails require more routine maintenance, but the maintenance tasks are generally less costly. The following list includes the important maintenance tasks that the trail organization must consider:

- Mowing: 4-foot min. wide each side of trail where applicable. Flail-type mower best – less debris on trail. (3–4 times annually.)
- Pruning: prune woody vegetation 4-feet back from sides of trail – 14-foot vertical clearance – remove invasive vines. Vegetation Management Program may reduce this task long term. (Annually.)
- Removal of trees/limbs: evaluation/removal of unhealthy or dead trees and limbs. Fallen trees may remain as access control and to minimize disturbance. (Annually.)
- Signage: maintain directional and informational signs and permanent signs. (Periodically, as required.)
- Access Control: replace damaged access control devices. Estimated frequency – 10% annually due to vandalism. (Periodically, as required.)
- Trail Surface on Local Roads: resurface based on municipal schedule. (Periodically, as required.)
- Trail Surface on Gravel Roads: repair surface damage from vehicles, erosion, etc. Based on municipal schedule. (Periodically, as required.)
- Trail Surface, Boardwalk: replace damaged areas. Spur trails only. (Periodically, as required.)
- Drainage Structures: clean inlets, keep swales clear of debris. Complete rehabilitation during construction would dramatically reduce necessity for this type of maintenance after storms. (Minimum, annually.)
- Litter Pick-Up: trailside-litter pickup. Access area litter pickup. Encourage continued user “carry-in, carry-out” policy. (Weekly, or as required.)
- Trash Collection: removal of trash from receptacles at access areas. Some agencies do not have trash containers at access points for this reason. (Weekly.)
- Bridge Inspections: maintenance of bridge to ensure structural integrity. Bridges associated with public roads are already on a regular inspection schedule annually by state DOT, municipal or county engineer. (Every two years.)

It is important to keep the trails maintained and safe for users. The Rails-to-Trails Conservancy maintenance and operation costs are estimated at \$1,500<sup>4</sup> per mile per year. Trails that rely on volunteers averaged about \$700 per mile. Since the proposed SGTA would rely heavily on volunteers, the average maintenance and operation (M&O) cost started at \$700. The operating cost of the executive director was listed out separately in the budget scenarios, so the maintenance cost was reduced to \$500 per mile and was used as the basis for the projections. While this still provides a higher maintenance cost than what some counties incurred, it is the benchmark used by the Rails-to-Trails Conservancy Northeast Regional Office. Many counties utilize volunteers as much as possible because it reduces annual maintenance costs.

The proposed SGTA would continue to utilize volunteers whenever possible to assist with keeping maintenance costs low. The Susquehanna Greenway Partnership is starting a volunteering stewardship plan, comprising people who self-identified that they would be interested in volunteering to assist with greenway projects.

### **TRAIL EXPANSION/GROWTH**

All three budget scenarios assume there will be an increase in trail miles each year. In the two-county budget, a maintenance cost increase of 3% was used to represent a small increase of trail miles. A trail maintenance cost of 5% was used for the three-county and five-county models to account for increased maintenance cost for trail growth.

### **BENEFITS**

- The Patient Protection and Affordable Care Act may affect the benefits projections in future years.
- The percentage that is currently used by the SGP was used for this model also. The SGP pays 39% of the salary for fringe benefits including tax withholding, health care, and employer contributions to 401(k).
- In the Five-County Budget Scenario, benefits were not included for the maintenance supervisor, since the maintenance supervisor is a part-time employee.

### **DONATIONS**

The donations category includes items such as cash donations, purchase of a memorial bench, plaque, or purchase of a trailhead sign, etc. For the two-county budget scenario, \$4,000 for total donations and contributions was included the first year. A 5% increase was applied for years two through five. For the three-county budget scenario, \$5,000 for total donations and contributions was included the first year. A 5% increase was applied for years two through five. For the five-county budget scenario, \$7,000 for total donations and contributions was included the first year. A 5% increase was also applied for years two through five.

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<sup>4</sup> Rail-Trail Maintenance & Operation: Ensuring the Future of Your Trail – A Survey of 100 Rail-Trails. Rails-to-Trails Conservancy Northeast Regional Office.

## DCNR GRANT (CIRCUIT RIDER GRANT)

- The DCNR Circuit Rider Grant would assist with paying the Executive Director’s salary.
- The first year, the grant covers 100% of the salary, the second year it covers 75%, third year it covers 50%, and fourth year it covers 25%.
- The organization covers the circuit rider employee’s benefits as an in-kind contribution for the grant.
- The Circuit Rider Grant also covers \$2,000 for training expenses and \$1,500 for mentoring expenses.

## COST-SHARING OPTIONS

### POPULATION

The 2010 census was used for population counts for each County. For the two-county budget scenario, the county population is a percentage of the two-county total population. For the three-county budget scenario, the county population is a percentage of the three-county total. The same formula was used for the five-county budget scenario. The population numbers and percentages (for both scenarios) are provided in **Table 8**. The population count should be reviewed every 10 years when the new census is released.

Table 8 – Population for Counties

*For Discussion Purposes Only*

Two-County Budget Scenario		
County	Population	Percentage
Columbia County	67,295	79%
Montour County	18,267	21%
<b>Total</b>	<b>85,562</b>	<b>100%</b>
Three-County Budget Scenario		
County	Population	Percentage
Clinton County	39,238	20%
Lycoming County	116,111	58%
Union County	44,947	22%
<b>Total</b>	<b>200,296</b>	<b>100%</b>
Five-County Budget Scenario		
County	Population	Percentage
Clinton County	39,238	14%
Lycoming County	116,111	41%
Union County	44,947	16%
Columbia County	67,295	24%
Montour County	18,267	6%
<b>Total</b>	<b>285,858</b>	<b>100%</b>

Source: Census, Consultant Calculations

### TRAIL MILES

County miles were based on discussions with county planning directors, County Recreation Departments, and DCNR, as well as data found in other trail reports. The percentage of trail miles for each county was derived from dividing the individual county miles by the total trail miles for all counties. The trail miles and percentages for each county are provided in **Table 9**. The trail mile numbers should be reviewed and adjusted every three to five years, or as determined by the proposed SGTA. The numbers can also be adjusted after a major trail construction project.

Table 9 – Trail Miles for Counties

*For Discussion Purposes Only*

Two-County Budget Scenario		
County	Trail Miles	Percentage
Columbia County	21	58%
Montour County	15	42%
<b>Total</b>	<b>36</b>	<b>100%</b>
Three-County Budget Scenario		
County	Trail Miles	Percentage
Clinton County	7	21%
Lycoming County	18.5	55%
Union County	8	24%
<b>Total</b>	<b>33.5</b>	<b>100%</b>
Five-County Budget Scenario		
County	Trail Miles	Pop Percentage
Clinton County	7	10%
Lycoming County	18.5	27%
Union County	8	12%
Columbia County	21	30%
Montour County	15	22%
<b>Total</b>	<b>69.5</b>	<b>100%</b>

### EQUAL SHARES

Equal shares percentages will vary by number of counties that are participating members of the trail organization. For the Two-County Draft Budget Scenario, each county would have the same contribution of 50%. For the Three-County Draft Budget Scenario, each county would have the same contribution of 33%. For the Five-County Draft Budget Scenario the counties would each have a contribution of 20%.

**COMBINATION OF POPULATION AND TRAIL MILES**

The population percentage and trail miles percentage for each individual county was averaged in order to obtain the combination of population and trail miles percentages. **Table 10** lists the population percentage, trail mile percentage, and the average of population and trail miles.

Table 10 – Combination of Population and Trail Miles Percentages

*For Discussion Purposes Only*

Two-County Budget Scenario			
County	Population Percentage	Trail Mile Percentage	Avg. of Population and Trail Mile
Columbia County	79%	58%	68%
Montour County	21%	42%	32%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
Three-County Budget Scenario			
County	Population Percentage	Trail Mile Percentage	Avg. of Population and Trail Mile
Clinton County	20%	21%	20%
Lycoming County	58%	55%	57%
Union County	22%	24%	23%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>
Five-County Budget Scenario			
County	Population Percentage	Trail Mile Percentage	Avg. of Population and Trail Mile
Clinton County	14%	10%	12%
Lycoming County	41%	27%	34%
Union County	16%	12%	14%
Columbia County	24%	30%	27%
Montour County	6%	22%	14%
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>

**COUNTY SHARE AND IN-KIND SERVICES**

The County share percentages for this option are based on the “combination of population and trail miles” percentages. The in-kind contribution assumes that each participating county will contribute the maximum in-kind contribution allowed, which is 50% of the county’s total contribution of maintenance costs. A county may also form an agreement with a local municipality for the municipality to provide in-kind services. The participating counties do not have to provide match contributions and may elect to provide full monetary contributions instead. Some potential in-kind costs include:

- County staff hours
  - Example: Montour Area Recreation Commission’s staff hours on the Canal Trail
- Municipal staff hours

- Donation of materials and supplies
- Equipment sharing

For the two-county, three-county, and five-county budget scenarios, a monetary value equal to half of the county’s annual maintenance share has been included as the in-kind contribution. It may be hard to always attach a monetary value to those contributions. In-kind contributions can include many options.

**Table 11** shows an example of how potential in-kind contributions would be used. Using Clinton County the in-kind example for the five-county budget scenario (**Table 14**), the total county contribution is \$7,576. In this example, Clinton County could provide an in-kind match up to 50% of their share of maintenance costs, which is \$2,067. Three options of in-kind services were used including county staff performing maintenance, county staff providing storm clean-up, and county donation of extra gravel. The county staff workers would record their hours spent maintaining the trail, and the in-kind contribution would be the hours spent multiplied by their hourly rate. A county may have excess gravel from a road project and want to donate the gravel to the authority to be used within the authority’s project area. The amount of gravel (in tons) would be multiplied by the cost per ton to get a total monetary value. The different in-kind activities can account for no more than 50% of the county’s share of maintenance costs. In the example in **Table 11**, the in-kind contributions total to \$2,067, with the addition of the monetary contribution of \$5,509 the County will have reached the full annual contribution of \$7,576.

Table 11 – In-Kind Contribution

*For Discussion Purposes Only*

Clinton County			
Activity	Time/Amount	Cost per unit	Total Cost
County employee performing general maintenance (grass-cutting, picking up litter, trimming branches)	2 hours per week (104 hours a year)	\$16.50/hour	\$1,716
County and/or municipality public works employee providing storm clean-up	3 hours (assume 6 storms)	\$16.50/hour	\$297
Donation of extra gravel	6 tons	\$9/ton	\$54
<b>Total In-Kind Contribution</b>			<b>\$2,067</b>
<b>Total Monetary Contribution</b>			<b>\$5,509</b>
<b>Total County Contribution</b>			<b>\$7,576</b>

## **POTENTIAL SGTA BENEFITS**

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- The proposed SGTA would have ownership of a majority of the trail systems, removing liability and insurance issues from the County/Municipality to the control of the proposed SGTA.
- Consistent management oversight would be provided to the trail systems in the region through the proposed SGTA. Providing proper routine maintenance helps to limit the cost of long-term projects that occur due to inadequate routine maintenance.
- SGTA can make better use of volunteers than individual municipalities/counties can in order to reduce expenses.
- Potential equipment-sharing (large and small) can help reduce maintenance costs. The SGTA could acquire equipment that it shares with county members and/or the SGTA can work as a sharing platform to connect sources with need.
- A regional trail organization will be able to secure more resources to leverage larger funding from state and federal funding than a local trail organization.
- A regional trail organization can secure significant grant funding from regional foundations and corporations for significant regional trail projects.
- A regional trail organization is inherently capable of adapting to change in county and state leadership and funding philosophy changes.
- Specialized professional inspection and maintenance oversight can help avoid major costly repairs due to neglect or inadequate routine maintenance.

Table 12 – Two-County Draft Budget Scenario

**For Discussion Purposes Only**

Two-County Draft Budget Scenario						
		Year 1	Year 2	Year 3	Year 4	Year 5
<b>Expenses</b>						
Administrative <sup>1</sup>						
Executive Director		\$40,000	\$41,200	\$42,436	\$43,709	\$45,020
Travel		\$2,000	\$2,060	\$2,122	\$2,185	\$2,251
Office Space		\$4,400	\$4,532	\$4,668	\$4,808	\$4,952
Office Equipment and Supplies		\$2,400	\$2,472	\$2,546	\$2,623	\$2,701
Printing and Copies		\$800	\$824	\$849	\$874	\$900
Telephone		\$400	\$412	\$424	\$437	\$450
Tech Support		\$2,400	\$2,472	\$2,546	\$2,623	\$2,701
Legal/Audit		\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
Insurance		\$2,000	\$2,000	\$2,000	\$2,000	\$2,000
Miscellaneous Costs		\$800	\$824	\$849	\$874	\$900
Maintenance <sup>2</sup>		\$18,000	\$18,540	\$19,096	\$19,669	\$20,259
Benefits <sup>3</sup>		\$15,600	\$16,068	\$16,550	\$17,047	\$17,558
<b>Total Expenses</b>		<b>\$93,800</b>	<b>\$96,404</b>	<b>\$99,086</b>	<b>\$101,849</b>	<b>\$104,694</b>
<b>Revenue Sources</b>						
Donations <sup>4</sup>		\$4,000	\$4,200	\$4,410	\$4,631	\$4,862
DCNR Circuit Rider Grant <sup>5</sup>		\$40,000	\$30,900	\$21,218	\$10,927	\$0
DCNR Circuit Rider Grant – Training Expenses		\$500	\$500	\$500	\$500	\$0
DCNR Circuit Rider Grant – Mentoring Expenses		\$375	\$375	\$375	\$375	\$0
<b>Total Revenue Sources</b>		<b>\$44,875</b>	<b>\$35,975</b>	<b>\$26,503</b>	<b>\$16,433</b>	<b>\$4,862</b>
<b>Remaining Expenses</b>		<b>\$48,925</b>	<b>\$60,429</b>	<b>\$72,583</b>	<b>\$85,416</b>	<b>\$99,832</b>
<b>Population<sup>6</sup></b>						
Columbia County	79%	\$38,480	\$47,528	\$57,087	\$67,180	\$78,519
Montour County	21%	\$10,445	\$12,901	\$15,496	\$18,236	\$21,314
<b>Total Contributions</b>	<b>100%</b>	<b>\$48,925</b>	<b>\$60,429</b>	<b>\$72,583</b>	<b>\$85,416</b>	<b>\$99,832</b>
<b>Trail Miles<sup>7</sup></b>						
Columbia County	58%	\$28,540	\$35,250	\$42,340	\$49,826	\$58,235
Montour County	42%	\$20,385	\$25,179	\$30,243	\$35,590	\$41,597
<b>Total Contributions</b>	<b>100%</b>	<b>\$48,925</b>	<b>\$60,429</b>	<b>\$72,583</b>	<b>\$85,416</b>	<b>\$99,832</b>
<b>Equal Shares<sup>8</sup></b>						
Columbia County	50%	\$24,463	\$30,215	\$36,292	\$42,708	\$49,916
Montour County	50%	\$24,463	\$30,215	\$36,292	\$42,708	\$49,916
<b>Total Contributions</b>	<b>100%</b>	<b>\$48,925</b>	<b>\$60,429</b>	<b>\$72,583</b>	<b>\$85,416</b>	<b>\$99,832</b>
<b>Combination of Population and Trail Miles<sup>9</sup></b>						
Columbia County	68%	\$33,510	\$41,389	\$49,714	\$58,503	\$68,377

**For Discussion Purposes Only**

<b>Two-County Draft Budget Scenario</b>						
		Year 1	Year 2	Year 3	Year 4	Year 5
Montour County	32%	\$15,415	\$19,040	\$22,870	\$26,913	\$31,455
<b>Total Contributions</b>	<b>100%</b>	<b>\$48,925</b>	<b>\$60,429</b>	<b>\$72,583</b>	<b>\$85,416</b>	<b>\$99,832</b>
<b>County Share and In-kind Services<sup>10</sup></b>						
Columbia County – Monetary Contribution		\$27,345	\$35,040	\$43,174	\$51,767	\$61,439
Columbia County – In-Kind Contribution		\$6,164	\$6,349	\$6,540	\$6,736	\$6,938
Montour County – Monetary Contribution		\$12,580	\$16,119	\$19,861	\$23,814	\$28,264
Montour County – In-Kind Contribution		\$2,836	\$2,921	\$3,008	\$3,099	\$3,192
<b>Total Contributions</b>		<b>\$48,925</b>	<b>\$60,429</b>	<b>\$72,583</b>	<b>\$85,416</b>	<b>\$99,832</b>

1. Administrative costs are based on SGP percentages. Further explanation is available on page 38.
2. Maintenance costs are based off the Rails-to-Trails projects. Further explanation is available on page 40.
3. A SGP based percentage was used to calculate benefits. Further explanation is available on page 41.
4. Donations include cash contributions, purchase of a memorial bench, plaque, trailhead sign, etc. Further explanation of donations is available on page 41.
5. The DCNR Circuit Rider Grant would assist with paying the Executive Director’s salary. It also covers a set amount for training and mentoring expenses. Further explanation of the Circuit Rider Grant is available on page 42.
6. The population cost-sharing option is based on 2010 census numbers. Further explanation is available on page 42.
7. The trail miles cost-sharing option is based on discussion with county leaders. Further explanation is available on page 43.
8. Further explanation of the equal shares cost-sharing option is available on page 43.
9. This cost-sharing method averages the trail miles percentage and the population percentage. Further explanation is available on page 44.
10. The county share and in-kind services cost-sharing method provides the option for the county to use in-kind services to cover up to 50% of their maintenance cost share. Further explanation is available on pages 44–45.

Table 13 – Three-County Draft Budget Scenario

**For Discussion Purposes Only**

Three-County Draft Budget Scenario						
		Year 1	Year 2	Year 3	Year 4	Year 5
<b>Expenses</b>						
Administrative <sup>1</sup>						
Executive Director		\$40,000	\$41,200	\$42,436	\$43,709	\$45,020
Travel		\$2,000	\$2,060	\$2,122	\$2,185	\$2,251
Office Space		\$4,400	\$4,532	\$4,668	\$4,808	\$4,952
Office Equipment and Supplies		\$2,400	\$2,472	\$2,546	\$2,623	\$2,701
Printing and Copies		\$800	\$824	\$849	\$874	\$900
Telephone		\$400	\$412	\$424	\$437	\$450
Tech Support		\$2,400	\$2,472	\$2,546	\$2,623	\$2,701
Legal/Audit		\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
Insurance		\$2,500	\$2,500	\$2,500	\$2,500	\$2,500
Miscellaneous Costs		\$800	\$824	\$849	\$874	\$900
Maintenance <sup>2</sup>		\$16,750	\$17,588	\$18,467	\$19,390	\$20,360
Benefits <sup>3</sup>		\$15,600	\$16,068	\$16,550	\$17,047	\$17,558
<b>Total Expenses</b>		<b>\$93,050</b>	<b>\$95,952</b>	<b>\$98,957</b>	<b>\$102,070</b>	<b>\$105,295</b>
<b>Revenue Sources</b>						
Donations <sup>4</sup>		\$5,000	\$5,250	\$5,513	\$5,788	\$6,078
DCNR Circuit Rider Grant <sup>5</sup>		\$40,000	\$30,900	\$21,218	\$10,927	\$0
DCNR Circuit Rider Grant – Training Expenses		\$500	\$500	\$500	\$500	\$0
DCNR Circuit Rider Grant – Mentoring Expenses		\$375	\$375	\$375	\$375	\$0
<b>Total Revenue Sources</b>		<b>\$45,875</b>	<b>\$37,025</b>	<b>\$27,606</b>	<b>\$17,590</b>	<b>\$6,078</b>
<b>Remaining Expenses</b>		<b>\$47,175</b>	<b>\$58,927</b>	<b>\$71,351</b>	<b>\$84,479</b>	<b>\$99,217</b>
<b>Population<sup>6</sup></b>						
Clinton County	20%	\$9,242	\$11,544	\$13,978	\$16,550	\$19,437
Lycoming County	58%	\$27,347	\$34,160	\$41,362	\$48,972	\$57,516
Union County	22%	\$10,586	\$13,223	\$16,011	\$18,957	\$22,265
<b>Total Contributions</b>	<b>100%</b>	<b>\$47,175</b>	<b>\$58,927</b>	<b>\$71,351</b>	<b>\$84,479</b>	<b>\$99,217</b>
<b>Trail Miles<sup>7</sup></b>						
Clinton County	21%	\$9,857	\$12,313	\$14,909	\$17,652	\$20,732
Lycoming County	55%	\$26,052	\$32,542	\$39,403	\$46,653	\$54,792
Union County	24%	\$11,266	\$14,072	\$17,039	\$20,174	\$23,694
<b>Total Contributions</b>	<b>100%</b>	<b>\$47,175</b>	<b>\$58,927</b>	<b>\$71,351</b>	<b>\$84,479</b>	<b>\$99,217</b>
<b>Equal Shares<sup>8</sup></b>						
Clinton County	33%	\$15,725	\$19,642	\$23,784	\$28,160	\$33,072
Lycoming County	33%	\$15,725	\$19,642	\$23,784	\$28,160	\$33,072
Union County	33%	\$15,725	\$19,642	\$23,784	\$28,160	\$33,072

**For Discussion Purposes Only**

<b>Three-County Draft Budget Scenario</b>						
		<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>	<b>Year 5</b>
<b>Total Contributions</b>	<b>100%</b>	<b>\$47,175</b>	<b>\$58,927</b>	<b>\$71,351</b>	<b>\$84,479</b>	<b>\$99,217</b>
<b>Combination of Population and Trail Miles<sup>9</sup></b>						
Clinton County	20%	\$9,550	\$11,928	\$14,443	\$17,101	\$20,084
Lycoming County	57%	\$26,700	\$33,351	\$40,383	\$47,813	\$56,154
Union County	23%	\$10,926	\$13,648	\$16,525	\$19,566	\$22,979
<b>Total Contributions</b>	<b>100%</b>	<b>\$47,175</b>	<b>\$58,927</b>	<b>\$71,351</b>	<b>\$84,479</b>	<b>\$99,217</b>
<b>County Share and In-kind Services<sup>10</sup></b>						
Clinton County – Monetary Contribution		\$7,854	\$10,148	\$12,574	\$15,138	\$18,024
Clinton County – In-Kind Contribution		\$1,695	\$1,780	\$1,869	\$1,963	\$2,061
Lycoming County – Monetary Contribution		\$21,960	\$28,374	\$35,157	\$42,326	\$50,392
Lycoming County – In-Kind Contribution		\$4,740	\$4,977	\$5,226	\$5,487	\$5,761
Union County – Monetary Contribution		\$8,986	\$11,611	\$14,387	\$17,320	\$20,621
Union County – In-Kind Contribution		\$1,940	\$2,037	\$2,139	\$2,245	\$2,358
<b>Total Contributions</b>		<b>\$47,175</b>	<b>\$58,927</b>	<b>\$71,351</b>	<b>\$84,479</b>	<b>\$99,217</b>

1. Administrative costs are based on SGP percentages. Further explanation is available on page 38.
2. Maintenance costs are based off the Rails-to-Trails projects. Further explanation is available on page 40.
3. A SGP based percentage was used to calculate benefits. Further explanation is available on page 41.
4. Donations include cash contributions, purchase of a memorial bench, plaque, trailhead sign, etc. Further explanation of donations is available on page 41.
5. The DCNR Circuit Rider Grant would assist with paying the Executive Director’s salary. It also covers a set amount for training and mentoring expenses. Further explanation of the Circuit Rider Grant is available on page 42.
6. The population cost-sharing option is based on 2010 census numbers. Further explanation is available on page 42.
7. The trail miles cost-sharing option is based on discussion with county leaders. Further explanation is available on page 43.
8. Further explanation of the equal shares cost-sharing option is available on page 43.
9. This cost-sharing method averages the trail miles percentage and the population percentage. Further explanation is available on page 44.
10. The county share and in-kind services cost-sharing method provides the option for the county to use in-kind services to cover up to 50% of their maintenance cost share. Further explanation is available on pages 44–45.

Table 14 – Five-County Draft Budget Scenario

**For Discussion Purposes Only**

Five-County Draft Budget Scenario						
		Year 1	Year 2	Year 3	Year 4	Year 5
<b>Expenses</b>						
Administrative <sup>1</sup>						
Executive Director		\$40,000	\$41,200	\$42,436	\$43,709	\$45,020
Maintenance Supervisor (P/T)				\$20,000	\$20,600	\$21,218
Travel		\$2,000	\$2,060	\$3,122	\$3,215	\$3,312
Office Space		\$4,400	\$4,532	\$6,868	\$7,074	\$7,286
Office Equipment and Supplies		\$2,400	\$2,472	\$3,746	\$3,859	\$3,974
Printing and Copies		\$800	\$824	\$1,249	\$1,286	\$1,325
Telephone		\$400	\$412	\$624	\$643	\$662
Tech Support		\$2,400	\$2,472	\$3,746	\$3,859	\$3,974
Legal/Audit		\$5,000	\$5,000	\$5,000	\$5,000	\$5,000
Insurance		\$3,000	\$3,000	\$3,000	\$3,000	\$3,000
Miscellaneous Costs		\$800	\$824	\$1,249	\$1,286	\$1,325
Maintenance <sup>2</sup>		\$34,750	\$36,488	\$38,312	\$40,227	\$42,239
Benefits <sup>3</sup>		\$15,600	\$16,068	\$16,550	\$17,047	\$17,558
<b>Total Expenses</b>		<b>\$111,550</b>	<b>\$115,352</b>	<b>\$145,902</b>	<b>\$150,805</b>	<b>\$155,894</b>
<b>Revenue Sources</b>						
Donations <sup>4</sup>		\$7,000	\$7,350	\$7,718	\$8,103	\$8,509
DCNR Circuit Rider Grant <sup>5</sup>		\$40,000	\$30,900	\$21,218	\$10,927	\$0
DCNR Circuit Rider Grant – Training Expenses		\$500	\$500	\$500	\$500	\$0
DCNR Circuit Rider Grant – Mentoring Expenses		\$375	\$375	\$375	\$375	\$0
<b>Total Sources of Revenue</b>		<b>\$47,875</b>	<b>\$31,775</b>	<b>\$22,093</b>	<b>\$11,802</b>	<b>\$0</b>
<b>Remaining Expenses</b>		<b>\$63,675</b>	<b>\$76,227</b>	<b>\$116,091</b>	<b>\$130,899</b>	<b>\$147,385</b>
<b>Population<sup>6</sup></b>						
Clinton County	14%	\$8,740	\$10,463	\$15,935	\$17,968	\$20,231
Lycoming County	41%	\$25,864	\$30,962	\$47,154	\$53,169	\$59,866
Union County	16%	\$10,012	\$11,986	\$18,254	\$20,582	\$23,174
Columbia County	24%	\$14,990	\$17,945	\$27,330	\$30,816	\$34,697
Montour County	6%	\$4,069	\$4,871	\$7,419	\$8,365	\$9,418
<b>Total Contributions</b>	<b>100%</b>	<b>\$63,675</b>	<b>\$76,227</b>	<b>\$116,091</b>	<b>\$130,899</b>	<b>\$147,385</b>
<b>Trail Miles<sup>7</sup></b>						
Clinton County	10%	\$6,413	\$7,677	\$11,693	\$13,184	\$14,845
Lycoming County	27%	\$16,949	\$20,291	\$30,902	\$34,844	\$39,232
Union County	12%	\$7,329	\$8,774	\$13,363	\$15,068	\$16,965
Columbia County	30%	\$19,240	\$23,032	\$35,078	\$39,552	\$44,534
Montour County	22%	\$13,743	\$16,452	\$25,056	\$28,252	\$31,810
<b>Total Contributions</b>	<b>100%</b>	<b>\$63,675</b>	<b>\$76,227</b>	<b>\$116,091</b>	<b>\$130,899</b>	<b>\$147,385</b>

**For Discussion Purposes Only**

Five-County Draft Budget Scenario						
		Year 1	Year 2	Year 3	Year 4	Year 5
<b>Equal Shares<sup>8</sup></b>						
Clinton County	20%	\$12,735	\$15,245	\$23,218	\$26,180	\$29,477
Lycoming County	20%	\$12,735	\$15,245	\$23,218	\$26,180	\$29,477
Union County	20%	\$12,735	\$15,245	\$23,218	\$26,180	\$29,477
Columbia County	20%	\$12,735	\$15,245	\$23,218	\$26,180	\$29,477
Montour County	20%	\$12,735	\$15,245	\$23,218	\$26,180	\$29,477
<b>Total Contributions</b>	<b>100%</b>	<b>\$63,675</b>	<b>\$76,227</b>	<b>\$116,091</b>	<b>\$130,899</b>	<b>\$147,385</b>
<b>Combination of Population and Trail Miles<sup>9</sup></b>						
Clinton County	12%	\$7,577	\$9,070	\$13,814	\$15,576	\$17,538
Lycoming County	34%	\$21,407	\$25,626	\$39,028	\$44,007	\$49,549
Union County	14%	\$8,671	\$10,380	\$15,808	\$17,825	\$20,070
Columbia County	27%	\$17,115	\$20,489	\$31,204	\$35,184	\$39,615
Montour County	14%	\$8,906	\$10,661	\$16,237	\$18,308	\$20,614
<b>Total Contributions</b>	<b>100%</b>	<b>\$63,675</b>	<b>\$76,227</b>	<b>\$116,091</b>	<b>\$130,899</b>	<b>\$147,385</b>
<b>County Share and In-Kind Services<sup>10</sup></b>						
Clinton County – Monetary Contribution		\$5,509	\$6,899	\$11,535	\$13,183	\$15,025
Clinton County – In-Kind Contribution		\$2,067	\$2,171	\$2,279	\$2,393	\$2,513
Lycoming County – Monetary Contribution		\$15,565	\$19,493	\$32,588	\$37,245	\$42,449
Lycoming County – In-Kind Contribution		\$5,841	\$6,133	\$6,440	\$6,762	\$7,100
Union County – Monetary Contribution		\$6,305	\$7,896	\$13,200	\$15,086	\$17,194
Union County – In-Kind Contribution		\$2,366	\$2,484	\$2,608	\$2,739	\$2,876
Columbia County – Monetary Contribution		\$12,445	\$15,585	\$26,055	\$29,778	\$33,939
Columbia County – In-Kind Contribution		\$4,670	\$4,904	\$5,149	\$5,406	\$5,677
Montour County – Monetary Contribution		\$6,476	\$8,110	\$13,558	\$15,495	\$17,660
Montour County – In-Kind Contribution		\$2,430	\$2,552	\$2,679	\$2,813	\$2,954
<b>Total Contributions</b>		<b>\$63,675</b>	<b>\$76,227</b>	<b>\$116,091</b>	<b>\$130,899</b>	<b>\$147,385</b>

1. Administrative costs are based on SGP percentages. A part-time maintenance supervisor was added in years 3-5. Further explanation is available on page 39.

2. Maintenance costs are based off the Rails-to-Trails projects. Further explanation is available on page 40.

3. A SGP based percentage was used to calculate benefits. Further explanation is available on page 41.

4. Donations include cash contributions, purchase of a memorial bench, plaque, trailhead sign, etc. Further explanation of donations is available on page 41.

5. The DCNR Circuit Rider Grant would assist with paying the Executive Director’s salary. It also covers a set amount for training and mentoring expenses. Further explanation of the Circuit Rider Grant is available on page 42.

6. The population cost-sharing option is based on 2010 census numbers. Further explanation is available on page 42.

7. The trail miles cost-sharing option is based on discussion with county leaders. Further explanation is available on page 43.

8. Further explanation of the equal shares cost-sharing option is available on page 43.

9. This cost-sharing method averages the trail miles percentage and the population percentage. Further explanation is available on page 44.

10. The county share and in-kind services cost-sharing method provides the option for the county to use in-kind services to cover up to 50% of their maintenance cost share. Further explanation is available on pages 44–45.

## IMPORTANT BUDGET-SCENARIO NOTES

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- The draft budget scenarios include estimated numbers and projections. The numbers in the budget scenarios are for discussion purposes only and do not reflect definitive numbers.
- The draft budget scenarios are a simplification and do not include all potential cost issues.
- The proposed draft budget scenarios do not include costs for acquisition, and construction. These costs would be covered by the member-county in which those activities occurred.
- Clinton County does not currently maintain any trails. Wayne Township maintains a 2.5-mile trail along the river. Clinton County would like to obtain 4.5 miles of trail (that would meet up with the 2.5 miles in Wayne Township) to connect Lock Haven to the Susquehanna River. Ideally, they would like to provide trail connectors to the Jersey Shore Rail Trail, but that is hindered by cost (very expensive to bring the railroad bridge to meet safety standards). For the maintenance cost estimates, 7 miles of trail was used for Clinton County (includes the 2.5 miles maintained by Wayne Township and the planned 4.5 miles).
- Lycoming County has 4.5 miles of County-owned trails (the Susquehanna River Walk), but they have an agreement with the City to maintain the trail. The local trails in the County include: Lycoming River Bikeway (6 miles – owned and maintained by the 5 different municipalities it runs through); Montoursville Bikeway (5 miles); South Williamsport (owns 1.5 miles of the Susquehanna River Walk); and Pine Creek Trail Connector (1.5 miles). The estimate of 18.5 miles was used for the projections.
- Union County does not have any County-owned trails. All trails are state-owned except for one local trail that is approximately 8 miles long and owned/operated by the Buffalo Valley Recreation Authority. They pay approximately \$20,000 a year in maintenance costs.
- Columbia County provided an estimate of trail miles in the county.
- Montour County relies heavily on volunteer labor. The Rails-to-Trails maintenance number projected maintenance costs for Montour County to be approximately \$21,000; however, the County pays a much lower annual rate of approximately \$3,000.

## RECOMMENDATIONS

This case study has identified the following key recommendations for consideration by prospective member counties:

1. Each county should evaluate their current cost of trail maintenance and potential cost savings.
2. The prospective member-counties should implement the Susquehanna Greenway & Trail Authority Intergovernmental Cooperation Agreement to establish the Susquehanna Greenway & Trail Authority.
  - a) The newly established Susquehanna Greenway & Trail Authority can be initiated with a small number of partner counties and grow as opportunities for larger-scale development occurs.
  - b) There is an increased measure of cost savings as more counties elect to join the proposed SGTA.
3. The implementation of an experienced Executive Director to provide professional management and oversight is recommended.
  - a) An experienced Executive Director will provide professional management of current and future trail structures, mobilization of volunteers, and coordination of grants and funding. Consistent enforcement of proper design structures of trails can help limit expensive maintenance projects caused by inadequate maintenance and design.
  - b) As the number of trail miles and/or member-counties expands, more staff should be added to provide proper management services.
4. Prospective member counties should support the use of the Susquehanna Greenway Partnership as a 501(c) for accepting private donations, providing trail and greenway advisory services, and mobilizing local trail initiatives in collaboration with the SGTA.
  - a) The SGP and the SGTA should enter into a memorandum of understanding (MOU) to define the relationship roles.

Potential Roles	
Susquehanna Greenway Trail Authority	Susquehanna Greenway Partnership
Secure public funding	Volunteers
Overseeing trail maintenance and operations	Securing foundational funds
Establishing (and enforcing) construction and trail design standards	Fundraising
Legal issues	

# ATTACHMENT 1

## PENNSYLVANIA BOND REFERENDUM

Pennsylvania’s Act 153 of 1996 (which amended the Open Space Lands Act, Act 442 of 1967) gives local governments the power to acquire open space interests for the following purposes:

- Protection of water resources and watersheds
- Protection of forest for timber production
- Conservation of farmland
- Parks and recreation
- Conservation of natural and scenic resources
- Preservation of sites of historic, geologic, or botanic interest
- Promotion of sound planning through the creation of buffers between communities

Under the Act, local governments may levy a tax on real estate or earned income above existing limits in order to purchase development rights or open space lands, but only if they first receive referendum approval from the voters.

**Table 15** provides a list of County bond referendums for open space. It includes the year they were approved and the amount raised. The list includes all bond referendums for open space and is not only representative of county’s using bond referendums for trails and greenways.

Table 15 – County Bond Referendums

County Bonds/Budget Appropriations	Amount Raised	Year Approved
Adams County	\$2.0 million bp	2003
Berks County	\$30.0 million	1999
Berks County	\$36.0 million LOC; bp	2005
Bucks County	\$3.5 million	1994
Bucks County	\$59.0 million	1996
Bucks County	\$87.0 million	2007 g
Chester County	\$ 50.0 million	1997
Chester County	\$ 75.0 million	1999
Chester County	\$60.0 million bp	2004–07
Cumberland	\$3.0 million	2004
Lancaster County	\$9.0 million w/o ref.	1992–2006
Lehigh County	\$30.0 million	2002
Monroe County	\$25.0 million	1998
Montgomery County	\$100.0 million	1993
Montgomery County	\$150.0 million	2003 g
Northampton County	\$10.0 million	2000
Northampton County	37.0 million	2002
Pike County	10.0 million	2005 g

County Bonds/Budget Appropriations	Amount Raised	Year Approved
Schuylkill County	\$0.65 million	2000
<b>Total County Dollar Appropriations:</b>	<b>\$777.15 million</b>	
bp = budget appropriation      p = primary election      g = general election LOC = line of credit      w/o ref. = without referendum		

Source: Heritage Conservancy: Opportunity Knocks – Open Space Is a Community Investment.  
<http://www.heritageconservancy.org/wp-content/uploads/2012/02/opportunity-knocks.pdf>